



Mahere Whakatauirā Mana Whakahaere Papa
Rēhia ā-Rohe o Upper Harbour

Upper Harbour Local Parks Management Plan 2024

Volume 1

Contains the introduction and context, information about the Upper Harbour Local Board context, and the management planning framework and general policies that apply to all parks identified in Volume 2



Cover photo: Christmas Beach, Herald Island

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Foreword

On behalf of the Upper Harbour Local Board, it is with great pleasure that we introduce the Upper Harbour Local Parks Management Plan. This plan is a significant milestone in the management of our parks. Upper Harbour has an extensive park network of 260 parks covering nearly 800 hectares of land.

The Upper Harbour Local Board Parks Management Plan has been developed with extensive consultation with mana whenua, the public, volunteers, clubs and community and sporting organisations. The plan sets out a vision for management of our parks over the next 10 years and seeks to enhance the quality and amenity of our parks, to increase biodiversity and ecological resilience and to support community outcomes.

The parks in Upper Harbour are a key part of what we value in this area and are embraced by residents. As Upper Harbour continues to grow and develop, the parks and reserves become more and more important. Residents value the opportunities these parks provide e.g. opportunities for sport and recreation, relaxation and access to water-based activities. The parks also provide great ecological benefits. They provide ecological corridors, contain diverse ecosystems, provide resilience and are home to native flora and fauna. Many of our parks have cultural significance to mana whenua.

We are lucky in Upper Harbour to have a passionate volunteer network who protect native habitats at a local and landscape level.

I would like to extend our deep thanks to everyone who submitted. Your thoughtful and detailed submissions have been invaluable in shaping this document which will support planning for years to come.

Anna Atkinson | Local Board Chairperson

Upper Harbour Local Board

Wāhanga A – Kupu Whakataki me te Horopaki

PART A – Introduction and Context



Photo: Albany Lakes Reserve

1.0 Introduction and overview

Parks are a major contributor to the hauora (wellbeing) and identity of the Upper Harbour Local Board area, encompassing a wide variety of social, cultural, heritage and environmental values. They contain important natural landscapes and culturally significant settings that contribute to the character and sense of place of Upper Harbour.

The Upper Harbour Local Board (the local board) is responsible for managing local parks within its area. In carrying out the administering body's functions for reserves held under the Reserves Act 1977, the local board has the responsibility of reviewing and preparing reserve management plans for all reserves in its area.

In accordance with Section 41(3) of the [Reserves Act 1977](#) a management plan “*shall provide for and ensure the use, enjoyment, maintenance, protection, and preservation, as the case may require, and, to the extent that the administering body's resources permit, the development, as appropriate, of the reserve for the purposes for which it is classified.*”

This Upper Harbour Local Parks Management Plan has been prepared using the process set out in section 41 of the Reserves Act, in consultation with mana whenua, key stakeholders and the public.

The local board has decided that this plan will cover all parks they have decision making authority for, both reserves held under the Reserves Act and parks acquired and used under the Local Government Act 2002 (LGA). Throughout this document, the term 'park' has been used to cover both parks and reserves.

The classification status of all land subject to the Reserves Act has been reviewed, including land owned by the Crown and controlled and managed by Auckland Council as part of the process of developing this plan, in accordance with section 16 of the Reserves Act. This was undertaken to ensure they were appropriately classified according to the primary purpose they are held for. Section 9.0 of this plan contains more details on the reserve classifications and the individual park sheets in Volume 2 lists each park's classification/s.

Once adopted, this plan will supersede all existing reserve management plans for local parks within the local board area, as listed in Appendix D.

Subject to the statutory process, it is the intention of the local board, that new parks will be added to Volume 2 of this plan by way of a plan review.

Funding for the development and management of parks is set and confirmed through council's Long-term Plan (LTP) and Annual Plan processes and is not part of this plan.

1.1 A different approach to reserve management planning

This plan is a high-level policy and direction setting document rather than a detailed operational plan. It primarily focuses on providing a framework for determining what needs to be considered when managing, developing and enhancing our parks.

Part D in Volume 1 of the plan includes general policies that apply to all parks. These direct how the local board will manage Upper Harbour parks and how certain activities requiring authorisation will be assessed. Volume 2 provides key information for each individual park including its legal status and any special values. For some individual parks, specific management intentions, including development opportunities have been outlined. However, the plan does not include the current or recommended layout for each park or a prioritised action list for park development.

Previous management plans often included detailed information on a park's history, physical and natural assets. We have included some of this information in Volume 2, but only where it is relevant to future management of a park.

Similarly, this plan aims to **not** duplicate information that is provided in other council policy documents or bylaws, but rather refers to where the relevant information can be found.

For example, when referring to bylaws in this plan, we reference the relevant current bylaw at the time of writing this plan. It should be noted that bylaws are required to be reviewed on a regular basis and may be updated during the lifetime of this plan. Please always check the council website for the most current version of the relevant bylaw.

Another example is waste management, which in Tāmaki Makaurau / Auckland is controlled through:

- Te Mahere Whakahaere me te Whakaiti Tukunga Para 2018 / Waste Management and Minimisation Plan 2018: which sets the direction for the next six years and continues the vision to achieve zero waste in Tāmaki Makaurau / Auckland by 2040.
- Te Ture ā-Rohe Whakahaere me te Whakaiti Tuku Para 2019 / Waste Management and Minimisation Bylaw 2019: sets rules to manage and minimise waste, protect public health and safety and manage litter and nuisance.

Detailed information about park maintenance such as rubbish bin placement or collection are also not within the scope of management plan. These details are covered within the maintenance contracts.

He aha kei te korahi o tēnei mahere

1.2 What is in scope of this plan

1.2.1 Land in and out of scope of this plan

The table below outlines the parkland in and out of scope of the draft local parks management plan in more detail:

Table 1 – Land in/out of scope of this plan

Land in scope	Land out of scope
✓ land held under this Reserves Act 1977 ✓ land held under the Local Government Act 2002 (LGA)	✗ land for which the local board does not have allocated decision-making power, e.g., roads ✗ regional parks ✗ parkland owned and managed by other entities ✗ Crown owned land for which there is no management agreement e.g., marginal strips

While the Reserves Act does not require a management plan to be prepared for local purpose reserves, most have been included in this plan.

Local purpose (drainage) reserves and other local parks that are part of the stormwater network are a unique category within the governance framework at Auckland Council where the decision-making responsibilities are shared according to the nature of the decision being taken. Where parks are held for a regulatory purpose such as stormwater, but decisions are for non-regulatory activities such as local park improvements, place shaping, and community events this decision-making sits with the local board. Where the decision making relates to the council's stormwater activities, these decisions are managed by the Healthy Waters department (under delegation from the Governing Body).

Healthy Waters may work with the local board to deliver local stormwater quality projects and governance decisions for these projects sit with the local board where they hold the budget.

The local board will have an advocacy role in unformed legal roads, where they have a park function; drainage reserves, where the decision-making relates to the council's stormwater activities; and road to road accessways, where they provide an informal recreation and access function. Appendix I outlines which reserves are out of scope of this plan and why.

This plan does not cover beaches (unless legally part of the park), legal roads, and land managed by the Department of Conservation.

1.2.2 Content in and out of scope of this plan

The following table gives an overview of the content, which is in and out of scope of this plan:

Table 1 – Content in/out of scope of this plan

Content in scope	Content out of scope
✓ Park values, management issues, outcomes sought and policy responses across parks in a local board area. ✓ Input from mana whenua to reflect council's outcomes for Māori comply with Te Tiriti o Waitangi / the Treaty of Waitangi statutory obligations. ✓ Considerations and policies for assessing activities including guidance on commonly encountered activities such as: ○ requests for new buildings on parks/reserves ○ requests for community gardens ○ requests for commercial activities. ✓ Guidance for developing and managing recreational opportunities, and conflicts including clarification of activities that are appropriate. ✓ Guidance for future spatial planning of local parks. ✓ Land inventory, review and resolution (including classification) of the legal status of parkland under the Reserves Act and Local Government Act. ✓ High level information on key parks relevant to policies to address issues at the park level. ✓ Possible policies and intentions to manage issues such as: ○ threats to biodiversity (including kauri dieback) ○ climate change and sea level rise ○ protection of historic and cultural heritage from development.	✗ Spatial plans such as master, concept or development plans. ✗ Detailed operational or maintenance information, including plans. ✗ Additional work relating to providing new names for reserves outside of the management plan process (noting also Te Kete Rukuruku¹). ✗ Inclusion or consideration of specific investment proposals not yet approved by the local board. ✗ Implementation actions, priorities or timing of improvements. ✗ Research to inform reports on historical, environmental and contextual information. ✗ Guidance on council processes or roles noting that these are subject to change. ✗ Matters that are comprehensively covered by Bylaws or legislation other than the Reserves Act or Local Government Act. ✗ Property law issues related to easements, encumbrances, encroachments or other matters. ✗ Acquisition of new parkland².

¹ An Auckland Council culture and identity programme led by iwi, in partnership with the council and its local boards. The programme includes collecting the stories of mana whenua and restoring Māori names to parks and places in Tāmaki Makaurau.

² Refer to the Parks and Open Space Acquisition Policy 2013: <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-policies/Documents/parks-open-space-acquisition-policy.pdf>

Te arotaki i tēnei mahere

1.3 Review of this plan

Under the Reserves Act, the local board is required to keep management plans under continuous review. This provides for plans to be adapted to changing circumstances or increased knowledge. Subject to available resourcing, the local board aspires to fully review this plan every 10 years following the process for a comprehensive review outlined in section 41(8) of the Reserves Act.

A partial or limited review may also be initiated by the local board to update parts of the plan or to add new parks. For a partial review, the local board may choose to follow the process in section 41(8) the Reserves Act. Or if circumstances warrant it may decide to use a shorter process as allowed for under section 41(5A) of the Reserves Act.

Whether a full or partial review of the plan is undertaken outside the 10-year review cycle will be determined on a case-by-case basis and depend on resourcing requirements and the scale, complexity and likely public interest in an issue.

Examples of potential triggers for a review, outside the 10-year cycle, could be:

- a significant change in council policy, bylaws and strategic direction
- a significant change in legislation, or the relevant policy of other agencies, that has significant implications for reserve management or
- if new information, such as a significant new management issue, suggests that a change in policy is necessary.

This plan may be amended without public notification when the amendment would:

- correct a factual or typographical error
- update information on known values
- update the classification of existing reserves within this plan, following completion of the process to reclassify a reserve, as set out in section 24 of the Reserves Act
- update information on new leases/licence activities that have been issued following completion of the relevant process and public notification
- provide clarification of an outcome or policy, with no change in its material effect
- update reference to a document that has been revised
- delete reference to a document or reserve that has been revoked.

For any review or proposed change that is limited to park land that is not held subject to the Reserves Act, the Reserves Act process is not a statutory requirement, and the relevant LGA processes will be followed.

Me pēhea te whakamahi i tēnei mahere

2.0 How to use this plan

Te hanganga o tēnei mahere

2.1 Structure of this plan

This plan is presented in five parts, in two volumes, with appendices.

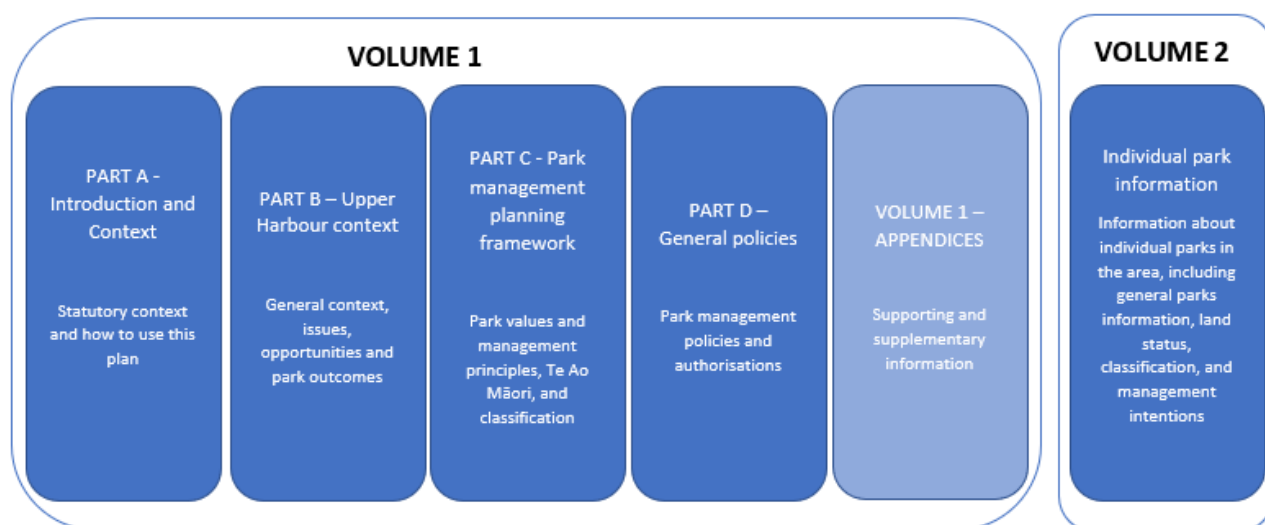


Figure 1 – The plan is structured into two volumes with five parts

Me pēhea te whakamahi i tēnei mahere

2.2 Navigating the plan

Te whakamāhiti i ngā wāhanga rerekē kei roto i te mahere

2.2.1 Hierarchy of the different sections within the plan

The following diagram outlines the hierarchy of the different sections of the draft plan.

As shown at the top of the diagram, park values inform the classification of all reserves held under the Reserves Act. Te Ao Māori values and principles also inform all aspects of local park management (section 7.0).

What is contained in Part C of Volume 1 is illustrated in the middle of the diagram. This information contributes to the overarching framework for park management in Upper Harbour:

- Classification (section 9.0)
- Principles for park management (section 8.0)

As shown at the bottom of the diagram, the general and authorisation policies from Part D apply to all parks in this plan. Park specific intentions (Volume 2) have also been developed for most parks. Management intentions for individual parks are in accordance with the statutory classification for land held under the Reserves Act.

The park specific information in Volume 2 needs to be read in conjunction with all other sections of the plan. If in conflict, management intentions in Volume 2 override general policies in Part D.

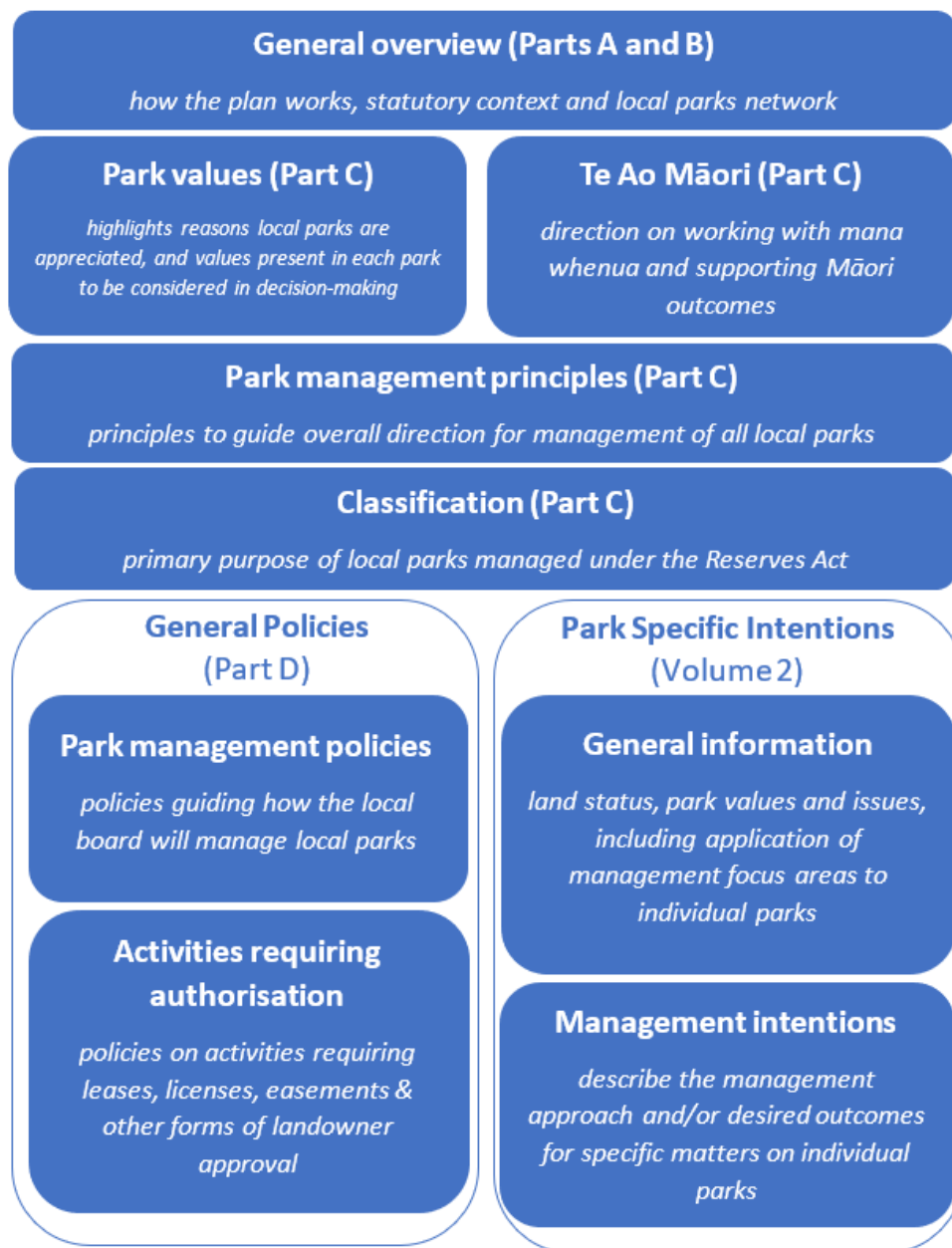


Figure 2 – Hierarchy of different sections within the plan

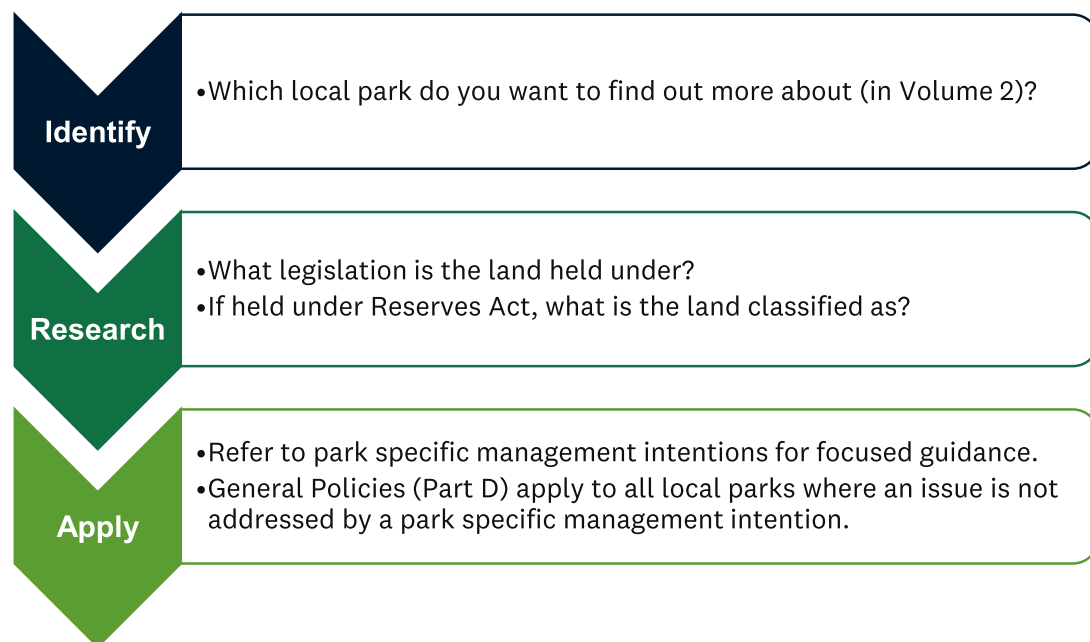
In the management plan, where a list of examples or considerations is preceded by the word “includes”, that list is not limited to the matters listed. Where a list is preceded by the word “excludes”, that list is limited to the matters listed.

He tauira whakaatu me pēhea te whakamahi i te mahere

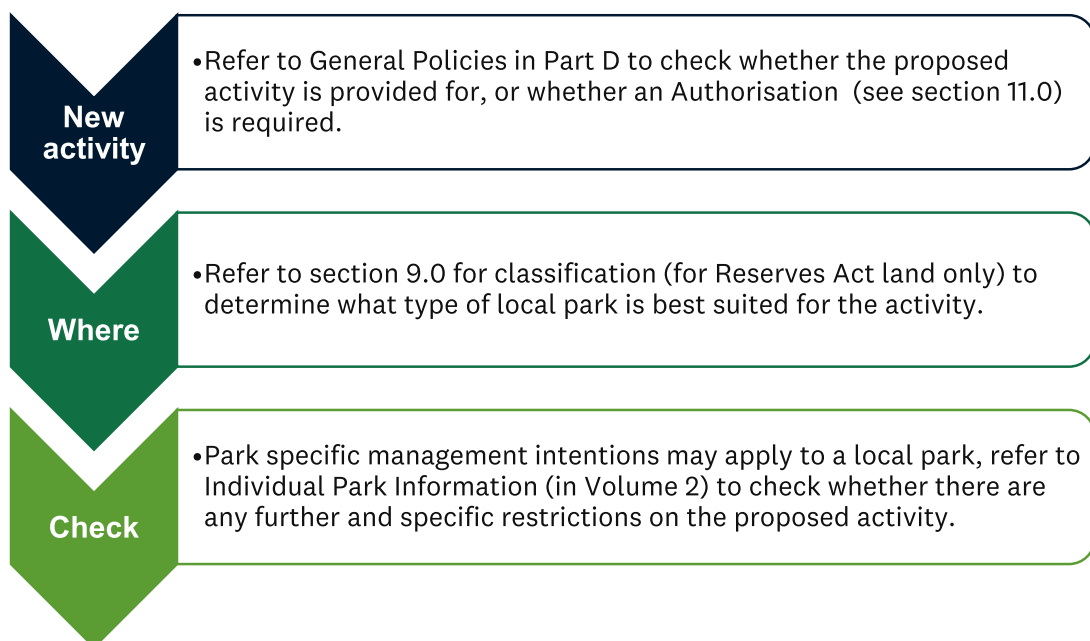
2.2.2 Examples on how to navigate the plan

Below are two examples of possible ways to look at the plan:

Example 1: *you want to find information about a specific park*



Example 2: *you want to find out if an activity can happen in a park*



Horopaki ā-ture, ā-kaupapa here hoki

3.0 Statutory and policy context

The development and management of local parks and the implementation of this plan is guided by a range of legislation, statutory and non-statutory policies, council plans and strategic documents as illustrated by the diagram below. The main documents influencing the management of parks are described in the following section.

It is important to note that where land is a reserve under the Reserves Act, the statutory decision-making context in this plan is the Reserves Act. Where the land is a park held under the LGA there are a number of different statutory considerations that may be relevant to decision-making. Both, parks under the LGA and reserves under the Reserves Act will be referred to as parks throughout this document.

Please note that nothing in this plan avoids the need for activities and development on parks to comply with other relevant legislation. Applicants for a proposed activity may require separate regulatory approvals and consents, such as under the Resource Management Act 1991, Building Act 2004 and Heritage New Zealand Pouhere Taonga Act 2014.

The above approvals do not substitute the approval of activities on a park or reserves from council as the administering body and landowner (landowner approval – refer to section 11.1 Activities requiring landowner authorisation).

For more detailed information on guiding documents refer to Appendix A.

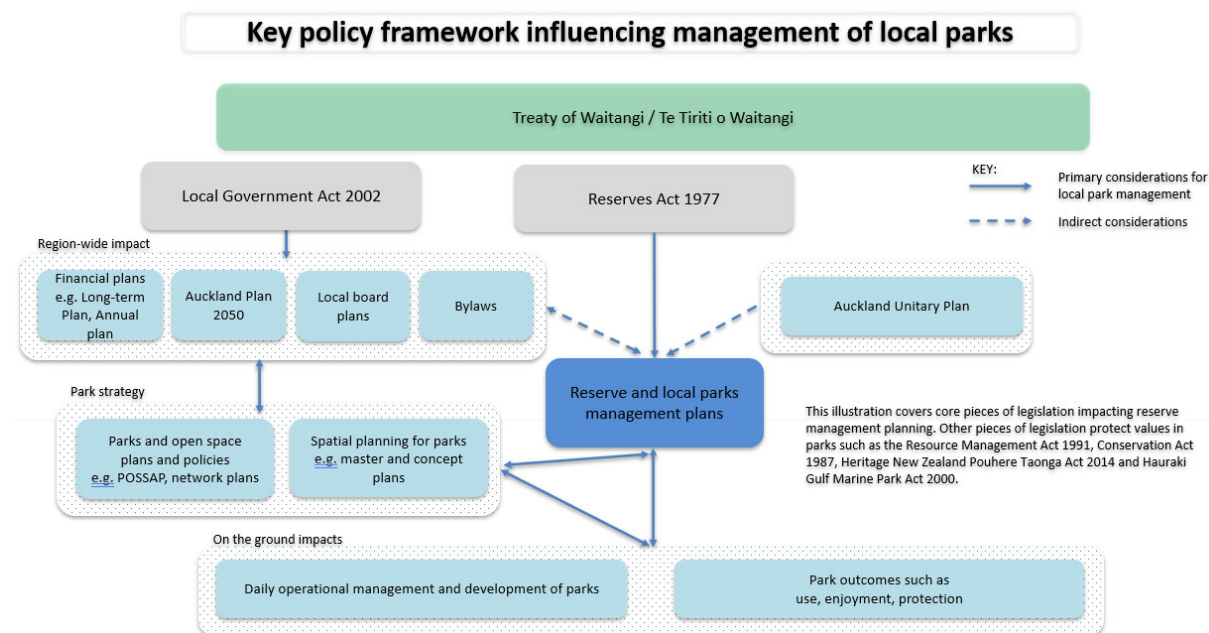


Figure 3 – Key policy framework influencing management of local parks

Horopaki ā-ture

3.1 Statutory context

Te Tiriti o Waitangi

3.1.1 The Treaty of Waitangi

Te Tiriti o Waitangi / the Treaty of Waitangi (Te Tiriti) is the founding document of Aotearoa New Zealand. It was signed on at least three occasions on the Waitematā and Manukau Harbours by local rangatira (chiefs).

Auckland Council recognises the fundamental importance of Te Tiriti o Waitangi / the Treaty of Waitangi and is committed to meeting its broader legal obligations to Māori.

The principles of Te Tiriti likely to be most relevant in making decisions on the management of parks are:

- Partnership – the mutual duties to act towards each other reasonably and in good faith are the core of the Treaty partnership.
- Informed decision making – being well-informed of the mana whenua interests and views. Early consultation is a means to achieve informed decision-making.
- Active protection – this involves the active protection of Māori interests retained under Te Tiriti. It includes the promise to protect te tino rangatiratanga (sovereignty and self-determination) and taonga.

Mana whenua continue to maintain a presence and relationship with their ancestral sites and landscapes of significance. This relationship also extends to the taonga, and sites where historic events occurred, often within the boundaries of the parks.

One way to give practical effect to the principles of Te Tiriti is to enable iwi or hapū to reconnect to their ancestral lands.

The LGA also contains obligations to Māori, including to facilitate Māori participation in council decision-making processes.

3.1.2 Reserves Act 1977

The role of council as an administering body under the Reserves Act, is to administer, manage, and control a reserve for the purpose for which it has been classified and to prepare a reserve management plan for all reserves held under the Reserves Act.

Other key responsibilities under the Reserves Act are to:

- classify reserves for their primary purpose (this is the means for determining the management focus and in turn relevant objectives and policies)
- manage reserves for their primary purpose and comply with any management plan
- keep management plans under continuous review
- grant third party rights such as leases and licences and easements in accordance with the Act.

The general purpose of the Reserves Act is to:

- provide for the preservation and management of areas for the benefit and enjoyment of the public
- ensure, as far as possible, the survival of all indigenous species of flora and fauna
- ensure, as far as possible, the preservation of access for the public
- ensure, as far as possible the preservation of representative samples of all classes of natural ecosystems and landscape
- ensure, as far as possible, the preservation of access for the public to and along the coast, its bays and inlets and offshore islands, lakeshores, and riverbanks and fostering and promoting the preservation of the natural character of the coastal environment and the margins of lakes and rivers and the protection of them from unnecessary subdivision and development.

The policies in this document are subject to the Reserves Act in respect to land held under the Reserves Act.

The Reserves Act is one of the Acts in the First Schedule to the Conservation Act 1987. Section 4 of the Conservation Act contains an obligation to give effect to the principles of Te Tiriti. This obligation applies to all the Acts in the First Schedule including the Reserves Act.

As such, in performing functions and duties under the Reserves Act, the local board must also apply the Conservation Act and give effect to the principles of Te Tiriti. Treaty obligations are overarching and not something to be considered or applied after all other matters are considered; they should be an integral part of the process at the inception of a proposal.

3.1.3 Local Government Act 2002

The Local Government Act 2002 (LGA) is the primary legislation enabling and governing Auckland Council as a local authority.

The LGA states the purpose of local government, provides a framework and powers for local authorities to decide which activities they undertake and the manner in which they will undertake them.

It also promotes the accountability of local authorities to their communities; provides for local authorities to play a broad role in promoting the social, economic, environmental, and cultural wellbeing of their communities, taking a sustainable development approach.

The long-term plan and annual plans, local bylaws, asset management plans and development of Council policy are all undertaken in accordance with the LGA.

The LGA also contains obligations to Māori, including to facilitate Māori participation in council decision-making processes.

Unlike reserves held under the Reserves Act, for parks held under the LGA there is no statutory requirement to determine the land's primary purpose. The land is simply held under the LGA and utilised as parkland. However, these parks also have unique attributes that shape how the park is used and valued.

3.1.3 Resource Management Act 1991

The Resource Management Act 1991 (RMA) is the main piece of legislation that regulates the management of Aotearoa New Zealand's land, air and water, including the use, development and protection of these. The RMA provides councils with specific powers, functions and duties in giving effect to the purpose of the RMA. The RMA applies to all land from a regulatory perspective such as a requirement for a resource consent where the Council is undertaking works on a park.

In terms of protecting reserve values, the policies, objectives, and outcomes established under the Reserves Act will ensure a higher level of protection for reserves than required under the RMA.

3.1.4 Hauraki Gulf Marine Park Act 2000

Some of the local parks covered by this plan are within the "Hauraki Gulf Marine Park" (refer to list in Appendix G).

When holding, controlling or administering (making decisions about) that land, council must, under this Act, "recognise and give effect to" the statutory purposes of the Marine Park. These purposes are as follows:

- a) to recognise and protect in perpetuity the international and national significance of the land and the natural and historic resources within the Park:
- b) to protect in perpetuity and for the benefit, use, and enjoyment of the people and communities of the Gulf and New Zealand, the natural and historic resources of the Park including scenery, ecological systems, or natural features that are so beautiful, unique, or scientifically important to be of national significance, for their intrinsic worth:
- c) to recognise and have particular regard to the historic, traditional, cultural, and spiritual relationship of tangata whenua with the Hauraki Gulf, its islands and coastal areas, and the natural and historic resources of the Park:
- d) to sustain the life-supporting capacity of the soil, air, water, and ecosystems of the Gulf in the Park."

Te horopaki o te mahere whānau ake – ngā mahere ā-ture

3.2 Wider planning and management context – statutory plans

The section below gives an overview of the wider planning context.

3.2.1 Auckland Unitary Plan (operative in part)

The Auckland Unitary Plan (AUP) is prepared as a requirement of the Resource Management Act 1991. The purposes of the AUP are to

- describe how people and communities of Tāmaki Makaurau / Auckland will manage Tāmaki Makaurau / Auckland’s natural and physical resources while enabling growth and development and protecting the things people and communities value
- provide the regulatory framework to help make Tāmaki Makaurau / Auckland a quality place to live, and a place where environmental standards are respected and upheld
- be the principal statutory planning document for Tāmaki Makaurau / Auckland.

3.2.2 The Auckland Plan 2050

The Auckland Plan 2050 articulates the strategic outcomes sought in managing Tāmaki Makaurau / Auckland’s parks and open spaces. It is prepared as legislative requirement under the Local Government (Auckland Council) Act 2009.

The homes and places and the environment and cultural heritage outcomes in the Auckland Plan 2050 have key directions and focus areas which support the provision of Tāmaki Makaurau / Auckland’s parks and open spaces. These include having access to a range of inclusive public places, optimising the use of current parks, and protecting and caring for the natural environment as our shared cultural heritage, for its intrinsic value and for the benefit of present and future generations.

3.2.3 Upper Harbour Local Board Plan

The Upper Harbour Local Board Plan is a strategic plan that outlines the community’s priorities and preferences. The local board plan is reviewed every three years and guides local board activity, funding and investment decisions. It includes a range of projects and actions that have relevance to the management of parks. The preparation of the local board plan is a legislative requirement of the Local Government (Auckland Council) Act 2009.

3.2.4 Ngā ture ā-rohe / Bylaws

Council uses bylaws to make rules about a range of behaviours and activities on parks to help ensure public safety and enjoyment of parks by all who want to use them.

At the time of writing this management plan, bylaws have been adopted that cover a range of behaviours and activities on parks (Appendix B, Volume 1 and www.aucklandcouncil.govt.nz/bylaws), including:

- consumption of alcohol
- access for people with dogs or other animals
- camping in tents or vehicles
- antisocial and nuisance behaviour
- display of signs
- trading and events
- traffic (use of vehicles on parks).

Most bylaws simply require compliance with specified rules for the activity, for example a person may only exercise a dog off a leash in certain parks or parts of a park.

Other activities may require a prior approval. The criteria and process for obtaining some approvals are set out in bylaws. For example, most temporary commercial activities on a park currently require an approval under the Public Trading, Events and Filming Bylaw 2022 (refer to section 11.1 Activities requiring landowner authorisation). For the avoidance of doubt, occupation or use of parkland may need a regulatory approval under a bylaw, but may also require landowner approval/Reserves Act decision as outlined in this plan.

Over time, the council may amend these bylaws or create new bylaws that are relevant to parks and reserves. The development and review of bylaws is a statutory process and always involves public consultation.

Te horopaki whānau ake mō te whakamahere – ngā mahere mahi

3.3 Wider planning context – action plans

Mahere Rautaki Kaupapa Mahi mō ngā Papa Rēhia, Wāhi Noho Wātea hoki

3.3.1 Parks and Open Spaces Strategic Action Plan

The Parks and Open Spaces Strategic Action Plan contributes to the outcomes identified in the Auckland Plan 2050. It sets four strategic focus areas for parks to achieve the Auckland Plan outcomes at a parks specific level. The four focus areas are: treasure, enjoy, connect and utilise.



Treasure our parks and open spaces

Manaakitia te taiao

Protecting and conserving our parks and open spaces and improving peoples' ability to understand and appreciate their value and significance



Enjoy our parks and open spaces

Ngā papa rēhia

Ensuring our parks and open spaces can meet the needs of our growing population



Connect our parks and open spaces

Ngā papa haumi

Creating a green network across Tāmaki Makaurau / Auckland by linking our parks, open spaces and streets



Utilise our parks and open spaces

Ngā papa rangahau

Using our parks and open spaces to create a green, resilient and prosperous city with thriving communities

One of the actions in the Plan is to review and develop park management plans to ensure consistent and transparent decision-making about how our parks and open spaces are managed.

3.3.2 Structure Plans

Structure plans provide a high-level plan for a large area that shows the arrangement of various land uses (e.g., centres, housing, employment and parks), and how the area connects to adjacent urban areas and wider infrastructure. The plans guide development and form the basis of changes to the Auckland Unitary plan Operative in Part through the plan change process.

The Whenuapai Structure Plan was adopted in 2016. The key elements within the structure plan relevant to the management of parks are:

- a network of high-quality open spaces and recreation areas meet the needs of the growing Whenuapai community
- there are ample opportunities for cycling, sports, passive recreation and social interaction
- stream networks are utilised as recreational routes and connections between open spaces and the coast where practicable
- public access to and along the coast is enhanced where practicable.

Ngā Mahere mō ngā Ara Taiao i Upper Harbour

3.3.3 Upper Harbour Greenways – Local Paths Plan

The Upper Harbour Greenways – Local Paths Plan 2019 sets out the desired greenways network for the Upper Harbour area. It aims to ensure that parks are connected to each other and to key community facilities and amenities. Challenges and opportunities for the area are created by the unique landscape which is dissected by the upper reaches of the Waitemata Harbour and two state highways.

Ngā Mahere Kōtuinga Wāhi Tū Wātea

3.3.4 Open Space Network Plans

Open space network plans seek to deliver a network of quality open space in each local board area. These respond to anticipated growth and provide the community with access to a range of recreation, social, cultural and environmental experiences. The plans make recommendations for developing new assets, acquiring new parks, planning for asset renewals, working with community groups, promoting recreational opportunities, and signalling where feasibility and funding is required before implementation can occur.

The Upper Harbour Open Space Network Plan was revised in October 2019.

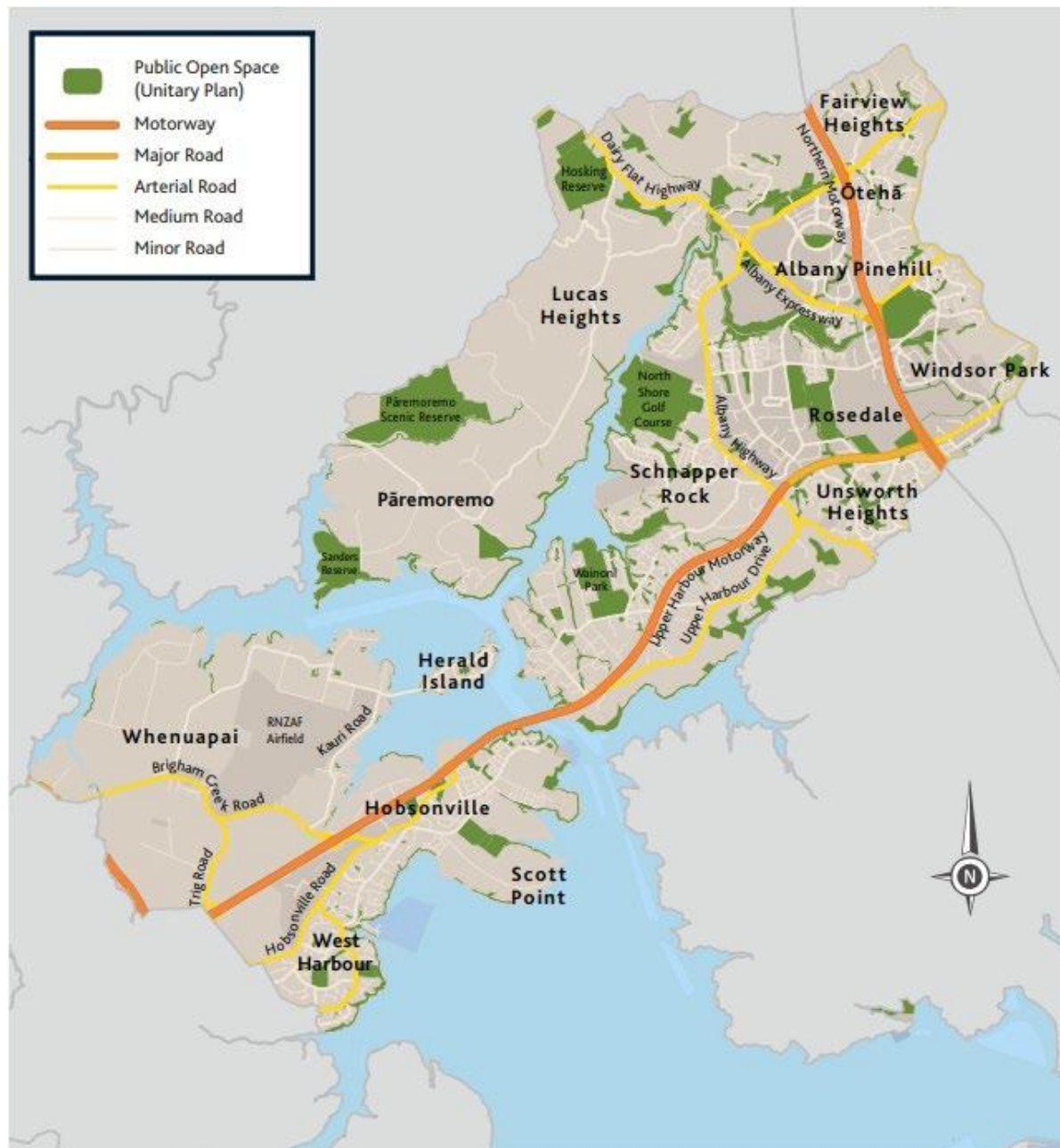
The key moves for parks outlined in the Open Space Network Plan are:

- Growth – responding to the growing community
- Sport and recreation – providing access to a range of formal and informal play opportunities
- Connections – developing connections for the community
- Healthy environment – improving water and biodiversity quality

The Upper Harbour Open Space Network Plan was considered relevant in part to the preparation of the Upper Harbour Local Parks Management Plan. The Upper Harbour Open Space Network Plan does not form part of the Upper Harbour Local Parks Management Plan; any elements from this document have been incorporated into sections of the Upper Harbour Local Parks Management Plan where relevant.

Wāhanga B – Ngā papa rēhia i te takiwā o te Poari ā-Rohe o Upper Harbour

Part B – Parks in the Upper Harbour Local Board area



He tirohanga whānui o te kōtuituinga papa rēhia

4.0 Overview of the parks network

Parks significantly contribute to the identity, character and sense of place of Upper Harbour.

In 2022, there were 260 local parks covering close to 800 hectares in the Upper Harbour area. Most of these parks are held under the Reserves Act 1977 (Reserves Act), while a few are held under the Local Government Act 2002 (LGA).

Upper Harbour parks are spread across a mixed landscape of rural, urban and future urban neighbourhoods. They reflect the diversity of the local board area and cater to a wide range of interests and abilities by providing a tapestry of green spaces for nature, respite, play and sports. The community are generally frequent and enthusiastic users of parks, with a strong volunteer network who are passionate about nature and support the maintenance of Upper Harbour parks. Visitors also travel to the area to use parks which serve the wider region such as Sanders Reserve containing 41 hectares of open space at the edge of the Paremoremo peninsula.

Many parks have a strong estuarine and coastal focus being situated along the upper reaches of the Waitematā Harbour and its network of waterways including Lucas Creek and Oruamo Hellyers Creek. These parks hold cultural significance to mana whenua, containing taonga (valued tangible and intangible elements) that link the present with the past, such as coastal pōhutukawa forest. People are drawn to these parks for the panoramic views, opportunities for both active and passive recreation, and access to a variety of water-based activities like swimming, fishing, kayaking and canoeing. Te Ara Manawa Hobsonville / Onekiritea Coastal Walkway is a popular recreation experience providing four kilometres of paths along coastal parks and a stop-off point for paddle-craft.

Parks in Upper Harbour also encompass large areas of native vegetation and a diverse range of ecosystems including kauri forest, regenerating kānuka forest and wetlands. These parks provide ecological corridors for wildlife, forming part of the North-West Wildlink connecting the Tīkapa Moana / Hauraki Gulf islands with the Waitākere Ranges. A critical steppingstone in the wildlink is Paremoremo Scenic Reserve being the largest forest / scrub covered park on the North Shore. The park supports endangered ecosystems including kahikatea forest and gumland scrub, and provides important habitat for native wildlife such as forest birds, lizards and freshwater fish. Other large native bush parks include Kereru Reserve, Gills Reserve and Fernhill Escarpment.

Facilities across the parks network ensure people are never far from a park they can enjoy. A significant number of parks contain paths and trails for walking, running and cycling, and bush walks that provide people with opportunities to connect with nature. Almost 50 parks provide for formal play including playgrounds and wheeled recreation facilities such as learn to ride tracks and skateparks.

The parks network includes a variety of sports fields and courts, enabling clubs, schools and social teams to train, compete, socialise and learn new skills. Busy sports hubs in the parks network include Rosedale Park, home to the national hockey centre and a softball stadium, Oteha Valley and Hooton Reserves, with a suite of indoor/outdoor courts and a BMX track, and Wainoni Park, dedicated to equestrian activities. Development of a new multi-sport hub, Scott Point Sustainable Sports Park, will help meet the needs of a growing population while reducing the impact on the environment.

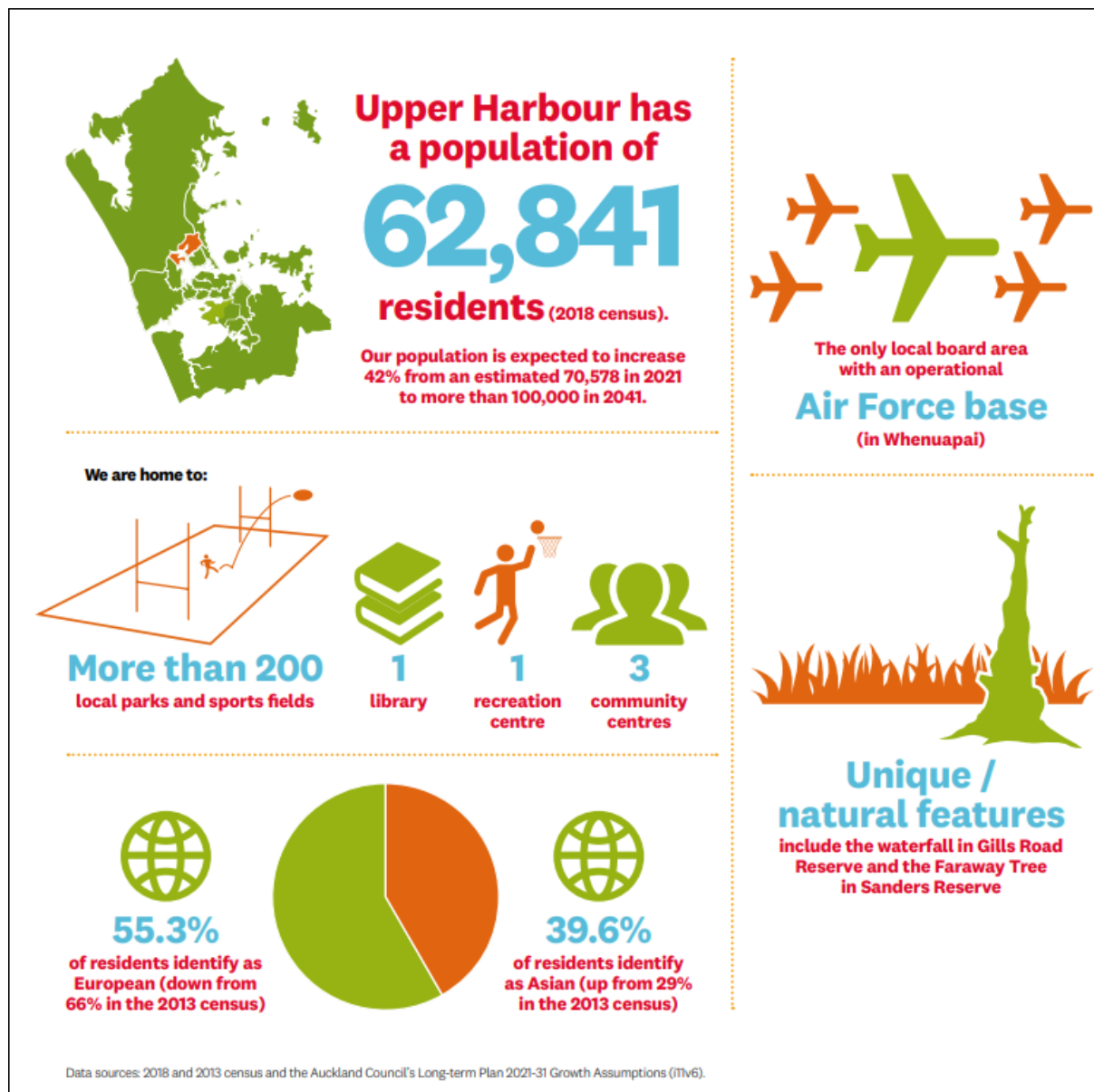


Figure 1 - Overview of Upper Harbour's parks network and the communities it is serving

Ngā huanga mō ngā papa rēhia a te Poari ā-Rohe o Upper Harbour

4.1 Upper Harbour Local Board outcomes for parks

The local board's aspirations for parks in Upper Harbour express a desire to strive towards the following outcomes:

Growth – responding to the growing community

1. The local parks network is expanded to meet the needs of new communities in our growth areas through statutory planning processes and advocacy to the Governing Body for the acquisition of land for open space.
2. The capacity and use of existing open space is maximised through a move toward a more connected, multi-functional and accessible network that provides a variety of experiences and is adaptable in the future.
3. The quality of open space is enhanced by improvements to design, development and implementation of parks services and infrastructure to create environments that the community has pride in.
4. Local parks become increasingly sustainable and resilient to the impacts of climate change through the adoption of environmentally responsible initiatives and design solutions, and supporting the outcomes of coastal management planning.

Sport and recreation – providing access to a range of formal and informal play opportunities

5. The local parks network offers access to open space and a wide variety of sport and recreation opportunities to get people more active more often, including sports fields, access to the harbour and trails for walking, running, cycling and horse riding.
6. The universal benefits of play are realised by improving the quality, distribution and variety of play infrastructure and spaces across all neighbourhoods such as nature play, space for riding bikes, circuits for social games and fitness equipment.
7. Access to a range of quality sport and recreation facilities is enabled through public and private partnerships, and working across local board boundaries to achieve sub-regional opportunities for current and future communities.

Connections – developing connections for the community

8. Parks help connect people to space and to each other by providing infrastructure for community activities and events, using signage and naming to convey meaning, and enabling participation in design and development.
9. Connections between parks and neighbourhoods are provided through the on-going development of a quality walking and cycling network which is safe, enjoyable and ecological friendly.

Healthy environment – improving water and biodiversity quality

10. The environmental health of our parks and open spaces is strengthened by planting along the edges of waterways, increasing tree cover, improving pest plant and animal control, and reducing biosecurity risks.
11. Native ecosystems and habitats across the parks network are protected and enhanced through the restoration of native forest and creation of ecological pathways in support of the North-West Wildlink which provides for the movement of wildlife.
12. Communities are actively engaged in enjoying, preserving and restoring our natural areas through the work of our volunteer groups, and initiatives such as environmental awareness campaigns and projects.

Ngā āheinga mō ngā papa rēhia i Upper Harbour

4.2 Opportunities for parks in Upper Harbour

Upper Harbour Local Board has recognised, through their Local Board Plan 2020 and the Upper Harbour Open Space Network Plan 2019, a range of strengths and opportunities in the current parks network.

1. Upper Harbour has superb coastal walkways with views of the upper reaches of the Waitemata Harbour and offers coastal access to kayak launching spots, boat ramps and beaches for recreation
2. Forested escarpments and large areas of scenic bush provide more natural tracks for walking and hiking, and help people connect with nature and experience the area's unique natural landscapes
3. Our open spaces are enriched with sites of historic and cultural heritage that are significant to mana whenua and the community, and are treasured for providing a sense of place
4. There are high satisfaction ratings for local neighbourhood parks which are valued for providing outdoor space for people to enjoy, including a range of play spaces which meet the needs of a diverse community
5. We are fortunate to have many existing sport, recreation, and community facilities which can be shared across a range of users and events to benefit our communities and may play a role in local resilience.
6. The Upper Harbour Greenways (Local Paths) Plan will guide the extension of the network of walking and cycling connections for commuting, fitness and leisure
7. There are many parks with significant ecological areas, especially those located along streams and the harbour edge, which are important for the maintenance of biological diversity.
8. We can work with mana whenua and the community to protect culturally valued biodiversity and habitats, respect and restore the mauri (lifeforce) of waterways, and practice te ao Māori guardianship (kaitiakitanga) principles.
9. Our volunteer network provides a strong basis for communities to work together and share learnings about environmental issues or develop skills that will assist with the delivery of restoration programmes.
10. Parks surrounding the extensive network of waterways in Upper Harbour, for example Lucas Esplanade Reserve and Kingfisher Esplanade Reserve, can help improve water quality ratings through the addition of riparian planting.

Ngā take mō ngā papa rēhia i Upper Harbour

4.3 Issues for parks in Upper Harbour

Upper Harbour Local Board also recognise local parks face a number of challenges and issues that will require special consideration in the planning and development of local parks going forward. The following have been identified through the development of this plan:

1. Many park assets are ageing meaning they incur greater ongoing maintenance costs. These assets range from paths, to drainage, to buildings. While smaller assets are being renewed and replaced, larger assets represent a significant outlay and, in some cases, belong to community groups that are unable to afford their upkeep. Similarly, some sport clubs and community groups are struggling to maintain membership and their assets, particularly with increasing costs and changes to people's lifestyles.
2. Sports fields and facilities are in high demand. In particular, it is difficult to meet requests of all users wanting upgrades of sports assets in an environment where resources are regionally prioritised to areas of greatest need and where level open space is limited. Another consideration is the cost to maintain the facilities for different sporting codes. There is a need to consider the benefit of investing in different sport codes with the costs.
3. There are areas where parkland and assets are increasingly under threat by the impacts of climate change including rain events, sea level rise, coastal inundation and erosion, fire and other natural hazards. Indigenous biodiversity will be under stress from a hotter and drier climate and there will be pressure on water resources creating challenges for maintenance. The intensity and frequency of weather events in recent times has highlighted the important role that parks can play in responding to climate change such as the management of stormwater during flooding.
4. There are many instances where the relationship between private land and public open spaces poses significant issues. Some examples include pest plant and animal incursion where residential properties back onto stream gullies or coastal walkways, or encroachments, where adjacent property owners have developed structures or expanded landscaping features onto parks.
5. Pest plants are an ongoing challenge in maintaining parks. Tāmaki Makaurau / Auckland is one of the world's weediest cities, with over 220 naturalised weed species and 10,000 exotic plant species in cultivation compared to only 400 native species. In Upper Harbour, it is a challenge to keep these at bay.
6. Upper Harbour is home to large portions of indigenous forest remnants, including an abundance of kauri. Pathogen incursion, such as kauri dieback, creates challenges in protecting the mauri (life force) of these taonga, while still providing recreational opportunities. Widespread community support for measures to protect kauri can also be a challenge, especially the closure of tracks.
7. Population growth will place pressure on the local parks network for recreational use, particularly in an urban area like Upper Harbour. Focusing on improving the quality and the capacity of parks is becoming increasingly important. This includes providing a variety of play and recreation, as more people become more reliant on public open spaces for a range of experiences. It is also important to consider changing demographics and recreational trends to meet the needs of a growing and diverse population.

8. The intensification that has come with urban development and infill housing is also placing developmental pressure on parks, which can be perceived as undeveloped land. Requests to locate both public and private infrastructure or facilities on parks, for example, public utilities or for access easements over parks, is becoming more common. The intention is to ensure as far as reasonably possible that parks remain unencumbered by utility structures and services that restrict or prevent future park use.
9. There are changing sport and recreation trends and preferences. This plan is intended to have the flexibility to manage the effects of new activities and evolving technologies in the future, for drones and electric scooters have recently increased in popularity.

Te whanaketanga o te Mahere Whakahaere Papa Rēhia ā-Rohe o Upper Harbour

5.0 Development of the Upper Harbour Local Parks Management Plan

This plan has been prepared in consultation with mana whenua, key stakeholders and the public using the process set out in section 41 of the Reserves Act.

Te whai wāhi atu a te Māori ki te whakawhanaketanga o te mahere

5.1 Involvement of Māori in the development of the plan

Part of meeting council's obligations to Māori under the Reserves Act and the Local Government Act is to involve mana whenua and mataawaka in the development of this plan.

Te tūhononga ki ngā mana whenua

5.1.1 Relationship with mana whenua

The development and strengthening of mutually beneficial working relationships between the local board and mana whenua will lead to greater protection and enhancement of park values. It will also enable mana whenua to strengthen their connection to taonga within the parks and ensure their tikanga (customs), kawa (ceremony or protocol) and mātauranga Māori (Māori knowledge) is able to be passed on to future generations.

Auckland Council recognises 19 tribal authorities as representing mana whenua interests in Auckland and works with those whose rohe and interests are relevant to the park³. Working with mana whenua to identify cultural values in the parks (refer to section 6.0) and how they should be protected enables practical expression of kaitiakitanga.

Te tūhononga ki ngā mataawaka

5.1.2 Relationship with mataawaka

The council acknowledges mataawaka, Māori living in Tāmaki Makaurau / Auckland, who are not in a mana whenua group. Through consultation with relevant Māori organisations, for example the urban Māori authorities, the local board will gain a better understanding of the values that Tāmaki Makaurau / Auckland mataawaka ascribe to parks and the types of visitor services, recreation and use opportunities that will encourage them to visit the parks.

³ Refer to the Auckland Council website for further detail on mana whenua with a [connection to a particular address](#).

Te whai wāhitanga a ngā iwi tūmatanui ki te whakamaheretanga me ngā whakahaere ā-papa rēhia

5.2 Public participation in local park planning and management

Following the adoption of this management plan it is anticipated that the public will have ongoing participation in decision-making and the development and management of Upper Harbour local parks. This will be achieved in a variety of ways.

Te tuku āheinga kia whai wāhi atu ki ngā whakataunga take / Tō whai wāhi ki te tuku korero

5.2.1 Providing opportunities for involvement in decision making / Having your say

Council is committed to seek to actively improve opportunities for engagement and demonstrate how public input has influenced decisions as set out in the Auckland Council Significance and Engagement Policy 2014 (under review) and Ngā Hapori Momoho / Thriving Communities Action Plan and Kia Ora Tāmaki Makaurau - Māori outcomes performance measurement framework 2021.

There will be a number of opportunities for the public to be engaged on further decisions on individual parks such as:

- engagement as part of statutory obligations under the Reserves Act, such as seeking feedback from the public for some activities proposed on land subject to the Reserves Act.
- seeking community views and preferences when making decisions for land held under the LGA. For example, where it is proposed to grant a lease for more than six months this has the effect of excluding or substantially interfering with the public's access to the park and consultation is required.
- the local board annual planning process on the allocation of funding to specific park development projects or management programmes. By making submissions on the draft annual plan, the public can influence how funding is allocated.
- providing feedback in the development of the local board plan (every three years) about the priorities for parks and delivery of sports, recreation and conservation programmes.

Specific sections in this plan, such as Park development (section 10.9), Commercial activities (section 11.2) or Community leases and licences (section 11.3) also outline when further engagement with the local or wider community may be undertaken to ensure their views are considered in decisions on these types of activities.

Tūhononga ā-hoa

5.2.2 Partnering

Community organisations, mana whenua, businesses, private and philanthropic investors all deliver services and assets for the benefit of Aucklanders. These groups are all an important part of supporting local communities. The Facility Partnerships Policy 2018 has been developed to recognise the benefits of partnering with others to deliver recreational opportunities on parks. This policy assists council and local boards in making decisions regarding delivering community outcomes by partnering with third parties.

Section 10.11 also contains policies on partnering and volunteering.

Ngā mahi tūao

5.2.3 Volunteering

Park friends or care groups, historic societies, recreational and community groups as well as individuals undertake a range of activities on parks. These may include plant and animal pest control and planting programmes, restoration of heritage assets, the development and maintenance of recreational assets, such as tracks, delivery of sporting programmes or activities such as walking tours or beach clean-ups.

These make a significant contribution to the management of parks and help to bring people together and provide opportunities to pass on skills and knowledge to the others. They also encourage people to feel more connected or committed to their local park.

Section 10.11 contains policies on partnering and volunteering policies. Volume 2 of this plan also recognises the volunteer groups that contribute to individual Upper Harbour parks.

Wāhanga C – Te poutarāwaho
whakamahere mahi whakahaere papa
rēhia

Part C – Parks management planning framework



Photo: Hobsonville Point Park

This part of the plan outlines the parks management framework.

The aim of the principles and policies is to protect the values of individual parks, whilst providing for their use and enjoyment, and continuing to meet the needs of communities.

The table below gives an overview of the sections within Part C and a summary of the content of each section. This applies to all local parks in Upper Harbour.

Table 4 – Overview of content within Part C of the plan

Section	Content
6. Park values	Outlines reasons local parks are appreciated, and values present to be considered in decision-making i.e., natural, social and recreational, cultural and heritage, and economic.
7. Te ao Māori in parks management	Highlights how the principles of Te Tiriti o Waitangi and te ao Māori can be brought to life in park management.
8. Principles for parks management	• Identifies key themes that are important to the community and guides the overall direction of local park management. • Principles serve as foundations for the park management policies in Part D. • They are based on the strategic outcomes of Treasure, Enjoy, Connect and Utilise in the Parks and Open Space Strategic Action Plan (refer to section 3.3.1).
9. Classification	• Legal mechanism to identify primary purpose of local parks managed under the Reserves Act. • Classification provides a high-level statutory framework for the management of reserves held under the Reserves Act.

The general guidance on parks management given in this section is brought to life in Volume 2 of this plan. Management intentions for individual parks, covered in Volume 2 complete the management framework in this plan.

Please note: Individual management intentions need to be read in conjunction with the general policies and principles in this part of the plan. Individual management intentions are to be given priority over the general policy section.

Ngā uara i ngā papa rēhia

6.0 Park values

People appreciate parks for many reasons – both because they hold many taonga (treasures), such as loved natural and heritage features; and as places that support people’s own hauora (wellbeing). Figure 5 below shows these values in more detail and how these overlay each other. This reflects te ao Māori in emphasising the holistic and interconnected relationship between people and the natural world.



Figure 5 – The te ao Māori worldview interconnects with a range of park values

The model reflects our responsibility in caring and protecting the taonga within parks; and in turn how the protection of that taonga supports our own wellbeing. Like woven threads, the taonga of parks cannot be separated from our hauora without undermining the integrity of both.

Aucklanders, as part of the development of this plan, have identified what they value about local parks (refer to Appendix F for feedback themes).

The local board acknowledges the different values people ascribe to parks and seeks to ensure parks are managed so these values are not undermined or diminished, while continuing to meet the needs of communities.

This includes te ao Māori values that mana whenua exercise in relation to parkland, for the benefit of mana whenua and the Upper Harbour community, refer to section 7.0 for te ao Māori in local parks management.

The key park values are identified below. Throughout this plan, reference is made to ‘park values’ and how these are to be considered when assessing proposals and managing park activities. The management of park values is also a critical part of the day-to-day decision making on the parks. The local board intends to consider the impact on park values when assessing proposals on parks.

Ko tā te papa rēhia he tiaki taonga

6.1 Parks protect taonga (treasures)

Taonga can be used to refer to both tangible and intangible treasures ranging from ecosystems present on parks to the cultural landscapes that may overlay an area. For instance, parks can:

- protect areas of important cultural and historic heritage value
- host a diverse range of biological life in forest, water and wetland ecosystems
- provide ecological corridors - stepping stones for the movement of wildlife
- provide opportunities for mana whenua to express their kaitiakitanga (guardianship) of parks and protect the wairua (spirit) and mauri (life force) of parks
- provide opportunities for mana whenua, park users and the wider community to protect and enhance park taonga (treasures) such as mana whenua narratives expressed through mahi toi (art and craft), or volunteer work of the community
- have valued geological features and landscapes such as volcanic features
- provide areas of respite from urban development and opportunities to engage with nature
- provide views to other landscape features such as maunga, the harbours and Tīkapa Moana / Hauraki Gulf; and to features within parks such as significant trees and heritage buildings
- enhance water quality including managing stormwater runoff
- planting enhances carbon storage
- provide buffer space against hazards including erosion and flooding
- contain vegetation that contribute to cooling temperatures in local areas.

He papa rēhia hei painga mō ō tātou hauora

6.2 Parks for our hauora (wellbeing)

Ways in which parks can provide for social, cultural, spiritual and mental wellbeing:

- provide opportunities to play, relax and to enjoy recreational pursuits
- contribute to a sense of identity, belonging and place including building a Māori identity e.g., through cultural narratives on the park or through play opportunities such as māra hūpara
- provide opportunities to connect with Aotearoa New Zealand's history and heritage
- build cultural understanding, respect and appreciation of the diversity of Tāmaki Makaurau / Auckland environments, people, traditions or recreational pursuits
- provide opportunities for mana whenua to demonstrate rangatiratanga (chieftainship), and to observe appropriate tikanga (protocols), express manaaki (hospitality) and pass down mātauranga (knowledge) to future generations

- provide opportunities for people to connect with each other, including through organised sports, community centres and volunteer groups.
- provide opportunities for people to connect with nature
- promote social equality by giving freedom of access
- support opportunities for lifelong learning and education including opportunities to learn about the environment and cultural heritage.

Ways in which parks can provide for physical wellbeing:

- provide opportunities to be active and exercise through organised sports, bush walks and other informal physical activities, such as play
- provide access to the coastline and water
- provide connections within and between different parts of the community, such as to schools and shops.

Ways in which parks can provide for economic wellbeing:

- attract visitors to an area including through events and special activities
- support opportunities such as nature-based tourism or different recreational uses
- provide employment opportunities including skills and capacity building
- provide connections between places of residence, employment, retail and hospitality.

Te Ao Māori i roto whakahaerenga papa rēhia ā-rohe

7.0 Te ao Māori in local park management

Te Tiriti o Waitangi / Treaty of Waitangi principles require active protection of Māori interests, not merely consultation with mana whenua. There are a number of ways to give practical effect to the Treaty principles including working with mana whenua in the management, protection, development (or design) and improvement of parks and recognising the customary relationship of mana whenua to parks. Section 10.8 provides direction on working with mana whenua and supporting Māori outcomes.

Ngā kawenga kaitiaki a ngā mana whenua

7.1 Mana whenua's kaitiaki role

Māori have a long history in Tāmaki Makaurau / Auckland encompassing a wealth of stories about past events and deeds, and generating a broad knowledge base of the area, its landscapes, plants and animals. Mana whenua are kaitiaki (guardians) of the cultural values associated with parks, including maunga (mountains), awa (rivers), takutai moana (coast or foreshore), tauranga waka (canoe landing sites), pā (fortified villages), papakainga (villages), māra (cultivations), urupā (burial grounds), wāhi tapu (sites that are sacred), biodiversity and other taonga.

As kaitiaki, mana whenua have responsibilities to preserve and nurture the physical and spiritual aspects associated with any land, resource or taonga within their rohe (tribal area). Kaitiakitanga, the responsibility of guardianship of the earth, reflects a belief that we need to work towards a future not just better for our children, but for all things and all time.

Parks provide opportunities for mana whenua to express their kaitiakitanga. This includes:

- providing opportunities for the culture and identity of mana whenua to be understood, respected and visible within parks
- undertaking activities that enable reconnection to ancestral lands and promote health and wellbeing
- identifying mana whenua values and promoting these in accordance with tikanga (custom), kawa (traditions) and mātauranga Māori (traditional Māori knowledge)
- protecting sites of cultural significance
- opportunities to provide for cultural and environmental outcomes, such as establishing harakēkē (flax) gardens
- naming places with traditional mana whenua names
- mahi toi (art and craft) and planting opportunities.

Through exercising kaitiakitanga on parks, mana whenua safeguard the mauri (essential life) of taonga which is sacred and provides a link to the source of tribal origins and identity. The exercise of kaitiakitanga also provides an opportunity for mana whenua to reconnect physically and spiritually to these sites.

Ngā tikanga i ngā whakahaeretanga o te papa rēhia

7.2 Tikanga in park management

In te ao Māori, tikanga refers to customs and protocols regarding how to behave in certain situations. It also applies to aspects of park management.

Particular tikanga applies to many activities including welcoming people on to the marae, holding tangi, blessing kai and hosting manuhiri (guests). Tikanga varies from iwi to iwi; however, the importance of tikanga and respect for tikanga is a common thread in te ao Māori. Where particular tikanga are not followed, the mauri of the whenua and the mana of kaitiaki may be diminished; and the sanctity of tapu may be undermined. Upholding tikanga is therefore an important aspect of te ao Māori and park management.

While tikanga is most frequently used to reference particular customs and protocols; it can also be used more broadly to refer to the correct way of doing things including practices to sustain environmental values and to maintain health and safety.

Examples of Māori tikanga in park management include:

- not providing eating or play opportunities close to graves or in urupā (burial grounds)
- ensuring plants are managed sustainably including, for example, the harvesting of harakeke (flax) to support regrowth
- celebrating new park developments with a blessing
- putting in place a rāhui⁴ where this is appropriate to support the wellbeing of people or the environment
- blessings following a death on a park.

This plan supports working closely with mana whenua in park management including recognising tikanga and developing best practice methodologies to maintain and enhance parks.

Ngā uara pū o te Māori

7.3 Core Māori values

Mana whenua exercise their values in relation to parks to benefit both mana whenua and the wider Upper Harbour communities.

These values include:

Rangatiratanga

The right to exercise authority and self-determination within one's own iwi / hapū realm.

⁴ cultural prohibition, which typically restricts access for a temporary or prolonged period of time. Mana whenua may initiate a rāhui and work together with the local board who holds decision-making over local parks to implement any restrictions.

Kaitiakitanga

Managing and conserving the environment as part of a reciprocal relationship, based on the Māori world view that we as humans are part of the natural world.

Manaakitanga

The ethic of holistic hospitality whereby mana whenua have inherent obligations to be the best hosts they can be.

Wairuatanga

The immutable spiritual connection between people and their environments.

Kotahitanga

Unity, cohesion and collaboration.

Whanaungatanga

A relationship through shared experiences and working together which provides people with a sense of belonging.

Mātauranga

Māori / mana whenua knowledge and understanding.

Ngā mātāpono whakahaere papa rēhia

8.0 Principles for park management

Parks will be managed based on the following management principles. The park's classification will guide the priority in which these principles are applied to management decisions. The principles form part of the basis for the assessment of activities on parks that require authorisations (refer to section 11.1 Activities requiring authorisation). Not all principles will necessarily apply to every park.

The principles are numbered for easy reference and are not ranked in terms of importance.

Principle 1. Value the input of the community in enhancing park outcomes and creating a shared sense of responsibility for parks

Many groups and individuals in the community provide invaluable support in planning, monitoring, maintaining, enhancing and developing parks and providing education on the environment to the wider community. These range from volunteers caring for our parks, sports and community groups who help activate and maintain parks; historic societies recording the stories and history of an area; to the public providing feedback into planning processes to improve parks. It is important to value this support and goodwill when working to achieve the outcomes in this plan. Valuing community input also supports a sense of shared responsibility in the community to care for our parks.

Principle 2. Partner with mana whenua in protecting, enhancing and developing parks

Working in partnership with mana whenua supports their hauora (wellbeing) in expressing kaitiakitanga (guardianship) of the whenua (land). Mana whenua have a special relationship with the whenua within their rohe (area of interest) and this is reflected in specialist knowledge they have acquired over hundreds of years on protecting the environment for future generations.

It is important to embark with mana whenua on a journey to explore how partnership can support local board decision-making. Partnership may involve design of place, strengthening Māori input into services, or looking at ways of implementing and monitoring this plan together. It is important to note that local board boundaries do not align with mana whenua areas of interest. The ways in which we partner and who we partner with will vary from place to place. Council has many good examples of partnering with mana whenua and every partnership is unique.

Principle 3. Increase the visibility of Māori culture within parks

Tāmaki Makaurau / Auckland is well known internationally as a city with a thriving Māori identity, giving the city a unique point of difference. Increasing the visibility of the Māori culture in our parks supports creating a Māori sense of place and identity that benefits not only Māori but all Aucklanders. It adds depth and meaning to projects on parks, and supports building pride, respect and understanding of Māori culture and heritage.

Increasing the visibility of the Māori culture includes measures such as using Māori park names, providing Māori cultural narratives and incorporating Māori design. It requires working with Māori in the early stages of planning projects to allow for a breadth of options to be discussed and agreed.

Principle 4. Protect and respect local parks and their taonga (treasures)

Parks contain many valued features – ranging from treasures of the natural world including coastal ecosystems, waterways, native forest and wetlands; to those relating to our own histories, heritage and culture.

It is important to raise public awareness and understanding of the natural and cultural values of parks, and to support their protection and enhancement through wise stewardship including restoration (e.g., planting, plant and animal pest control), education, signage and interpretation programmes. Actively protecting these values supports the hauora (wellbeing) of the community as noted in section 6.0 Park values. It is important that activities on parks and development don't irreversibly degrade or damage these taonga.

Principle 5. Provide for public use and enjoyment of parks by supporting a diverse range of experiences

The value of parks as places of activity, respite and enjoyment are important reasons why many people visit parks. Parks can provide a quiet place for contemplation and visual relief amongst increasing urban development. The abundance of native bush offers an 'escape' for Upper Harbour residents and is highly valued for this reason.

Public art can be used to enhance parks and reflect the cultural, heritage and natural values of a place through interpretation and storytelling.

The types of activities provided for on parks depend on the particular attributes and values of each park. Many parks are acquired to provide for sports outcomes (including sports fields and courts); others provide for less organised activities such as picnicking, walking, relaxing and enjoying nature. A range of activities providing for different interests, age groups and abilities will be provided for across the parks network, but not necessarily on every park. Ensuring public safety as part of these activities is also important across the network.

Activating parks can enhance the overall experience of park users by creating a safe atmosphere of vibrancy and enjoyment.

Principle 6. Enable access and provide connections to the water, the coast, natural areas, neighbourhoods and the park network

Many parks provide connections and access to the wider park network, the coastline and natural areas where visitors can enjoy a wide range of activities. These connections enable the community to experience natural areas and open space while enjoying opportunities for active recreation or commuting.

Principle 7. Focus on environmentally sustainable practices in managing and improving parks

There are many ways in which the management and improvement of parks can be handled in a more environmentally sustainable manner. This includes reducing water and energy use, and maximising opportunities for reducing waste in accordance with the waste hierarchy⁵. Examples include reducing, reusing and recycling materials and resources such as water or energy when designing and maintaining assets such as structures, sports fields and landscaping. It includes consideration of more natural materials, such as wood and stone, for playgrounds, and working together for waste minimisation including ways to reduce litter and illegal dumping.

⁵ For an explanation of the waste hierarchy, refer to Te Mahere Whakahaere me te Whakaiti Tukunga Para 2018 / Waste Management and Minimisation Plan 2018.

The principles for managing Upper Harbour's local parks:

Principle 1

Value the input of the community in enhancing park outcomes and creating a shared sense of responsibility for parks

Principle 2

Partner with mana whenua in protecting, enhancing and developing parks

Principle 3

Increase the visibility of Māori culture within parks

Principle 4

Protect and respect local parks and their taonga (treasures)

Principle 5

Provide for public use and enjoyment of parks by supporting a diverse range of experiences

Principle 6

Enable access and provide connections to the water, the coast, natural areas, neighbourhoods and the park network

Principle 7

Focus on environmentally sustainable practices in managing and improving parks

Whakarōpūtanga – wāhi tīmata mō ngā whakahaere papa rēhia

9.0 Classification – the starting point for park management

The Reserves Act 1977 requires each park or parcel of land held under the Act to be classified according to its primary purpose.

Classification is a mandatory process under section 16 of the Reserves Act which involves assigning a reserve to the appropriate classification. The classification determines the principle or primary purpose of the reserve. The present values of the reserve are considered as well as the future “potential” values and the possible future uses and activities on the reserve. Classification is the crucial element in management planning.

The table below outlines the classifications for Upper Harbour parks and the primary purpose for each classification as set out in the Reserves Act.

Table 5 – Common classifications for parkland under the Reserves Act and the purpose of each classification

Reserves Act section	Reserve classification	Primary Purpose
s.17(1)	Recreation reserve	“...for the purpose of providing areas for the recreation and sporting activities and the physical welfare and enjoyment of the public, and for the protection of the natural environment and beauty of the countryside, with emphasis on the retention of open spaces and on outdoor recreational activities, including recreational tracks in the countryside.”
s.18(1)	Historic Reserve	“...for the purpose of protecting and preserving in perpetuity such places, objects, and natural features, and such things thereon or therein contained as are of historic, archaeological, cultural, educational, and other special interest.”
s.19(1)(a)	Scenic Reserve 19(1)(a)	“...for the purpose of protecting and preserving in perpetuity for their intrinsic worth and for the benefit, enjoyment, and use of the public, suitable areas possessing such qualities of scenic interest, beauty, or natural features or landscape that their protection and preservation are desirable in the public interest.”
s.19(1)(b)	Scenic Reserve 19(1)(b)	“...for the purpose of providing, in appropriate circumstances, suitable areas which by development and the introduction of flora, whether indigenous or exotic, will become of such scenic interest or beauty that their development, protection, and preservation are desirable in the public interest.”
s.23(1)	Local Purpose Reserve	“...for the purpose of providing and retaining areas for such local purpose or purposes as are specified in any classification of the reserve.” Examples of purposes include: • esplanade • accessway • community use / buildings • carparking

- landscape amenity / protection
- drainage.

Every reserve classification is subject to specific requirements set out in the Reserves Act to ensure land is managed in accordance with the purpose for which it is held. These requirements cover the planning, management and decision making about what happens on all land held under the Reserves Act.

The classification/s for each individual park is identified in Volume 2.

Te panonitanga o te karangatanga, o te take rānei

9.1 Change of classification or purpose

The administering body of a reserve, in this case the local board, may change the classification or primary purpose of an entire reserve, or parts of a reserve, if it considers this appropriate.

Any change of classification, purpose or revocation of the reservation of any reserve needs to follow the process set out in either section 24 or if applicable under section 24A of the Reserves Act, which includes the need for public notification (unless statutory exceptions apply).

Council may seek to change the classification or purpose (in case of local purpose reserves) of any reserve to better reflect the primary purpose the land is held for.

A change in classification (or primary purpose of a reserve) or purpose may result in the need to also review the management intentions for part or all of the reserve.

The local board can determine which process to use for this review, depending on whether it considers the review needed to be comprehensive or not.

He papa rēhia hou, he āpitihanga rānei ki nga papa rēhia

9.2 New parks or additions to parks

New parks which are acquired by council for community, recreational, environmental or cultural purposes can either be **managed under the LGA** or held as a reserve under the Reserves Act. Reserves will be classified to reflect their primary purpose.

For parks managed under the LGA, the local board may consider it appropriate to bring this land under the Reserves Act (in accordance with section 14 of the Reserves Act) and classify it according to its primary purpose.

Wāhanga D – Ngā Kaupapa Here Papa Rēhia Noa

Part D – General Policies



Photo: Rame Reserve

The policies below apply to all local parks and generally cover how the local board intends to manage parks to maximise the benefits to park users and minimise the impacts on the attributes of parks that people most value.

Policies need to be read in conjunction with the principles for park management, te ao Māori in local park management, and classifications in Part C of Volume 1, and the parks specific information in Volume 2.

If in conflict, management intentions in Volume 2 override general policies in Part D.

10.0 Park Management Policies

Te tomo mai me ngā tūnga waka

10.1 Access and parking

Tuapapa / Background

Mobility and access, in terms of this section, covers a range of aspects including arriving at a park, traveling through a park and gaining access to what the park has to offer.

People use a variety of transport options to arrive at parks. Traditionally this has been by vehicle, foot or public transport. More recently vehicles include micromobility solutions such as electric bikes, scooters or segways and other mobility choices such as car sharing services. In busier parks and where parks provide connecting paths, these alternative forms of transport can compete with general pedestrian use.

The local board is committed to increasing the use and enjoyment of parks by people with disabilities and limited mobility, including older populations and those with young children. This can be achieved by reducing physical or design barriers in parks that may compromise access to and within parks.

The progressive implementation of the Upper Harbour Greenways Plan will see improved connections to and through parks that support active transport, such as walking or cycling, to access parks.

The need to protect important natural, historic or cultural park values, and the steep nature of some Upper Harbour parks means it is not possible, or beneficial, to provide fully accessible paths in every park, or for every type of recreational use.

While the local board seeks to provide a variety of fit-for-purpose trails and paths throughout the area, it may also restrict or exclude some forms of access on tracks and pathways where there is conflict between modes of transport, such as walking and cycling. Information on where restrictions apply may be stated in the park specific information of Volume 2 of this plan.

Most parks remain accessible via foot unless special restrictions apply. There may be occasions when restricting access to a park or an area of a park is warranted as a result of authorised activities, requirements to undertake maintenance or remedial works for public safety, or to recognise or protect the park's natural and/or cultural values, including rāhui⁶ and/or closures relating to kauri dieback.

Car parks and vehicular access are provided for park user's convenience to gain access to a facility or feature in the park or a destination such as a beach. Some park activities like water sports require park users to bring equipment into parks including boats and trailers. Vehicular access is also required to undertake regular maintenance on parks. Car parking and vehicle access can enable as many people as possible to independently use a park.

However, car parks and vehicular access can impact on the usability of parkland by taking up space that would otherwise be available for activities for which the park is held. In addition, the formation of parking and access roads creates hard surfaces which have the potential to create adverse environmental effects, such as stormwater runoff. Given parkland is a scarce resource, continuing to provide car parking on parks

⁶ cultural prohibition, which typically restricts access for a temporary or prolonged period of time. Mana whenua may initiate a rāhui and work together with the local board who holds decision-making over local parks to implement any restrictions.

to meet increasing use will not be practicable. Therefore, alternative ways of getting to a park should be encouraged or alternative ways of managing demand for parking may be explored.

The road network, including footpaths and cycleways, is used to travel to parks. However, it is the responsibility of Auckland Transport and is outside the scope of this plan.

Unformed legal roads, on occasion, are maintained as part of the parks network, particularly in coastal areas. These areas are generally maintained by council, but they are under the jurisdiction of Auckland Transport. The local board has an advocacy role as decision maker for local parks in working with Auckland Transport to manage these areas as part of the parks network.

Non-park users occupying parking spaces in parks near town centres are increasingly becoming a management challenge in Upper Harbour.

The exclusive use of designated parking areas for parking or storage of vehicles, boats and other items is also an issue for some parks. Council seeks to manage these parking issues to ensure access for park users is maintained.

Council bylaws can also be used to restrict pedestrian and vehicular access to help ensure public safety, avoid public nuisance, and prevent damage and misuse of parks and reserves. For example:

- the Auckland Council Traffic Bylaw 2015 and Public Safety and Nuisance Bylaw 2013 currently allows council to impose vehicle access and parking restrictions as indicated on signs and/or road markings, and to prohibit people from using any vehicle (which includes skateboards, roller skates, and bicycles) in a way that may cause a safety risk, nuisance, damage, obstruction, disturbance, or interference to any person.
- the Public Safety and Nuisance Bylaw 2013 also provides for the restriction of access to any part of all of a park for to protect the land, public health and safety, maintenance, or exclusive use (for example an event).

Dog walking is a popular activity in Upper Harbour parks. Access and control of dogs are regulated by the council's Dog Management Bylaw. [The Policy on Dogs 2019](#) includes Schedules that list where dog access is allowed or prohibited on both LGA and reserve land, and any access restrictions.

10.1.1 Ngā Whāinga / Objectives

- (1) To improve and manage access to and through parks recognising the need to support a range of transport types, such as walking, cycling and use of micromobility solutions; and supporting people with disabilities and access needs where possible and access by emergency vehicles.
- (2) To seek to balance recreational access with the protection of natural, historic and cultural values.
- (3) To provide roading access and car parks at reserves to an extent relevant to their purpose and use.

10.1.2 Ngā Kaupapa Here / Policies

- (1) When renewing or developing park infrastructure that supports access, consider:

- (a) catering for multiple forms of active transport, micromobility solutions and those with disabilities or access needs, while safely managing conflicts between different modes of transport
 - (b) impacts on park values and alternative locations to support access to a park or provide for recreational access on a different park
 - (c) design which is easily accessed, understood and used to the greatest extent possible by all people regardless of their age, size, ability or disability
 - (d) environmentally sensitive design.
- (2) Consider the options for managing demand for car parking where capacity is regularly exceeded and is impacting park users, including but not limited to:
- (a) time limits, enforcement and parking charges.
 - (b) opportunities to disperse demand, for example through the scheduling of sports activities
 - (c) encouraging community organisations and clubs to develop travel plans that support use of public transport, carpooling and other more sustainable modes of transport
 - (d) managing unauthorised exclusive use by community organisations and clubs; or unauthorised use by non-park users, such as commuter parking, business parking or truck and trailer storage
 - (e) managing access roads to ensure these are clear for emergency service vehicles.
- (3) When developing carpark or access roading, consider the Park development policies in section 10.9 and the following:
- (a) providing carpark and/or roads only to the extent relevant to the purpose and use of the park, including meeting parking demand during non-peak use of the park⁷
 - (b) locating these closest to site boundaries and/or adjoining roads to minimise the loss of usable recreation space
 - (c) provision of service and emergency access, accessible parking and/or drop-off spaces for those with disabilities and access needs or those carrying heavy equipment for park use
 - (d) incorporating water sensitive design to reduce and treat stormwater runoff (refer to section 10.15 Water).
- (4) When establishing new shared pedestrian and cyclist connections, or upgrading the existing tracks/connections to parks, consider the local board approved greenways and/or connections plan.
- (5) Access to a park or an area of a park may be re-routed or restricted subject to statutory and bylaw requirements, including where:

⁷ Non-peak use means outside of peak use (when demand for car parking for park use is at its greatest; for example, Saturday mornings at a park with sports fields).

- (a) an activity or event has been granted the right to restrict public access as part of its conditions of authorisation.
- (b) maintenance works are being carried out on the park.
- (c) there are unfavourable ground conditions
- (d) there are risks to biosecurity, such as the spread of kauri dieback.
- (e) the park or area requires remediation, for example to address a physical hazard or to undertake field renovations.
- (f) there are risks from natural hazards such as during times of extreme fire danger

10.2 Buildings

Tuapapa / Background

For the purposes of this policy, building has the same definition as in the Auckland Unitary Plan and includes any permanent or temporary structure.

Buildings have the potential to enhance the character of a park or support activation and/or management of the park. For example, buildings can provide a venue for indoor recreation, cultural, sports or community activities, and support outdoor activities on parks by providing:

- a base for community groups and organisations providing recreation, sport, cultural and social activities
- public facilities such as drinking fountains, toilets and changing rooms.

Buildings can also provide a place for other core functions that Auckland Council delivers or supports. Under the Reserves Act, any building or structure needs to be compatible with the provisions of the Act including the reserve classification.

For example:

- Buildings on recreation reserves are generally limited to uses associated with sporting and outdoor recreational activities. However, the local board has the discretion to approve the erection of “buildings and structures for public recreation and enjoyment not directly associated with outdoor recreation” (s. 53(1)(g) of the Reserves Act).
- Buildings on scenic reserves may be developed “in open portions of the reserve” where these are “necessary to enable the public to obtain benefit and enjoyment from the reserve” (s.19(2)(c) and s.19(3)(c) of the Reserves Act) or where it supports the protection of natural or scenic values of the reserve.
- Local purpose (community use) or (community building) reserves allow for a wide range of community-based activities such as venues for hire, facilities for early childhood or environmental education.

Under the Local Government Act, buildings can be provided for any purpose, consistent with the council’s role under that Act.

Parks may also contain buildings which have heritage significance and support public understanding of Tāmaki Makaurau / Auckland’s past. In Upper Harbour, this includes the Herald Island Fire Station and Post Office, Chichester Cottage and the former Royal New Zealand Air Force Institute and Headquarters buildings in Hobsonville, the Old Greenhithe School Building, and the Albany Memorial Library. Refer to section 10.7 Historic and cultural heritage for additional considerations relating to these buildings.

Buildings occupy land and can have an impact on the values of the park and its use and operation by:

- conflicting with the primary purpose of a park
- occupying space within a park making it unavailable for outdoor uses
- foreclosing on future options for the use of a park

- having an impact greater than the footprint of the building through the requirement for ancillary and/or supporting services such as car parking and access roads
- the alienation of public space through the perception of ownership.

Further issues relating to buildings include:

- the impacts of sea level rise and climate change, especially on coastal buildings and structures
- vandalism, especially to buildings or structures that are underutilised or in isolated locations
- buildings belonging to lessees who are unable to meet the costs of maintenance or removal at the expiry of the lease
- underutilisation of buildings and especially heritage buildings for which retention is desirable but there is no current use.

When considering proposed buildings, the Upper Harbour Local Board will also consider a range of matters consistent with the park principles, park values, general policies and outcomes sought for the park. This includes design and location of buildings and structures to support accessibility, shared-use, public safety, and environmentally and financially sustainable outcomes and maintenance costs.

10.2.1 Ngā Whāinga / Objectives

- (1) To ensure when approving new buildings that their nature and extent is consistent with the Reserve Act classification and use of the park, including outcomes sought for the park.
- (2) To enable viable proposals for the development or redevelopment of buildings where they support recreation, community, environment or Māori outcomes or park maintenance and where the need for the building or structure is demonstrated.
- (3) To encourage high quality design and support appropriate location of buildings including consideration of safety, environmental sustainability and impacts on park values and users.
- (4) To encourage shared use and/or clustering buildings where possible to minimise the number of buildings on parks.

10.2.2 Ngā Kaupapa Here / Policies

- (1) Where buildings are proposed to be located on parks, including replacements, additions and extensions, the assessment should consider the authorisation assessment approach in section 11.1 and the following:
 - (a) Whether a building is required or whether there are existing buildings or structures that might cater for the activity.
 - (b) The opportunity to cluster buildings if separate buildings are required; and options for the building to cater for multiple uses.
 - (c) The opportunity to adaptively reuse historic buildings (refer to section 10.7 Historic and cultural heritage).
 - (d) Bulk, design, height and location including:

- (i) options for environmentally sustainable design, including collection of rainwater, minimising energy requirements and considering carbon footprint in the construction and ongoing maintenance.
 - (ii) design options to prevent crime and improve public safety.
 - (iii) incorporation of universal design⁸.
- (e) Potential impacts generated by ancillary activities including parking and access to service areas.
- (f) Whether the location may be subject to environmental hazards including sea level rise, land instability and erosion; and options to mitigate those hazards.
- (g) The financial viability of the proposal including funding to construct the building and fund ongoing costs of maintenance.
- (2) Where able encourage informal use of sports buildings by casual users and non-club affiliated groups and other codes.
- (3) Where a building on a park becomes vacant or is at the end of its economic life, consider its future service potential in addition to the matters in policy 10.2.2(1).

⁸ Universal Design is the design and composition of an environment so that it can be accessed, understood and used to the greatest extent possible by all people regardless of their age, size, ability or disability.

Te rerekētanga o te āhuarangi me ngā pūmate toko noa

10.3 Climate change and natural hazards

Tuapapa / Background

Auckland Council has declared a climate emergency and adopted Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan 2020 to direct action in reducing greenhouse gas emissions and adapting to climate change. Rapid population growth and urban development, as seen in Upper Harbour, present both additional challenges and benefits in moving toward climate-readiness.

Climate change will result in changes to natural physical processes, ecosystems and habitats. Altered weather patterns may increase plant and animal pests and the spread of pathogens. Risks from natural hazards are expected to increase as a result of climate change, with sea levels rising and an increase in the frequency and magnitude of storms. Coastal inundation and erosion, flooding and land instability could reduce public access to areas including coastal walkways and recreational beach areas. These hazards, together with drought may threaten important ecosystems or historic and cultural heritage values in parks.

For Upper Harbour, coastal hazards are important to consider with its significant network of waterways. Over the next century changes to the nature and extent of coastal hazards could result in loss of parkland, access to and along the coast, and changes in coastal habitats.

Council has a multifaceted approach to dealing with coastal hazards that is broadly set out in its Coastal Management Framework for the Auckland Region 2017. The development of Shoreline Adaptation Plans will be the primary delivery mechanism for adapting to change in the coastal environment. Decisions made on addressing coastal hazards will need to align with this non-statutory framework and results of any supporting site-specific coastal hazard assessments, as well as council's region-wide operational and regulatory policy for the management of public coastal land.

It is important to note that building structures on park land to protect private property is not generally supported. This is because those structures may adversely impact coastal processes further along the coastline, they can have a negative impact on amenity or use of the park land, and they require ongoing maintenance and renewal costs for private benefit.

Community infrastructure on parks, and parks themselves can play an important role in increasing community resilience to hazards (e.g., providing meeting places and access to drinking water and shade; teaching people to grow food). There are also opportunities to reduce the carbon footprint of existing and new buildings and infrastructure, as well as to plant more on park land and restore natural ecosystems to add to carbon sequestration and reduce the urban heat island effect. However, additional planting on some reserve classifications will need to be balanced with the need to provide open space for sporting activities and public enjoyment. Sections 10.2 Buildings, 10.9 Park development and 10.14 Trees, plants and animals include policies to support these outcomes.

10.3.1 Ngā Whāinga / Objectives

- (1) To reduce carbon emissions and improve carbon sequestration on parks.
- (2) To improve the resilience of parks and park infrastructure by adapting to the effects of climate change and impacts of coastal hazards.
- (3) To manage significant risks from natural hazards in accordance with national and regional policy.
- (4) To protect natural, historic and cultural heritage values and provide open space for recreational and community outcomes in the face of climate change and natural hazards where feasible.
- (5) To avoid the provision of erosion control structures on public land for private benefit.

10.3.2 Ngā Kaupapa Here / Policies

- (1) Reduce carbon emissions and improve carbon sequestration through a variety of methods including:
 - (a) implementing ecological restoration and pest control programmes
 - (b) identifying areas for new plantings and choosing locally sourced species that will tolerate anticipated climatic conditions and manage biosecurity threats
 - (c) supporting the use of sustainable transport to parks
 - (d) supporting options for sustainable design of buildings and park development including reductions in embodied carbon and their emissions, where it is cost-effective considering the whole of life costs of assets
- (2) Management of natural hazards on parks should consider:
 - (a) options to minimise interference to natural processes and natural resources; and
 - (b) include an assessment of the risks to people, parkland and park infrastructure and park values, including historic and cultural heritage, recreational and community values⁹.
- (3) When planning new or replacement buildings or park infrastructure on parks or contemplating a new lease or licence, consider potential hazards including the long-term impacts of climate change such as sea level rise and coastal hazards; and ways to mitigate those impacts including relocatable buildings, alternate locations or alternative ways to deliver the service.
- (4) Decision making in response to the impacts of coastal hazards or land instability on parks and park infrastructure should be consistent with:
 - (a) the outcomes and policies in the New Zealand Coastal Policy Statement and national guides on climate change projections and adaptive planning
 - (b) council's Coastal Management Framework, including any relevant Shoreline Adaption Plan and/or coastal asset management plan

⁹ Refer to the Fire Plan for Tāmaki Makaurau.

- (c) any future council coastal erosion and land instability response policy, or implementation of the Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan 2020
 - (d) relevant natural hazard assessments.
- (5) When a high level of risk to people, parkland, park infrastructure or other assets from a natural hazard on a park has been identified, options to manage risks should be identified and, where practical and feasible, interested people and organisations should be informed of any proposed actions prior to implementation.
- (6) Where public access or infrastructure are vulnerable to natural hazards such as frequent flooding, erosion or land instability, consider restricting access, moving assets away from the hazard (managed retreat), planting and/or naturalisation of hazardous areas as appropriate.
- (7) The development of erosion control structures on parks for private benefit of adjacent landowners will not be approved except where:
- (a) they cannot reasonably be located elsewhere (including locations where negative impacts to the park are less); and
 - (b) an easement or where appropriate an encumbrance is registered against the title of the relevant landowner to ensure costs and responsibilities associated with the structure lie with that landowner or as otherwise agreed with the council; and
 - (c) they meet the requirements of the Reserves Act 1977 for park land held under that Act.
- (8) Assessment of an application to locate hard protection structures on a park or to upgrade an existing structure will consider the authorisation assessment approach in section 11.1 and the following:
- (a) minimising the footprint of structures
 - (b) options to hide, screen or improve the visual impact of structures to improve park values
 - (c) adverse effects on public use of, or public access through the park
 - (d) impacts on coastal processes, natural character, and ecological processes.

Ngā waka topa mamao (tae atu ki ngā matatopa)

10.4 Unmanned aerial vehicles (including drones)

Tuapapa / Background

Unmanned aerial vehicles (UAVs), also known as remotely piloted aircraft system (RPAS), unmanned aircraft systems (UAS) or as drones are used in parks for recreation, research, search and rescue, park operations such as kauri dieback monitoring, filming and photography.

The presence and noise generated by UAVs can undermine people's sense of privacy and enjoyment of a park or disturb animals including birds and farm stock. This can occur if the UAV is flying near or over park land even if launched from outside the park.

Anyone wishing to fly a drone/UAV must adhere to strict rules as set out by the Civil Aviation Authority (CAA) sets rules for the use of unmanned aircraft through its powers under the Civil Aviation Act 1990. This includes restrictions on their flight in particular zones. In Upper Harbour, this includes restrictions on the operation of UAVs in the Whenuapai airspace control zone which extends over the entire local board area (refer to the [CAA website](#) for further information). Every pilot has an obligation to be fully familiar with, and up to date in respect of the latest airspace restrictions.

Refer to [Auckland Council's Code of Conduct for Use of Drones and UAVs](#). This code supports the use of UAVs which does not undermine people's enjoyment of parks, threaten public safety or damage public assets, or disturb stock or wildlife. Those who don't follow this code may find themselves in breach of the Auckland Council Public Safety and Nuisance Bylaw 2013.

In addition, the operation of a UAV for commercial purposes such as commercial filming requires landowner approval as outlined in section 11.2 Commercial activities. Filming in parks using a UAV also requires council approval under the Public Trading, Events and Filming Bylaw 2022.

Where the council has granted a lease or licence for a group to operate UAVs (such as a licence to a model aircraft club), then those operations are in addition to any CAA requirements managed through the conditions of that lease or licence agreement.

10.4.1 Ngā Whāinga / Objectives

- (1) To minimise the negative impacts from the use of UAVs while enabling their use for public recreation or to support community outcomes.
- (2) To enable the safe use of UAVs for research or public safety purposes, or for park maintenance or operation.
- (3) To manage the use of UAVs on parks in accordance with Civil Aviation Authority rules, bylaws, code of conduct and, where relevant, by way of lease or licence agreements.

10.4.2 Ngā Kaupapa Here / Policies

- (1) UAVs may be operated on parks where the use is over a park if the use:
 - (a) complies with [Civil Aviation Authority rules](#); and
 - (b) complies with Auckland Council:

- (i) bylaws (including the Public Safety and Nuisance Bylaw, and Public Trading, Events and Filming Bylaw)
 - (ii) Code of Conduct for Use of Drones and UAVs.
- (2) In addition to 10.4.2 (1), UAVs may be operated without a landowner authorisation under section 11.1 in or over a park if the use:
 - (a) is for non-commercial purposes (for example public recreation, research, or park operation or maintenance)
 - (b) is not restricted or prohibited in individual park information in Volume 2
 - (c) is not temporarily restricted where:
 - (i) public enjoyment or use of the park is being undermined by frequent operation of UAVs
 - (ii) important park values including natural and historic and cultural heritage values, are being undermined by operation of UAVs
- (3) In addition to 10.4.2 (1), landowner authorisation must be obtained from the council where proposed UAV operation does not comply with conditions in policy 10.4.2(1). The assessment of such a proposal should consider the authorisation assessment approach in section 11.1

10.5 Encroachments

Tuapapa / Background

In this policy, encroachments are defined as temporary or permanent structures, gardens or materials that have been placed or constructed on parks without a written authorisation from the council.

Encroachments can range from significant structures like buildings, decks, swimming pools, seawalls and boat ramps to temporary structures like gardens, landscaping and other temporary occupation e.g., trampolines, vehicles or boats. Encroachments also include illegally stored materials e.g., waste and building material from adjacent building sites.

The Upper Harbour Local Board is aware that there are existing encroachments located on park land within the local board area, although a comprehensive review of them has not been undertaken.

Encroachments are often identified when property changes ownership, subdivision is planned, members of the public inform the council or when further use, development or maintenance of the park is proposed.

Parks are acquired for public use, access and enjoyment, and the protection of natural, historic and cultural values. The placement of private structures on parks can:

- restrict or prevent public access through reserves, especially along esplanade reserves
- restrict the future use and development of park land or lead to permanent loss of park land
- decrease public use and enjoyment of the reserve, including perceptions that public land has been privatised
- negatively impact visual and physical amenity and natural, cultural or other values of the reserve
- pose a health and safety risk for the public.
- The cumulative impact of private structures may effectively dispose of park land or make it unusable for recreational and community use.

Many encroachments such as gardens, trampolines and fences can be easily removed. However, the removal of more substantial permanent structures such as driveways or parts of buildings can become contentious and emotive. In some cases, property owners contend that they purchased the property after the encroachment was put in place; or that they had received approval for the encroachment from a legacy council or staff member.

It is important to understand that the granting of a resource or building consent does not replace the need for approval from the council as landowner and does not give people the right to build on park land.

The council does not support encroachments on park land. The council, as landowner of parks, has the right to require any encroachments to be removed or to undertake removal of an encroachment, at the private landowner's expense.

Under the Reserves Act some types of encroachments are an offence under section 94 of the Act. The council also has powers under the Public Safety and Nuisance Bylaw 2013 to prohibit and remove encroachments from park land.

New encroachments will be addressed as a priority noting that the longer an encroachment stays in place, the greater the likelihood the encroaching landowner will sell to a new owner who might think they have a right to that land.

Investigating private structures on parks which have existed for some time is an expensive and time-consuming process. In general, the council will prioritise investigation and removal of private structures on park land based on the criteria listed in the policies below and as resources allow.

10.5.1 Ngā Whāinga / Objectives

- (1) To keep parks free from encroachments.
- (2) To use a criteria-based approach to prioritise the removal of existing encroachments.

10.5.2 Ngā Kaupapa Here / Policies

- (1) When reviewing existing encroachments, the council will prioritise addressing those which:
 - (a) present public health or safety issues
 - (b) are new or can be easily removed (for example trampolines, sheds, gardens and fences)
 - (c) prevent or constrain use, development or enhancement of a park
 - (d) impact adversely on public use or access of a park, especially along the coast and waterways
 - (e) impact adversely on natural, historic or cultural heritage values, or ecological processes.
- (2) Encroachments will be required to be removed by the encroaching landowner, at their cost, and the park reinstated to the satisfaction of the council.
- (3) Where a structure cannot be removed easily, the council may agree to a managed removal process, which may include authorising occupation or use of park land for a finite period of time. The agreement may require the removal of the encroachment/s in the event of the sale, subdivision or development of the encroaching property.
- (4) The council may consider incorporating encroaching structures into the park as a council asset without reimbursement to the encroaching landowner where there is a clear public benefit that outweighs any negative impacts, costs or risks.

10.6 Geological and landscape features

Tuapapa / Background

Local parks contain examples of geological features and landscapes unique to the Upper Harbour area and the wider region. Geological features provide insight into Tāmaki Makaurau / Auckland’s volcanic past. Particular landscapes can be highly prized for their scenic, aesthetic or cultural qualities among others. Together, geological features and landscapes form part of the region’s natural character and include coastlines, beaches and native ngahere (forest). Hilltops, coastal cliffs and beaches provide views over Auckland’s landscape and harbours.

Geological features and landscapes have cultural, educational and aesthetic values. They create a sense of place and identity and reflect cultural landscapes. Some elements of former landscapes may physically remain as they were during earlier Māori occupation and these continue to be important to mana whenua as they contribute to the whakapapa (genealogy) and historic activities and events.

Geological features and landscapes can enhance people’s enjoyment of parks. The network of waterways and forested escarpments that characterise the Upper Harbour landscape are a major contributor to its recreation opportunities.

The Reserves Act requires that scenic and geological features are managed and protected in a way that is compatible with the reserve’s primary purpose.

The most significant geological features, landforms and natural landscapes in the region are scheduled for protection as Natural Heritage overlays in Chapter D of the Auckland Unitary Plan. Significant geological features are also identified by the Geosciences Society of New Zealand in the New Zealand Geopreservation Inventory.

10.6.1 Ngā Whāinga / Objectives

- (1) To identify, protect and interpret significant geological features, landscapes and views / vistas in parks.

10.6.2 Ngā Kaupapa Here / Policies

- (1) Work with mana whenua to identify, protect, enhance and interpret significant geological features, landscapes and views / vistas within parks¹⁰; including proposals for use or developments that impacts on those values.
- (2) Proposals for use or development of a park that may impact on significant landscapes or geological features, should be consistent with the park’s Reserves Act classification, and should consider the park management principles, park values and park specific information in Volume 2.
- (3) Maintain visibility of and access to geological features and natural landscapes for public education and appreciation, where cultural and environmental impacts can be avoided.

¹⁰ In this plan, we only consider views / vistas from within the boundary of a park. This does not include views from neighbouring residential properties that intersect with a park.

- (4) Promote awareness and understanding of significant landscapes and geological features including through interpretive signage.
- (5) Enable vegetation to be managed to preserve views as indicated in the park specific information in Volume 2, or where assessed by appropriate specialists to be significant; where this is consistent with the maintenance and protection of ecological and historic and cultural values.

Tukunga iho onamata, ahurea hoki

10.7 Historic and cultural heritage

Tuapapa / Background

Upper Harbour has a rich and diverse heritage. Local parks include places of important cultural significance to Māori relating to their enduring relationships to the whenua (land) and its surrounds. They also tell the story of settlement in our more recent past including colonial settlement from Europe.

Historic and cultural heritage values include those that may be tangible or visible, as well as those which may be intangible.

Tangible or visible features include:

- Archaeological sites or features: including those of Māori origin (e.g., pā (earthwork fortifications), kāinga (settlements), rua kūmara (pits), urupā (burial places), garden boundaries and middens (food refuse); and sites of early European settlement, including excavated evidence of residential, industrial and commercial activities such as mills, dams and water races, and gum digging.
- Historic buildings such as homesteads, churches, community buildings, defence and coastal structures, memorials or monuments.
- Historic cemeteries and sites of spiritual significance including urupā.
- Historic gardens, plantings, trees, landscapes and parks.

Exotic amenity and orchard trees planted by early European settlers in Upper Harbour is an important feature of the area's unique local heritage.

Intangible values include cultural associations with places or features about which there are cultural narratives including origin stories, or long-held associations reflecting particular events. For example, places where important events or activities occurred, or individuals lived such as tō waka (waka portages), wāhi pakanga (battle sites) and wāhi tohi (ritual sites).

The presence of historic and cultural heritage values in a park provides an opportunity for park users to engage with, acknowledge, and learn from the past, and to develop a sense of identity. This includes a Māori identity and supporting connections to the culture and the whenua.

Many historic and cultural heritage places need active management to maintain and protect them and enable safe access for the public. Some sites are at risk from coastal erosion or visitor impacts.

Heritage buildings typically require frequent maintenance and repairs with appropriate materials which may be costly. Unused historic buildings and structures in particular are often damaged by vandalism or may be unsafe to access. Adapting heritage buildings so that they suit modern use may be desirable where this is consistent with maintaining heritage values.

Park development, including planting can place historic and cultural heritage values at risk. Mana whenua can advise whether development or planting at a site of Māori origin is appropriate and, if so, how it should be done. Heritage specialists can also provide guidance on protecting historic and cultural heritage sites. It is important to recognise that planting may damage heritage values or be culturally inappropriate. On the other hand, planting may be desirable to stabilise erosion or control access (including discouraging people digging for artefacts).

In many cases, the historic and cultural heritage values of parks have not been assessed appropriately or are not fully known. Early engagement with mana whenua is vital to identifying cultural heritage values as this can have important implications for how development occurs, and use is managed. Lack of engagement with mana whenua and heritage specialists increases risks that park development or use adversely affects these values. An example of this is the construction of pathways or tracks which disturb middens.

The Heritage New Zealand Pouhere Taonga Act 2014 protects all pre-1900 archaeological sites (whether recorded or not), along with those post-1900 sites gazetted for protection under that Act.

Some significant places are included in the Auckland Unitary Plan Schedule of Sites and Places of Significance to Mana Whenua (Schedule 12) or the Historic Heritage schedule (Schedule 14) and are subject to the Unitary Plan rules and other provisions.

The Reserves Act requires that historic and archaeological features are managed and protected in a way that is compatible with the reserve's primary purpose. This is in addition to protections noted above.

When archaeological sites or features are uncovered during park development, the Auckland Unitary Plan Accidental Discovery Rule applies. The council works closely with mana whenua for sites of Māori origin to ensure that culturally appropriate discovery protocols are followed during implementation of the rule. This may mean public access is restricted for a time.

In general, retaining or returning archaeological material such as middens as close as possible to where they are discovered is preferred. This mitigates the risks around compromising the archaeological record and allows for better public awareness and understanding of the cultural heritage of the local area.

When Māori kōiwi (human remains) are discovered, council will work closely with mana whenua to ensure appropriate reburial.

10.7.1 Ngā Whāinga / Objectives

- (1) To actively identify, protect and manage historic and cultural heritage values for their intrinsic value and for the enjoyment and education of existing and future generations.
- (2) To ensure the design and use of parks recognises our historic and cultural heritage.

10.7.2 Ngā Kaupapa Here / Policies

- (1) Work with mana whenua to identify parks with significant historic and cultural heritage values, understand those values and consider options to protect values including through Reserves Act classification.
- (2) Protect and manage historic and cultural heritage taonga in parks (both tangible and intangible) in accordance with relevant legislation and provisions of the Unitary Plan, and consider the relevance of:
 - (a) mana whenua preferences and tikanga (protocols)
 - (b) relevant policies and plans such as conservation plans, cultural values assessments and management or maintenance plans for heritage assets
 - (c) engaging with historical societies and other relevant community groups involved in the research and preservation of local heritage.

- (d) compatibility with the park's Reserves Act classification, park management principles, park values and park specific information in Volume 2.
- (3) Encourage public appreciation and enjoyment of historic and cultural heritage in parks through education, public art, interpretation and opportunities for community participation and involvement.
- (4) Consider options to recognise and reflect historic and cultural heritage values when developing parks including through the design of park infrastructure and landscaping or the naming of parks and park features (refer to sections 10.9 Park development, 10.10 Park and park feature naming and 10.13 Signage, information and interpretation.
- (5) Support the adaptive reuse of historic buildings and structures for the benefit of park visitors and the wider community, where the use does not compromise the historic values of the buildings.
- (6) Where kōiwi, archaeological sites or other places or items of cultural or heritage value are discovered during park operations or development, the Auckland Unitary Plan accidental discovery rule and mana whenua protocols will be followed.

Ngā hua ka puta ki te mana whenua me te Māori

10.8 Mana whenua and Māori outcomes

Tuapapa / Background

Increasing the visibility of Māori culture within our parks and partnering with mana whenua are important park management principles underpinning this plan. These principles promote a thriving Māori identity which benefits all Aucklanders in supporting diversity and reflecting our point of difference with the world. They recognise that Māori have a long, close relationship and unique knowledge of the whenua (land) and wai (water), and how best to protect and sustain those for future generations.

In Tāmaki Makaurau / Auckland are:

- mana whenua are hapū or iwi with ancestral relationships to certain areas in Tāmaki Makaurau where they exercise customary authority.
- mataawaka are Māori who live in Tāmaki Makaurau and are not in a mana whenua group.

As the Reserves Act 1977 is one of the acts found in Schedule 1 of the Conservation Act 1987, the council in administering reserves is required to give effect to the principles of Te Tiriti including partnership, ensuring informed decision-making and active protection (refer section 3.1.2). These principles apply to all aspects of park management and development and are not limited to parks with identified Māori cultural and heritage values.

The Local Government Act 2002 also contains obligations to Māori, including to facilitate Māori participation in council decision-making processes. Significant proposals relating to the management, protection, and improvement of local parks should be brought in the early stages to mana whenua for their input.

It is important to partner with mana whenua in particular where changes are proposed in a park that impacts on the land, or the names of features or parks. This recognises the historical and ongoing relationship that mana whenua hold with the land.

Many opportunities exist to partner also with mataawaka on parks. For example, the council may work with an urban or community marae, local school, or Māori organisation, to activate or improve a park. In enabling a variety of activities and programmes in parks that support Māori wellbeing such as youth development programmes, this plan also responds to Auckland Plan outcomes to support Māori.

Actions to raise the visibility of Māori culture within the park network include incorporating te reo Māori in park names and in signage, Māori design in park infrastructure and landscaping, celebrating Māori culture through events and sharing mātauranga Māori (knowledge) and stories. By working closely with mana whenua, we can ensure design, names, narratives and values are appropriately identified and interpreted.

Auckland Council partners with Māori in a number of ways, including providing for appropriate tikanga (protocols) in park management; working with mana whenua on particular programmes and projects relating to park use, management and development; and establishing agreements relating to co-management or co-governance of particular parks. Many of the general policies in this plan and the park specific values and intentions, also reflect ways in which the council can support Māori outcomes.

For further information, refer to the Principles for park management in section 8.0.

10.8.1 Ngā Whāinga / Objectives

- (1) To partner with mana whenua in protecting, enhancing and developing parks.
- (2) To increase the visibility of the Māori culture within the park network.
- (3) To enable mana whenua to express kaitiakitanga (guardianship) over local parks.
- (4) To work collaboratively with local Māori to support their wellbeing¹¹.

10.7.2 Ngā Kaupapa Here / Policies

- (1) Explore with mana whenua opportunities for partnership in park management including, but not limited to:
 - (a) developing effective processes to engage early with mana whenua and work together across projects and programmes of work affecting park land, including management of authorisations and maintenance of parks
 - (b) supporting mana whenua capability and capacity building for partnership in council decision making
 - (c) developing processes with mana whenua to support implementation of this plan
 - (d) assessing options to co-manage or co-govern parks identified by mana whenua as having particular cultural significance.
- (2) Work with mana whenua to increase the visibility of the Māori culture within parks, including, but not limited to:
 - (a) the development of te reo Māori names for parks and park features (refer to section 10.10 Park and park feature naming)
 - (b) the use of te reo Māori in signage on parks including information signage
 - (c) incorporating Māori design into new park developments or landscaping
 - (d) considering options to support Māori kaitiaki rangers.
- (3) Support mana whenua to identify and recognise their customary relationship to the whenua in local parks through:
 - (a) enabling the appropriate recognition and consideration of mana whenua traditional practices and tikanga (protocols)
 - (b) supporting planting of plants for rongoā (traditional Māori medicine) or traditional cultural harvest; and providing for the use of non-threatened plants for these purposes
 - (c) enhancing the mauri (life force) of taonga within parks including, but not limited to, restoration and planting plans and conservation plans and managing biosecurity threats e.g., through rāhui¹².

¹¹ Māori identity and well-being are an outcome in the Auckland Plan 2050

¹² cultural prohibition, which typically restricts access for a temporary or prolonged period of time. Mana whenua may initiate a rāhui and work together with the local board who holds decision-making over local parks to implement any restrictions.

- (d) working collaboratively with Māori to further their wellbeing in alignment with park values and park outcomes when planning projects to improve, develop or activate parks.
- (4) Support opportunities to work with Māori to improve Māori identity and wellbeing in alignment with Auckland Plan outcomes, for example through programmes and services on parks that target Māori cultural, physical and mental health.

10.9 Park development

Tuapapa / Background

Park development involves the creation of new park infrastructure or landscaping to support public use and enjoyment of the park, support community outcomes, or to protect or enhance park values such as natural and historic and cultural heritage values.

Park development may occur to improve new parks for recreational use or to upgrade existing parks. It can involve creating new infrastructure like playgrounds, toilets or changing rooms, or landscaping. The development of walkways, cycleways and boat launching facilities can provide important connections to recreation and community facilities, and access to the coast for beach and marine-related activities.

The use and demand for a range of park services and experiences is ever-changing. The type of experiences people seek should guide the mix of services parks provide, and inform the design, layout and type of park development. In addition, important natural, historic and cultural heritage values of the site should be considered and enhanced. Working closely with mana whenua and specialists, including heritage and ecological specialists, reduces any risks to these values.

Before new park infrastructure is considered, it is important to understand the changing demographics, population growth and the needs and preferences of the community; together with how provision of park infrastructure and services in the wider area can support the range of activities sought.

Park development also needs to improve park amenity, support environmental sustainability, and respond to changing environmental conditions, such as climate change and other hazards. It is also important to consider whole-of-life costs of proposed park developments.

For parks held under the Reserves Act, park development must comply with the provisions of the Act. For example, recreation reserves provide for a wide range of types of park development. However, there are restrictions or additional considerations when developing scenic and historic reserves.

While this plan identifies in some cases the type of activities and appropriate development that can take place within a park, it does not detail the exact nature, scale or layout of development. For this reason, the preparation of a needs assessments and/or spatial plans, such as masterplans, concept plans or development plans, and further consultation may be desirable. This helps to ensure that development aligns with the specific aspirations of the community and individual park values and outcomes. The Auckland Design Manual is another resource that provides park design and development guidance including design principles.

The individual parks information in Volume 2 of this plan may identify if there is a need or requirement to prepare a spatial plan to guide development of a park. Where the need to prepare a spatial plan is not identified in Volume 2, the policy guidance below identifies the circumstances which guide the local board to prepare a spatial plan to inform future development of a park.

10.9.1 Ngā Whāinga / Objectives

- (1) To ensure that park development is carefully planned so it reflects outcomes sought for the park including mana whenua and community aspirations, while providing a range of experiences across the park network for the growing population.
- (2) To protect and enhance natural, historic and cultural heritage values and park amenity through park development.
- (3) To support financially viable, environmentally sustainable park development that will respond to climate change or other relevant hazards.

10.9.2 Ngā Kaupapa Here / Policies

- (1) Work with mana whenua on proposed park developments including options to protect and enhance cultural heritage and natural values.
- (2) Park development should comply with the Reserves Act classification and consider the relevance of the following:
 - (a) all principles for park management (refer to section 8.0)
 - (b) compatibility with park values and park specific information, including management intentions, in Volume 2
 - (c) any relevant policies in this plan
 - (d) outcomes and recommendations of spatial plans, service or needs assessments and other relevant specialist assessments
 - (e) the financial viability of the proposal including funding to construct and maintain the development
 - (f) the potential to work with partners to deliver the park development
 - (g) the risk and impacts of any environmental hazards and how those will be avoided, remedied or mitigated
 - (h) the location of network infrastructure such as electricity transmission lines
 - (i) the Auckland Design Manual and how best to support:
 - (i) environmental sustainability
 - (ii) public safety and prevention of crime
 - (iii) universal design¹³
 - (iv) technologies or design that enables greater, more flexible use and health promoting environments.

¹³ Universal Design is the design and composition of an environment so that it can be accessed, understood and used to the greatest extent possible by all people regardless of their age, size, ability or disability.

- (3) The local board may undertake a needs assessment and/or work with mana whenua to develop a spatial plan to guide park development for example:
 - (a) where the needs for a particular activity or options to fulfil those needs are not well understood
 - (b) to navigate potential conflicts between recreational, natural, and/or cultural and heritage values
 - (c) to plan large parks serving a variety of user needs
 - (d) to inform a logical and coherent staged development approach for a park.
- (4) The extent and nature of public consultation on development will be guided by the council's Significant and Engagement Policy and the principles of consultation in the Local Government Act 2002 including:
 - (a) the nature and significance of the development.
 - (b) the likely level of public or stakeholder interest in the proposed development.
 - (c) whether the views and preferences of those likely to be affected by, or have an interest in the matter are already known
 - (d) the degree of information provided on park development in the individual park set out in Volume 2.

Te whakaingoa i te papa rēhia me ngā hanga o te papa rēhia

10.10 Park and park feature naming

Tuapapa / Background

Naming of parks or park features¹⁴ is an opportunity to reflect on the cultural, natural or recreational values of a particular location or tell the story of the heritage of an area. Importantly, park names and stories strengthen the sense of place and identity of the local community and other Aucklanders.

Numerous reserves within Upper Harbour, both existing and new, are informally named either through local community use or after the nearest street in the locality.

In many circumstances this has happened at the time of subdivision and acquisition for administrative purposes. Some locations have layers of informal and formal names that have been used over time and some places also have a Māori name.

Auckland Council's Māori Language Policy, which was adopted in 2016, recognises that the Māori language is a cultural treasure and an official language of New Zealand.

Naming or renaming of parks with a Māori name makes a significant contribution to increasing the visibility of te reo in our communities. It will result in communities being able to see, hear, learn and share some of Tāmaki Makaurau / Auckland's rich Māori history.

In partnering with mana whenua to provide names for parks, the Upper Harbour Local Board recognises the importance of respecting as taonga the names presented by mana whenua.

Dual naming of parks will be considered as part of naming a new park. This is where there are two names for one place, a te reo Māori and English name, and neither is a translation of the other.

An English-only name for a new park or park feature may also be supported for example to reflect European heritage values or to support significant donations or bequests.

There are significant cultural histories and narratives associated with parks throughout this local board area. The local board supports the capturing of stories relating to the areas of significance and will work with iwi on sharing cultural narratives with the community.

10.10.1 Ngā Whāinga / Objectives

- (1) That the names of parks and park features tell the story of the place reflecting the area's natural and cultural heritage or significant park values.
- (2) To support Māori names for parks and park features to promote visibility of te reo Māori in the community.

10.10.2 Ngā Kaupapa Here / Policies

- (1) When reviewing the name of a park or a park feature the local board will work with mana whenua to identify a name (which may form part of a dual name).

¹⁴ Includes a track or a destination such as a lookout, geographic feature, grove of trees or manmade wetland or pond.

- (2) Where a park or park feature name has been a condition of the acquisition of the land, the agreement will be honoured by using the name.
- (3) The local board may consult with the community or with particular groups in the community (such as historical societies) about any proposed name for a park or park feature.
- (4) New names given to parks or park features should meet the following criteria:
 - (a) they will not be offensive
 - (b) they will generally not be named after living people
 - (c) they should not include sponsor names
 - (d) park names should not already be in use elsewhere in Tāmaki Makaurau / Auckland as this creates confusion for emergency services and maintenance staff
 - (e) consider the appropriateness of using the same name as contiguous parks.
- (5) Dual naming of parks will be considered as part of naming a new, unnamed or informally named park. For consistency the format will be te reo Māori / English as specified in Auckland Council's Māori Language Policy.
- (6) If an English name is being sought, either as a stand-alone name or as part of a dual te reo Māori / English name, the values of the park will be considered together with the following:
 - (a) the primary purpose or use of the park
 - (b) any natural features in the park or landscape
 - (c) the historic name or names for the land park
 - (d) any historical or cultural feature or association with the park
 - (e) any significant event or public figure relevant to the park or local area.
- (7) Where there is a narrative that accompanies the park name, this may be reflected in signage or digitally accessible information in accordance with the policies in section 10.13 Signs, information and interpretation

10.11 Partnering and volunteering

Tuapapa / Background

Volunteer groups and partnering with third party organisations play a unique and invaluable role in the advocacy, planning, development and care of Upper Harbour parks. Volunteers and partners assist the council to deliver park and community outcomes more cost-effectively. Community-led action encourages a sense of ownership and engagement in local settings. Volunteers and partners help deliver programmes, services and assets that improve the park environment, or support community and recreational opportunities enjoyed by many people. Activities range from volunteer planting/weeding and park care; to providing youth programmes, early childhood education or other community services; to supporting sports and recreational activities; and awareness and monitoring of environmental, historic and cultural values.

The council coordinates many casual and corporate volunteer activities related to environmental outcomes on parks; and supports organised volunteer groups through a range of mechanisms including staff time, advice, resources and grants. Council also works with corporations and developers to improve park land, assets or services. Where partnerships are proposed to deliver park development, those will be reviewed against section 10.9 Park development. Auckland Council's Facility Partnerships Policy 2018 has been developed to assist council and local boards in making decisions regarding investing with partners to deliver community facilities.

The Upper Harbour Local Board seeks to partner with mana whenua in protecting, enhancing and developing parks, and to increase the visibility of the Māori culture within parks. This recognises the unique knowledge that Māori hold over the land and water in their rohe including how best to protect and sustain those for future generations. Increasing the visibility of the Māori culture also helps build a Māori identity, being Tamaki Makaurau / Auckland's point of difference with the world. Encouraging our partners and volunteer networks to build relationships with mana whenua and other Māori groups also supports better cross-cultural understandings, and support cultural safety.

Many volunteer groups that focus on delivering biodiversity outcomes have collaborated to form the Upper Waitematā Ecology Network, which comprises of dedicated volunteers that are passionate about enhancing Upper Harbour parks. The network is engaged in the delivery of environmental and community engagement outcomes that foster a connection between people and nature.

The local board wishes to encourage volunteers to deliver environmental projects while meeting the requirements of the Reserves Act to obtain consent for certain types of activities (refer to section 11.1) and other legislative requirements. This may be achieved by council working with volunteers to support them through the landowner approval process and ensure that they have adequate guidance for their activities, including health and safety considerations.

The local board's relationship with its widespread volunteer network is supported through the policies below and section 10.14 Trees, plants and animals. Volume 2 of this plan also recognises the volunteer groups that contribute to individual Upper Harbour parks.

10.11.1 Ngā Whāinga / Objectives

- (1) To encourage and support partnerships and volunteering activities on parks that align with the outcomes and policies of this plan and provide mutual benefits for the community, volunteers, Māori and the local board.
- (2) To support the health and safety of park volunteers and partners who are working on parks.

10.11.2 Ngā Kaupapa Here / Policies

- (1) Continue to support volunteers in planning and delivering improvements to parks or community outcomes on parks through a range of mechanisms.
 - (a) Provide guidance to park volunteers and partners that supports their activities and safeguards their health and safety while working on parks.
 - (b) Encouraging contractors to liaise with volunteer groups on how they can support their work.
- (2) Support volunteers to build relationships with mana whenua, understand park tikanga and improve Māori outcomes in alignment with park values and outcomes.
- (3) Activities that involve ground or vegetation disturbance, restoration programmes or park development should consider the authorisation assessment approach in section 11.1 and be formalised with an agreement appropriate to the nature of the activity.

Ngā mahi a te rēhia me te whakangahau

10.12 Recreational use and enjoyment

Tuapapa / Background

Parks are provided for the public's general use and enjoyment. They cater for a wide range of recreational opportunities from informal activities such as walking and picnicking to organised activities such as sporting events. All recreational activity needs to be managed in a way that enriches people's experience while minimising adverse impacts on others, and on natural, and historic and cultural heritage values. Where the park is held under the Reserves Act, recreation activity must be consistent with the reserve's classification. For example, in historic reserves, protection of the historic values is the primary focus of a park, and recreation activity is managed as a secondary outcome.

For Māori, parks provide opportunities for activities such as hakinakina (sport), mahi a reheia (games), mara kai (gardening), rongoā (medicinal planting), kōhi kai (food consumption) and waka ama.

Most everyday activities on parks are allowed as of right. However, some activities on parks that have the potential to impact either the environment or other park users, or require the temporary allocation of space, require specific permission or authorisation (refer to section 11.1 Activities requiring authorisation). In some cases, a code of conduct or a bylaw may apply to the activity.

Everyday activities that are permitted without the need for approval from the council, are those that:

- are informal or casual in nature and are consistent with the values of the park, such as walking, relaxing, picnicking and the like; or
- meet conditions in a bylaw or code of conduct to avoid any potential impact on either the environment or other park users, such as dog walking
- are not identified in this plan or by the Reserves Act as requiring authorisation or regulated in a bylaw, and do not interfere with the use and enjoyment of other users of the park.

Other forms of access, such as cycling, may be restricted in certain parks. More information can be found in section 10.1 Access and parking and park specific information in Volume 2 of this plan.

Dog walking may also be restricted in certain parks as covered by the Dog Management Bylaw.

The general range of activities undertaken on each park is identified in Volume 2 of the plan and a description of what these activities cover is included in Appendix E Description of recreational activities.

10.12.1 Ngā Whāinga / Objectives

- (1) To enable recreational use and enjoyment of local parks that does not unduly compromise the park's values or impact other park users.

10.12.2 Ngā Kaupapa Here / Policies

- (1) Facilitate recreational use where this is compatible with:
 - (a) the reserve classification, if held under the Reserves Act
 - (b) the park values in and park management principles in Part C
 - (c) the individual park information in Volume 2.

- (2) Provide for and manage the impacts of recreational use through a range of mechanisms, including, but not limited to:
- (a) identifying the range of recreational opportunities sought by the community through consultation, assessment of particular recreational needs or as identified in this plan (refer also to individual park information in Volume 2)
 - (b) managing recreational use on a network wide basis, recognising not all opportunities can be provided in every park
 - (c) utilising bylaws or codes of conduct to set parameters or conditions on activities
 - (d) requiring the authorisation of activities that have the potential to impact the park's values or other park users
 - (e) utilising council's parks booking system to manage the allocation of parkland
 - (f) considering ways to minimise waste generation, maximise opportunities for resource recovery and reduce harm from residual waste, in accordance with the Auckland Council's Waste Management and Minimisation Plan.
- (3) Enable recreational use and enjoyment of parks through:
- (a) provision of play spaces and facilities
 - (b) responding to shifts and changes in demand for recreational activities
 - (c) providing for a range of activities that meet the needs of those with various levels of ability
 - (d) activating parks through events, programmes and other initiatives including authorised activities
 - (e) increasing the capacity and resilience of parks to host more recreational activity where compatible with other park values
 - (f) promoting opportunities that may broaden park users' experiences, such as public art and interpretation
 - (g) recognising the value of parks in providing respite from urban development and noise, and as places of amenity.

Ngā tohu, ngā pārongo me ngā whakamārama

10.13 Signs, information and interpretation

Tuapapa / Background

Signs on parks will generally:

- inform park users about recreational facilities and opportunities or events
- tell the story of the park or a wider cultural landscape
- identify significant natural values
- provide directions for access, paths and facilities
- inform park users of hazards, gate closing times, safety messaging such as water quality, park closures or relevant bylaws and rules.

Interpretive material on parks can enhance the visitor experience by increasing awareness of a park's special values, its past or a unique feature and inspire visitors to explore the park. This can be achieved through different formats, such as signs, displays, audio visuals, activation. Public art can also tell the story of a place and can itself contribute to the unique character of an area.

Mana whenua have many stories to tell about the rich cultural history and significance of the Upper Harbour area. Recognising Māori place names can be an entry point to exploring narratives and customary practises. Park entry and interpretative signs are another way of recognising the significant places and stories (also refer to section 10.10 Park and park feature naming).

Signage is also an opportunity to celebrate the Māori language. Auckland Council recognises te reo Māori as a cultural taonga and has adopted the Māori Language Policy 2016 to guide how the council can celebrate, integrate, protect and revitalise te reo Māori.

Identification and wayfinding signs are also important. This is particularly the case on larger parks, or where paths intersect or provide active transport options to a range of destinations.

Poorly designed or located signage can impact on user experience, safety and park values. Signs and the poles they are attached to can clutter parks, become a hazard in themselves or become a target for graffiti and vandalism. The proliferation of signs is particularly evident on coastal parks where additional signs are required to alert the public to water-based activity rules and information. The Auckland Design Manual provides practical guidance on the design, placement and content of signage. Consideration should also be given to alternatives to signage or other ways to minimise signs, such as links to information hosted online, or guided walks or other activations on a park to tell the story of its heritage or environmental values.

Currently regulations on the design, size and content of signs are specified in the Signage Bylaw 2015 and Auckland Unitary Plan. The bylaw limits signs on parks zoned public open space and has specific rules for parks zoned for sports and active recreation. Exemptions to the Bylaw apply to signage erected by Auckland Council, including information, regulation and directional signage. Advertising or sponsorship signs are not generally supported and will require authorisation, refer to section 11.1 Activities requiring authorisation.

10.13.1 Ngā Whāinga / Objectives

- (1) To provide signs to support use of the park and to showcase the natural, historic and cultural values of the park, while minimising the adverse impact of signs.
- (2) To support use of the Māori language and ensure signage meets regulatory requirements.
- (3) To support signs and interpretation that are accessible and understandable to people of different ages and abilities.

10.13.2 Ngā Kaupapa Here / Policies

- (1) When planning the design, content and location of signs or information, consider the Auckland Council Signage Manual 2022, Auckland Council's Māori Language Policy 2016 and the Auckland Design Manual; including the following:
 - (a) integrating signs into the park so they do not detract from natural and cultural values or amenity of the park
 - (b) combining signs as much as possible to reduce clutter and maintenance, and removing redundant signs
 - (c) attaching signs to buildings where practical
 - (d) options to make the sign or information more accessible to people of different ages and abilities such as icons, high contrast print and use of technology.
- (2) Provide on-site interpretation, materials or support links to online information, guided walks or other activations of the park to:
 - (a) contribute to people's understanding and appreciation of the park's values, history or significant features
 - (b) increase awareness of mana whenua's role as kaitiaki and their connection to a park
 - (c) raise awareness of environmental issues, community-led activity or restoration programmes
 - (d) showcase the unique Upper Harbour character through signage and interpretation.
- (3) Support the location of civil defence, emergency management and public safety signage on parks.

Ngā rākau, ngā tipu me ngā kararehe

10.14 Trees, plants and animals

Tuapapa / Background

The parks network in Upper Harbour hosts a range of ecological values associated with forests, wetlands, and water habitats as well as specimen trees and gardens. Indigenous plants and animals in particular are considered living taonga by mana whenua.

There are many benefits associated with maintaining and enhancing natural ecosystems. Environmental benefits include supporting biodiversity, improving air and water quality, reducing flooding and erosion, providing for carbon sequestration and mitigating the urban heat island effect. Direct benefits to people include providing shade, amenity, opportunities for play and learning, and growing food.

These benefits are even more significant in the face of intensified urban development and climate change. For example, tall trees are rare in Tāmaki Makaurau / Auckland's urban ngahere (forest); only six percent of the urban ngahere is over 20 metres in height, the majority, 64 percent is less than 10 metres¹⁵. Large trees provide more shade because of their wider canopy spread and root network. Their leaves and roots intercept larger amounts of rainfall and stormwater; absorb more pollutants and sequester more carbon.

While non-indigenous plants may also provide ecological benefits; there are many weed species and non-indigenous animals which undermine our native ecosystems. Ecosystems are also threatened by pathogens, such as kauri dieback and myrtle rust. Climate change is likely to increase the number and extent of invasive plants, invertebrates, such as wasps, and pathogen incursions in the future.

The Upper Harbour Local Board aims to protect and enhance the ecological values in parks both through day-to-day management activities, and through supporting specific conservation projects. The board recognises that volunteers play a significant role in delivering biodiversity outcomes on our parks (refer to section 10.11 Partnering and volunteering).

Increasing the provision of trees and providing for more planting through the network is important to the Upper Harbour Local Board; noting that this is balanced with the provision of adequate open areas for sport and recreation and caring for historic and cultural heritage values. The local board approved urban ngahere (forest) action plan outlines steps for tree planting over the next 10 years and may be further refined through park specific planting plans.

The Reserves Act requires that indigenous biodiversity present on a reserve is managed and protected to an extent compatible with the principal or primary purpose of the reserve.

For scenic reserves classified under section 19(1)(a) of the Act, indigenous biodiversity is required to be preserved in perpetuity, and introduced plants and animals as far as possible be eradicated. On the other hand, for scenic reserves classified under section 19(1)(b) of the Act, indigenous or exotic vegetation can be introduced and maintained on the reserve.

Enhancing indigenous biodiversity is important to the Upper Harbour Local Board. This may involve the removal of non-indigenous vegetation, including exotic pines, from scenic reserves or other parks, to allow native species to thrive. The local board recognises the benefits of well-established exotic trees and bush so any proposal to remove these requires careful consideration to ensure that impacts on biodiversity

¹⁵ Auckland Council. (2019). Auckland's Urban Ngahere (Forest) Strategy. Retrieved from <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/topic-based-plans-strategies/environmental-plans-strategies/Pages/urban-ngahere-forest-strategy.aspx>

values are minimised. In many instances, removal of exotic trees and bush provides opportunities to enhance indigenous biodiversity through natural regeneration or planting.

A range of measures are employed by the council to manage biosecurity threats. In some cases, recreational access may be restricted through the closure of tracks or the creation of buffer zones or quarantining zones to protect areas within parks and/or contain areas of infection to prevent the spread of disease, including kauri dieback.

The council, in its responsibility for biosecurity within the region, has developed the Auckland Regional Pest Management Plan 2020-2030 in accordance with the Biosecurity Act 1993. This provides a strategic and statutory framework for the efficient and effective management of pest plants, animals and pathogens, and places requirements on landowners and occupiers to control some of these.

The Reserves Act also contains provisions restricting the cutting or destruction of trees on reserves. For trees on recreation or local purpose reserves, the council has to be satisfied this is necessary for management or maintenance of the reserve, for the management or preservation of other trees or bush, in the interests of the safety of persons on or near the reserve or of the safety of property adjoining the reserve.

In some cases, new plantings or existing trees or plants may impact on neighbouring properties. The Upper Harbour Local Board does not support the removal or trimming of trees or plants to provide for views from neighbouring properties. It is important that the council decides on areas to be planted based on what is best for the park, the environment and park users.

The Auckland Unitary Plan also has provisions for managing trees and ecological areas.

The past use of hazardous substances in industry, agriculture and horticulture has left a legacy of soil contamination throughout the Auckland region. The presence of contaminants at a site does not necessarily mean the land is unsuitable for use. Measures can usually be taken to manage the land and significantly reduce the risk of exposure for users. Where contamination is identified in parks, restrictions may be placed over sensitive uses and activities to avoid or manage the risks from exposure or discharges.

10.14.1 Ngā Whāinga / Objectives

- (1) To protect, maintain and enhance the long-term viability and resilience of indigenous trees, plants and animals both in the water and on land, and in accordance with legislative requirements.
- (2) To work with mana whenua, volunteer groups, adjoining landowners, other stakeholders and the general public to improve the biodiversity of parks and the wider natural environment.
- (3) To educate people about the ecological values in parks, and inspire and encourage park users to enjoy, respect and care for these values.
- (4) To maintain and improve tree canopy cover across the park network in Upper Harbour, recognising the need to prune or remove trees and other vegetation where necessary.

10.14.2 Ngā Kaupapa Here / Policies

- (1) Support a coordinated approach to planting, habitat restoration and biosecurity programmes on parks recognising relevant plans and strategies including the following:

- (a) Biodiversity Hubs¹⁶ that support the North-West Wildlink
 - (b) Upper Harbour Ecological Connectivity Strategy
 - (c) Auckland Urban Ngahere (Forest) Strategy 2019 and associated plans, including action plans
 - (d) Auckland Regional Pest Management Plan 2020-2030 and any subsequent revisions
 - (e) Weed Management Policy for Parks and Open Spaces 2013 and the programme of work to manage kauri dieback
 - (f) local board approved volunteer planting, weeding and restoration plans.
- (2) Work with mana whenua to plan restoration of natural habitats and planting within parks including identification of priority areas for planting and consideration of the maramataka (Māori lunar calendar).
- (3) When planning planting and ecological restoration on parks, consider the importance of existing indigenous biodiversity values associated with remaining indigenous ecosystems and Significant Ecological Areas (SEAs)¹⁷, as well as:
- (a) the park management principles, park values and park specific information in Volume 2
 - (b) opportunities to work with volunteer groups who work to improve the ecological condition of parks and provide environmental education.
- (4) Use activations and interpretation such as signs, displays, guided walks and audio visuals to promote a greater public awareness and understanding of the ecological values of the parks.
- (5) When planning plantings or habitat restoration consult with park users (such as volunteers) or asset owners (including utility owners) that may be affected by the plantings or restoration activities, and consider the following:
- (a) selecting species appropriate to the site noting factors such as soil conditions, climate, location, risk of disease and pathogens, risk of fire, and maintenance needs; while also considering the impacts of climate change
 - (b) opportunities to restore wetlands and daylight piped streams
 - (c) opportunities to naturalise or plant out areas in appropriate locations and consider the need for a maintenance plan
 - (d) selecting naturally occurring native species propagated from the same ecological district and preferably from the same locality as the planned planting
 - (e) including trees and plants which are used in rongoā (traditional Māori medicine) or for traditional cultural harvest
 - (f) including European specimen trees or orchard tree varieties that reflect and preserve the unique local heritage of the area

¹⁶ A collection of habitats that have demonstrably significant ecological values as defined in North West Wildlink Prioritisation Report prepared for Auckland Council (Boffa Miskell, 2017).

¹⁷ Identified as an overlay in the Auckland Unitary Plan

- (g) planting shade trees at playgrounds, picnic and gathering areas and providing for trees (including felled trees) to support play
 - (h) the appropriateness of providing fruit and nut trees for public harvest noting they may require additional funding or resourcing to maintain
 - (i) specialist advice where constraints such as land stability or contaminated land exist or where particular park values may be impacted
 - (j) impacts on public health and safety.
- (6) Enable a range of programmes to address and manage disease and pathogen incursions of natural values (including kauri dieback), such as:
- (a) public awareness campaigns
 - (b) implementation of phytosanitary measures, treatment of infected species and control of vectors
 - (c) the upgrade or realignment of tracks and/or development of boardwalks, barriers or other structures
 - (d) temporary or long-term track closures, rāhui¹⁸ or quarantining of areas of parkland.
- (7) Enable the maintenance of vegetation, including pruning or removal of trees and vegetation, in accordance with legislation and specialist advice where vegetation:
- (a) presents a safety risk to people or important assets
 - (b) are diseased, significantly damaged or failing, or present a biosecurity risk or are a weed species
 - (c) may impact on other existing values in the park such as historic or cultural heritage or recreational values; or the enhancement of indigenous biodiversity over the long term.
 - (d) pruning or removal is part of a council-approved plan to improve the park or wider park network
 - (e) pruning or removal facilitates outcomes sought for the park in outlined in Volume 2 of this plan.
- (8) Support practices that minimise green waste from parks being sent to landfill and ensure the careful placement of green waste in parks to avoid damaging vegetation, for example carefully stacking pruned tree branches to decay naturally while ensuring restoration efforts are supported (refer to the Auckland Waste Management and Minimisation Plan).
- (9) Manage contaminated land to avoid risks from exposure or discharge:
- (a) Ensure use of contaminated land is in accordance with national and regional standards and guidance, including all requirements under consents, approvals and site management plans.

¹⁸ cultural prohibition, which typically restricts access for a temporary or prolonged period of time. Mana whenua may initiate a rāhui and work together with the local board who holds decision-making over local parks to implement any restrictions.

- (b) Manage contaminated land in accordance with any council policy developed to manage its contaminated land portfolio.

Wai

10.15 Water

Tuapapa / Background

Many local parks contain streams, ponds, lakes and beaches, which support natural ecosystems, provide public access to water, manage flood flows and store and treat water. This policy applies to all types of waterways and coastal waters within parks. It also covers ways in which water is used in maintaining parks and provided for public use.

The importance of water and public access to water is recognised in legislation. The Resource Management Act notes the preservation of the natural character of coastal, wetland, lake and river areas, and public access to them as matters of national importance; and provides for esplanade reserves or strips to vest on subdivision.

The National Policy Statement for Freshwater Management 2020 supports the fundamental concept of Te Mana o te Wai – recognition that protecting the health of freshwater protects the health and wellbeing of the wider environment. It protects the mauri of the wai. Te Mana o te Wai prioritises first the health and wellbeing of water bodies; second the health needs of people (such as drinking water) and third the ability of people and communities to provide for the social, economic and cultural wellbeing.

Other legislation and plans also protect our water and water catchments. Refer to section 3.1 for information on the Hauraki Gulf Marine Park Act 2000. The Reserves Act also recognises the conservation values of water in our reserves.

The Auckland Plan 2050 recognises the need to adapt to a changing water future. The Auckland Water Strategy 2022-2050 outlines Auckland Council's strategy to protect and enhance te mauri o te wai, the life-sustaining capacity of water. Auckland Council's initiatives to support a green liveable city are outlined in Auckland Growing Greener 2016. This includes a number of initiatives to improve stormwater management and protect our harbours.

The council has a number of roles and responsibilities for water including water supply, treatment, wastewater and stormwater management both above and below ground.

Within parks, maintaining water quality and access to water has many direct and indirect benefits, including:

- habitat provision and hydration for plants
- opportunities for the public to access water via structures boat ramps, jetties etc which are located on or adjacent to water
- maintenance of grassed areas and sports fields
- opportunities for water play, and for amenity such as fountains
- infrastructure for park users including drinking water fountains and showers where appropriate
- access for food gathering or provision of food
- demonstrating responsible water management and educating the public on water-related issues.

The health and mauri (life force) of our waterways is very closely connected to the activities that are happening on the surrounding land. Some streams are surrounded by native bush and have clean water

and thriving animal and plant populations. However, many of our urban streams display indicators of poor health¹⁹, with degraded mauri. The health of rural waterways is mixed, depending on how surrounding farming, forestry or agricultural activities are managed.

Our estuaries, harbours and marine waters are home to diverse biodiversity, but sediment from land-based activities is muddying the waters and smothering sea life.

The challenges of climate change are also impacting on natural water systems, with wetter autumns and drier springs anticipated. This means periods of water shortage that test ecosystems and impact on our ability to maintain assets such as sports fields and gardens.

The use and development of parks impacts on the water quality, this includes:

- impermeable surfaces like building footprints, paved surfaces and carparks which increase water flows and contaminants entering our streams
- stream sedimentation and streambank erosion from stormwater flows, and where people, farm stock or dogs access streams and lakes
- irrigation, especially for sports fields
- drainage systems which may cause erosion and prevent fish migration
- historical land use including landfills, draining wetlands and undergrounding and channelising streams
- places where littering or dumping waste occurs.

In some cases, parks or areas of park land are held for water-related purposes. This includes land for stormwater treatment, flood management, wastewater or water reservoir infrastructure, and storage and access for firefighting or emergency water supply. Section 1.1 provides information on land that is out of scope of this plan, and volume 2 provides further detail on the management of particular parks with water-related infrastructure. The provision of water-related infrastructure on park land may also provide opportunities for environmental and public benefit such as the education, environmental, recreational and amenity benefits of wetlands.

Te ao Māori view of wai

Wai (water) is one of the central components of the spiritual and physical worlds for Māori. It is a gift that permits, sustains and promotes life and wellbeing for all. Knowledge of water cycles is an important aspect of mātauranga Māori and is held and administered by tangata whenua within their areas of influence.

Water can be described in at least five determinable states for Māori, all of which relate to the concept of mauri and the presence of mauri within that water:

- Wai-ora (water in its most 'pure' form).
- Wai-māori (water for consumption).
- Wai-mate (water that has lost its mauri and is no longer able to sustain life).
- Wai-kino (water that is polluted or dangerous for humans).
- Wai-tai (seawater, the surf or the tide).

¹⁹ Auckland River Water Quality: Annual Report and National Policy Statement for Freshwater Management, Current State Assessment, 2018.

Within a water cycle, mauri is very high within rainfall, but is progressively reduced as it flows over impervious surfaces, contacting and transporting heavy metals, pesticides, fertilisers, pathogens and other potential pollutants within the environment. This degradation of water quality will affect the mauri of receiving waters into which it is discharged. Thus, discharging stormwater directly into water with higher mauri is an example of unnatural mixing of mauri, and should be avoided. Conversely, the dispersal of stormwater to/through land-based systems will restore the mauri of that water and is seen by many Māori as the most appropriate means of stormwater management.

This plan recognises the cultural values of water and supports taking an active approach to improving water quality, reducing the use of water in parks and improving the quality of water leaving parks.

10.15.1 Ngā Whāinga / Objectives

- (1) To recognise a te ao Māori world view of wai/water.
- (2) To protect and enhance the quality of water and natural habitats in waterways, lakes and coastal waters in or near parks.
- (3) To manage access to the coast, waterways and lakes in a way that protects and conserves water quality and natural values while providing for cultural, recreational and food harvesting needs.
- (4) To reduce the use of potable water used on parks such as watering of gardens and sports fields or use in buildings; while still providing appropriate water for park users, pets and grazing animals.
- (5) Supporting water provision to address fire and emergency needs on the park.

10.15.2 Ngā Kaupapa Here / Policies

- (1) Work with mana whenua to support the mauri of water in parks, including initiatives to monitor, protect and enhance water quality of waterways, lakes and coastal waters, and to support retention of rainwater for use in parks.
- (2) When planning park development or new activities within parks consider ways to preserve and enhance water quality and natural habitats through a range of mechanisms including:
 - (a) managing access to waterways and planting riparian areas.
 - (b) incorporating water sensitive design including measures to mimic natural processes, reduce impermeable surfaces, protect waterways from pollutants or reduce and treat water on site including run-off from car parks.
 - (c) limiting the size of structures and the extent to which they extend into waterways.
- (3) When considering the renewal or development of pathways or infrastructure to access water for cultural, recreational and food harvesting needs consider the relevance of section 10.9 Park development and the following:
 - (a) for boat ramps, jetties and wharfs, whether there is an unmet need for additional water access
 - (b) alternatives to direct access to the water such as lookouts to support views of water or walkways on adjacent land

- (c) the impacts of access on water quality and natural habitats such as increased sedimentation, litter and depletion of kaimoana (seafood).
- (4) Use a range of measures to manage existing access to waterways and the coast to protect water quality or natural values including:
 - (a) options to rationalise multiple accessways
 - (b) restricting access during specified times, including where a rāhui²⁰ is put in place, subject to statutory and bylaw requirements.
- (5) Consider ways to reduce the unnecessary use of potable water on parks, such as:
 - (a) using rain or recycled water on site including retaining rainwater for use in watering gardens and sports fields.
 - (b) designing and selecting assets which minimise the use of water.
 - (c) choosing drought tolerant plants for gardens, including trees.
- (6) Provide potable water for drinking, especially at sports fields, large playgrounds or parks in town centres.
- (7) Identify and where appropriate, maintain water sources for fire and emergency purposes.
- (8) Recognise the importance parks can play in the management of stormwater and flood waters. This could include measures such as installing stormwater filters, rain gardens, wetlands, dry detention ponds, stormwater reuse through holding tanks and stream naturalisation.
- (9) Assessment of an application to locate water utilities on a park or to upgrade an existing utility will consider the authorisation assessment approach in section 11.1 and section 11.7 Public and private utilities.

²⁰ cultural prohibition, which typically restricts access for a temporary or prolonged period of time. Mana whenua may initiate a rāhui and work together with the local board who holds decision-making over local parks to implement any restrictions.

Ngā whakaaetanga whakamahi I te papa rēhia

11.0 Authorisations for park use

Ngā ngohe me mātua whakaae e te tangata nōna te mana whakahaere I te whenua

11.1 Activities requiring landowner authorisation

Tuapapa / Background

Scope

Most everyday recreational activities on parks are allowed as of right. However, from time to time, people or organisations wish to use park space for activities that might have an impact on the park, or that might prevent others from also using the park. Under these circumstances people or organisations may need to apply for a specific permission to use the park.

Local boards have the decision-making responsibility over non-regulatory activities in local parks. Their permission once granted is an authorisation from council as the landowner for people to undertake activities on parks and is also known as '[landowner approval](#)'.

People or organisations who receive landowner approval for their activity may additionally require other approvals from the council acting in its regulatory capacity for that activity. Examples include certain decisions under bylaws, resource consents in accordance with the Resource Management Act 1991, building consents in accordance with the Building Act 2004, or asset owner approval e.g., for activities on contaminated land. In some instances, applications for landowner approval are made after regulatory consents have been granted; so that applicants need to vary their original consent to accommodate conditions of landowner approval. It is important that applications for landowner approval come to the council early so that an appropriate pathway for the application can be discussed.

Activities will typically need landowner authorisation, often in addition to a regulatory approval if they:

- require exclusive use of a park or an area of a park e.g., a permit for an event or filming
- interfere with or change the physical park environment e.g., ground disturbance, plant or seed removal such as for cultural harvest, planting, scientific research
- require a temporary or permanent building or structure to be built or installed
- require temporary access to private property through a local park
- are commercial in nature, in other words are for private gain or financial reward, such as commercial filming
- create an interest in land in favour of a third party, such as a lease.

Landowner authorisations or specific permissions may take the form of a booking, lease, licence, easement or some other written agreement.

Benefits

The purpose of the landowner authorisation is to ensure impacts on the park and park users are considered and managed, and a consistent and principled approach is taken to assessing proposals to ensure the park's values are protected.

Issues

A common issue across landowner authorisations is the reinstatement of park land once an activity is completed. The council may at times require site meetings before and after an activity takes place and payment of a bond to ensure that the park is reinstated to at least the same condition.

Approach

The Reserves Act has specific requirements for certain activities that require landowner authorisation on reserves. The classification of the reserve and the type of landowner authorisation being sought will determine which part of the Act applies.

In line with its statutory obligations, the council seeks mana whenua input into relevant authorisation decisions under the Reserves Act and the Local Government Act. This involves working with mana whenua at an early stage of the process. In some cases, staff have agreed protocols and processes to work with mana whenua regarding particular activities. For more information on how the council works with mana whenua, refer to section 10.8 Mana whenua and Māori outcomes.

In some cases, formal public notification will be required by legislation, either under the Reserves Act or under the Local Government Act.

The type of activity – how long it will take, how many people might be involved, the effect it will have on the park and on park users – will help to determine the likely impact of that activity. Activities which may only have a minor or low impact (such as small trailer temporary access to private property through an open grassed area) will not generally require an in-depth assessment. Higher-impact activities, however, will need a robust assessment of impacts.

Even when activities are aligned with the purpose and outcomes sought for a park, it is important to assess the potential impact on a park, including whether benefits of the activity outweigh disadvantages, how risks to park land and park users will be managed and any damage remediated.

Landowner authorisations may include a range of conditions to ensure the activity is well managed, including measures to reduce, or offset negative impacts of the activity and ensure it is carried out safely.

Tikanga whakaaetanga aromatawai

Landowner authorisation assessment approach

This section outlines the landowner assessment approach to inform **all** activities requiring landowner authorisation. If the activity requiring landowner authorisation has a standalone policy, this general policy should be read in conjunction to that policy.

11.1.1 Ngā Whāinga / Objectives

- (1) To ensure a consistent approach is taken to assessing proposals requiring landowner authorisation.
- (2) To ensure that the form of authorisation is appropriate to the nature of the activity

11.1.2 Ngā Kaupapa Here / Policies

- (1) Where landowner authorisation is required, then the assessment of an activity will consider:
 - (a) positive and negative impacts.
 - (b) the scale of impacts including:
 - (i) whether impacts are widespread or contained
 - (ii) whether impacts affect significant values
 - (iii) whether impacts are temporary or permanent
 - (iv) cumulative impacts resulting from similar activities over time.
 - (c) whether an activity is likely to be of high public interest, for example activities that may carry a high risk to significant park values or to the health and safety of park users and the public.
- (2) An activity requiring landowner authorisation shall be in accordance with the Reserves Act classification of the park (where applicable), and the assessment of that activity should consider:
 - (a) all principles for park management (refer to section 8.0)
 - (b) compatibility with park values and park specific information in Volume 2
 - (c) whether the activity has a community benefit component
 - (d) any reduction in open space and impact on the functionality of the park including future options to enhance the park
 - (e) any relevant policies in this plan
 - (f) whether there is a need for that activity to take place on the park, including whether alternative location/s within the park or outside the park are more appropriate
 - (g) potential impacts on current users of the park, such as any exclusive use of the park or part of the park or compromising access including access to or from water
 - (h) the capacity of the park to accommodate the activity
 - (i) any relevant bylaws and approved code of conduct for that activity.
- (3) Activities with significant impacts on a park or its users should be assessed with a high degree of rigour including expert advice where necessary to understand those impacts.

11.2 Commercial activities

Tuapapa / Background

Scope

There are a wide variety of commercial activities operating on parks across Tāmaki Makaurau / Auckland. These can be temporary such as mobile vendors (including coffee carts and ice cream vans); equipment hires (including water sports or bicycle hire); bootcamps and fitness classes; guided tours; dog training; events that charge for entry; and commercial filming.

Commercial activities may also be more permanent; and/or require a lease or a licence. Examples range from licences for grazing animals; to community leases allowing clubs to provide a bar / bistro for member use or their premises for temporary event hire. Coastal parks or destination parks may sometimes include a public kiosk or café.

Commercial trading may happen on parks; however, decisions and approvals may be required from the local board depending on the Act under which the council manages the land.

Benefits

The benefits of commercial activities may include:

- enhancement of the park user's experience by providing additional services to those normally provided on the park
- enabling a wider range of uses and activities to be undertaken, such as windsurfing or kayaking which require specialised equipment, not otherwise available to the general public
- activation of park spaces and enhancement of existing activity in the park e.g., provision of refreshments whilst watching sports games or the kids playing
- helping community groups or clubs to be financially self-sustaining
- educating people on the values of an area or park, such as through cultural or heritage tours
- showcasing a park and/or an area, such as through filming, so that others in Tāmaki Makaurau / Auckland, Aotearoa New Zealand or abroad are attracted to that park
- providing alternative ways to maintain a park and provide for a rural experience, such as through grazing.

Issues

Parks are acquired for the benefit of the community and protection of natural, cultural, recreation and amenity values, so commercial activities on parks that compromise those values are to be avoided. Commercial activity can undermine people's experience of parks, especially those parks valued as places of respite and relaxation. A dominance of commercial signage or excessively noisy activities for example may easily detract from a park. Activities like mobile vendors or commercial events may create competition for parking spaces or generate large amounts of rubbish.

It is important that commercial activities also do not compromise the natural and cultural values of a park. Assessment on the impact of a proposed activity on park values and park users is an important consideration.

Approach

A reserve's purpose under its classification places constraints on whether and how commercial activity may be allowed and how it is authorised. Public notification of a commercial proposal is sometimes necessary where it is not in conformity or contemplated in a park in Volume 2 of the plan, or where legislation otherwise requires public consultation.

Council bylaws also regulate commercial activities on parks. Refer to Appendix B for a summary of bylaws including the Public Trading, Events and Filming Bylaw 2022 and Signage Bylaw 2015 which may be especially relevant to commercial activities.

The requirements of the legislation and bylaws are both the basis for authorising commercial activities on parks. The local board's non-regulatory role in approving commercial activities on parks is managed through the landowner approval process (refer section 11.1). An exception to this is fitness training²¹ on park land, however this must not interfere with other pre-approved or booked activities such as special events or functions. Auckland Council's code of conduct for fitness trainers provides guidance on fitness training so as to support those outcomes.

Commercial filming also has a code of conduct, included in the Auckland Film Protocol 2019. The Protocol outlines the role of Screen Auckland and the process to obtain landowner approval for commercial filming on public open space.

Where commercial activities are proposed to support community outcomes (such as social enterprise) or by community groups or clubs to help support their organisation, that activity will still be examined against this policy noting that the benefits of the activity are included in the landowner assessment criteria. Where an activity is approved by the landowner, it may require a variation to the conditions of an existing lease to provide for the activity and lock in community benefits.

As with all authorisation policies, commercial activities will be assessed against section 11.1 Activities requiring landowner authorisation. New activities require careful consideration to ensure benefits to the community of the activity outweigh the negative impacts on park values and users.

Similarly, any approved commercial activity is likely to be subject to strict conditions to manage impacts on the park or park users.

11.2.1 Ngā Whāinga / Objective

- (1) To ensure the commercial use of parks occurs in ways that does not compromise park values, that encourages use of parks where they add to the enjoyment and experience of park users, is consistent with the principles for park management and in accordance with the Reserves Act and any relevant bylaws.

11.2.2 Ngā Kaupapa Here / Policies

- (1) Landowner authorisation under section 11.1 is required for all commercial activities unless provided for in policy 11.2.2(2) below.

²¹ Fitness training activities may include running groups, gym sessions, bootcamps, boxing and other training provided by outdoor fitness operators, with a maximum of 15 participants

- (2) Fitness training may occur on parks without a written authorisation provided it:
- (a) does not cause a public nuisance or public safety issue, damage park land or assets, or undermine park values
 - (b) is not restricted or prohibited in individual park information in Volume 2
 - (c) has not been temporarily restricted to protect public enjoyment or use of the park or to protect important park values, and
 - (d) complies with Auckland Council bylaws.

11.3 Community leases and licences

Tuapapa / Background

Scope

Community leases and licences provide space in parks for non-profit organisations delivering activities, services or programmes that serve community needs or enhance a park's values. A lease provides for the exclusive use of a park area or a building, while a licence provides for non-exclusive use.

Leases may be granted for facilities that are owned by the council, or by the lessee; or a mixture of both. Lease and licence areas may also contain other specialist infrastructure such as lights, courts, equestrian jumps, boat cradles etc. These are often owned and maintained by the lessee; however, in some cases, the council is the owner.

For commercial leases, refer to section 11.2 Commercial activities.

Benefits

Community leases and licences are a significant way in which the local board supports organisations that serve community needs and aspirations or work to improve parks.

Community leases and licences allow groups to carry out social, cultural, educational and recreational activities, as well as groups working to enhance reserves. Some examples are sports and recreational clubs; community groups including marae which provide youth support, child education and other social outcomes; and environmental organisations such as 'Friends of Parks' groups.

Lease and licence activities in a park can promote a lively, safe environment for other park users.

Issues

Ongoing financial sustainability is a concern for many non-profit sporting and community groups. In some cases, groups struggle to fund maintenance of facilities or other costs such as insurance or utilities.

Provision for ancillary fundraising activities often form part of leasing terms and conditions. For example, many clubs with appropriate permissions fundraise through having a bar/bistro on site for their members to socialise. A lessee's ability to be financially independent while ensuring their activities fit with the park values and outcomes sought for a park is an important consideration for new lease and licence proposals.

For lessees, having certainty that they can use an area of a park for a relatively long period is important, especially where they wish to invest in assets on the park. However, this desire needs to be balanced against the need to ensure that lessee activities continue to meet changing community needs over time. Groups may lose membership or amalgamate with other clubs to create operating efficiencies. Sometimes this leaves unoccupied structures on parks, leaving council to fund their removal or consider different uses for them.

In some cases, the issuing of a lease or licence results in the loss of open space for public use or for other park development, with this being weighed against the potential benefits to the community. As Tāmaki Makaurau / Auckland intensifies, the pressures on park land intensify both for open park land, but also from groups seeking community leases or licences.

Approach

Leases and licences may be granted over Reserves Act and LGA land.

The Reserves Act prescribes when and how leasing and licencing may be approved on reserve land according to its classification or purpose (refer to section 9.0).

Volume 2 of this plan, covering the individual parks, identifies where leasing or licencing activities are currently contemplated on a park and the type of activity that is contemplated.

The Community Occupancy Guidelines 2012 (currently under review) provide more detailed guidance on the considerations, process and costs related to processing lease and licence agreements. Lease and licence agreements may include conditions to support community outcomes such as sharing of facilities and requiring membership fees to be reasonable. Similarly, they may include conditions to protect the park environment, the health, safety and wellbeing of visitors, and to facilitate park operations.

It is important that lessees and licensees review their agreements when planning new activities, changes to their operating hours or construction of new assets on the park including building additions or extensions. This is because new activities, unless already provided for in their agreement with council, may require a separate authorisation from the council through the landowner approval process, in addition to a regulatory consent such as building consent.

At times, the council may also enter into partnering agreements with organisations including lessees and licensees to provide community services or support outcomes in a local community. Refer to the Facilities Partnerships Policy 2018 and the Increasing Aucklanders' Participation in Sport Investment Plan 2019-2039 for more information.

11.3.1 Ngā Whāinga / Objectives

- (1) To protect park values and outcomes sought for the park including minimising loss of public access when considering any community lease or licence arrangements.
- (2) To support activities that meet community aspirations, enhance environmental outcomes and activate and enhance parks and people's experience of them.

11.3.2 Ngā Kaupapa Here / Policies

- (1) The assessment of an application for a community lease or licence should consider the landowner authorisation assessment approach in section 11.1 and the following:
 - (a) options to provide for shared use or public use and access to park space or facilities where appropriate.
 - (b) any sport or recreation or community needs provision plan or assessment, and compatibility with a network view of the need for that activity to occur on a park.
 - (c) the viability of the proposed activity.

Ngā huihuinga me te kōkiritanga

11.4 Events and activation

Tuapapa / Background

Scope

Upper Harbour parks host a wide range of events for the public to enjoy, from small private events like weddings to large events and festivals which showcase the area. Many public events are supported by the local board including Movies in Parks, Music in Parks, Anzac Day commemorations and Christmas events.

For the purposes of this policy, events are defined as an organised temporary activity that takes place on one or more days²². For the avoidance of doubt, events do not include regular bookings of sports fields or courts for sporting use, volunteer groups gathering for restoration working bees in a park, or classes and training provided by outdoor fitness operators.

Benefits

The benefits of events include:

- bringing local people together to share memorable experiences
- celebrating Tāmaki Makaurau / Auckland and its people
- supporting a Māori identity
- commemorating and respecting important occasions
- activating Upper Harbour parks
- profiling Upper Harbour and Tāmaki Makaurau / Auckland
- celebrating different cultures and increasing cultural awareness
- invigorating the local economy, including supporting town centres close to parks.

Issues

The issues related to events on parks include:

- protecting important park values from the impacts of large groups of people and event infrastructure; including risks to cultural, historic, natural and recreational values
- reinstating parks after the event to at least the same condition as before the event
- managing impacts on other park users including impacts relating to noise, lights, vibration, areas of park closure
- managing access, traffic and parking within the park.

Approach

Auckland Council's Events Policy sets out why and how Auckland Council is involved in events.

²² Has the same meaning as in the Public Trading, Events and Filming Bylaw 2022; see Appendices for definition.

Those wishing to run an event on an Upper Harbour park will need to seek authorisation as outlined in this policy.

All events must comply with relevant bylaws (for example Public Trading, Events and Filming Bylaw 2022) and seek regulatory approvals such as resource consent as appropriate. Refer to the Auckland Council [website](#) for further guidance on when and how to apply for an event permit.

Volume 2 of this plan also signals particular parks where the local board has signalled intentions to better support events (e.g., through provision of permanent infrastructure) or to restrict events to manage negative impacts including cumulative impacts.

11.4.1 Ngā Whāinga / Objective

- (1) To maximise community use of parks through events which are consistent with the park values and provide benefit to the community.

11.4.2 Ngā Kaupapa Here / Policies

- (1) The landowner approval assessment of event proposals should consider the relevance of the objectives and the landowner authorisation assessment approach in section 11.1 and the following:
 - (a) consistency with other approved park authorisations, leases and licences.
 - (b) measures to manage negative impacts of the activity on the park and other park users including travel demand management, appropriate set-up and clean-up activities, and waste management.
 - (c) the track record of organisers in managing events appropriately.
 - (d) the requirement for rest periods for popular event locations where grass surfaces need time to recover and/or the local community can enjoy the park.

11.5 Overnight Accommodation

Tuapapa / Background

Scope

Overnight accommodation in this plan includes both outdoor camping and indoor accommodation on parks. Outdoor camping ranges from formalised campgrounds to informal camping on open spaces within parks. It includes freedom camping on parks and rough sleeping. Indoor accommodation is often associated with particular lease activities where accommodation is ancillary to the lease purpose.

Benefits

Overnight accommodation helps to keep parks safe where campers provide more eyes on the park.

Camping is an experience which brings people closer to nature and offers opportunities for education or to experience a different environment.

Indoor accommodation on leased premises such as a marae can support activities provided at that location, such as the hosting of tangi at a marae; or may be provided as part of education and youth development of tamariki (children) and rangatahi (youth / younger generations).

Issues

Outdoor camping requires appropriate facilities nearby to support campers including toilets, potable water or wastewater disposal sites. In some cases, campsites are not tidied by campers or litter is left on the park. This can be especially problematic in summer when large numbers of freedom campers seek sites within Tāmaki Makaurau / Auckland. The limited supply of freedom camping sites causes overcrowding, illegal camping and increased tension with residents and other park users.

The safety of campers, especially young people, may also be a concern. Conversely, campers on parks may make other park users feel unsafe.

Approach

Overnight accommodation on parks and reserves can be regulated by the council through a combination of the Reserves Act 1977, Local Government Act 2002 and Freedom Camping Act 2011, and any bylaws made under these Acts²³.

Reserves Act 1977

Section 44 of the Reserves Act does not permit use of a reserve for personal accommodation, including camping, unless an exception under the Act applies.

Exceptions can apply where consent is granted by the Minister of Conservation (which is delegated to Auckland Council), or if the exception is defined in Volume 2 under the individual park section of this management plan. In regard to indoor accommodation within a leased area, provision of accommodation must be explicitly agreed in the lease.

²³ Currently the Public Safety and Nuisance Bylaw, and Freedom Camping Bylaw.

Volume 2 does not currently provide for overnight accommodation on Reserves Act land. However, this authorisation policy provides direction for future decisions about overnight accommodation in Upper Harbour parks should an opportunity arise.

Local Government Act 2002

The Public Safety and Nuisance Bylaw 2013, enacted under the Local Government Act, currently prohibits staying in a tent overnight in a park²⁴ unless prior written approval has been obtained from Auckland Council.

Council has also retained a number of legacy freedom camping bylaw provisions, which are collated in the Te Ture ā-Rohe Noho Puni Wātea ā-Waka 2022 / the Freedom Camping in Vehicles Bylaw 2022. This bylaw currently prohibits overnight accommodation in vehicles except in designated areas.

Freedom Camping Act 2011

Under the Freedom Camping Act 2011, freedom camping is permitted in any local authority area unless it has been restricted or prohibited in a bylaw or other enactment.

Council regulates freedom camping on land held under the Local Government Act 2002 through a bylaw made under the Freedom Camping Act 2011. Refer to Te Ture ā-Rohe Noho Puni Wātea ā-Waka 2022 / the Freedom Camping in Vehicles Bylaw 2022 for general rules and where freedom camping is restricted or prohibited.

11.5.1 Ngā Whāinga / Objective

- (1) To ensure, where overnight accommodation is proposed, that it occurs in a way that does not compromise park values and is consistent with relevant legislation and bylaws.

11.5.2 Ngā Kaupapa Here / Policy

- (1) Subject to the Reserves Act and any relevant policies and bylaws, the assessment of an application for overnight accommodation should consider the authorisation assessment approach in section 11.1, and access to amenities such as toilets and potable water.

²⁴ The Local Government Act 2002 s. 138(2) defines a park: (a) means land acquired or used principally for community, recreational, environmental, cultural, or spiritual purposes; but (b) does not include land that is held as a reserve, or part of a reserve, under the Reserves Act 1977.

11.6 Plaques and memorials and the scattering of ashes

Tuapapa / Background

Scope

Parks are often seen as desirable places to commemorate people and events through plaques and memorials and the scattering of ashes.

Plaques and memorials are often proposed to commemorate people, groups or events of significance to the community, region or nation. Plaques can also be used for other purposes such as showcasing the heritage of a place or creating a trail through a park. In this policy, plaques refer only to those commemorating a particular person or event.

Memorials may take the form of monuments such as obelisks, statues and pillars, other structures such as gates or artworks. They may also take the form of landscaping or planting.

Plaques (typically a metal plate fixed to surfaces like a park bench) are frequently requested by members of the public to celebrate the life of loved ones who have passed, especially where that person had a particular personal connection with a park.

Similarly, people often request to scatter the ashes of a loved one on parks or into waterways within parks. In some cases, memorials are created through planting a tree in memory of a person, or to celebrate new births.

Benefits

Plaques and memorials offer most benefit where they commemorate people or events of significance to the wider community. They may help build understanding across cultures, serve as a reminder of historical events or societal culture or have education benefits.

There may be times when memorials tell uncomfortable or emotive stories to help raise awareness of key issues and build understanding.

Some memorials are works of art in their own right and may be appreciated for their own particular heritage values.

Issues

Plaques and memorials within parks can create a feeling of solemnity and exclusivity. The message and the atmosphere created by their presence is not always appropriate or conducive to the use and enjoyment of the park by the general public.

The acknowledgement of particular people or events may also reflect outdated historical perspectives. For example, many historic memorials reflect only one side of the narrative around Māori-Pākehā relations that is frequently unfavourable to Māori.

Careful consideration needs to be given to the appropriateness, scale, quantity and location of plaques and memorials to ensure they do not detract from the natural setting of a park or create clutter. This is especially important as the removal of plaques and memorials later is frequently an emotive issue.

Planting a tree or other plant as a memorial can also be problematic because of this emotional investment where those trees or plants do not thrive or need special maintenance.

Scattering of ashes is a very personal and sensitive matter. Different cultures have different ways of dealing with cremation and the disposal of ashes. Scattering ashes on park land can affect grass on sports fields and plants within public gardens and be unsettling for those maintaining or enjoying these spaces. Instead, the council provides areas for ash scatterings at North Shore Memorial Parks, Waikumete Cemetery and Manukau Memorial Gardens. However, dispersal of ashes in waterways is a special part of the beliefs of some religions; and there is currently no water-based ash scattering areas in council cemeteries. Scattering of ashes in water is culturally inappropriate for Māori.

Approach

In general, plaques and memorials are supported only as a record of significant events or people and only where they enhance a park and where the negative outcomes such as feeling of privatisation and impact on the enjoyment of the park or park values are avoided. In general, parks in town centres such as squares and plazas, which have a high degree of landscaping, are considered more appropriate spaces to recognise significant events or people.

Plaques and memorials relevant to the local context are preferred. For memorials of regional or national importance, this may mean looking across the region or outside of Tāmaki Makaurau / Auckland to consider the best location for a memorial and to coordinate regionally or nationally to commemorate an event in a particular location instead of installing a memorial.

With the exception of closed cemeteries, it is not considered appropriate to place personal plaques or memorials within parks. Instead, it is preferred that people consider other options such as holding a private event in the park or improving parks in commemoration of a loved one. This can be through initiatives such as taking part in volunteer planting, donations or granting permission to tell significant stories in educational material such as park pamphlets. There are many alternatives to memorialising loved ones outside of parks. This includes sponsoring projects or education of others, donations to charities, or creating memories through digital platforms and websites.

Reviewing outdated plaques and memorials is an important aspect of managing parks. Providing a more balanced historical view reflective of the history of the place or people of the area may mean adding or revising existing messaging on plaque and memorials. Removal of plaques and memorials may also be required when they are cluttering a park, impacting options for renewal or park improvements or reducing people's enjoyment of the park.

It is important to work with mana whenua, heritage specialists, and a range of community stakeholders when reviewing existing plaques and memorials to ensure different views are considered.

The scattering of ashes in parks however is not permitted unless it is an area especially designated for that purpose. Noting that dispersal of ashes into waterways is a special part of the cultural beliefs of some religions, the local board supports education around the adverse impacts of scattering ashes.

Personal plaques, memorials and interment of ashes may be appropriate on closed cemeteries, such as Albany Village Cemetery, that are in scope of this plan. However, these closed cemeteries are considered heritage areas and have protections under legislation to protect those heritage values. It is important that proposed plaques and memorials are consistent with heritage values. The Cemeteries and Crematoria Code of Practice 2014 also provides guidance for certain activities in closed cemeteries including ash interments.

11.6.1 Ngā Whāinga / Objectives

- (1) To limit the provision of commemorative memorials and plaques to those associated with a public figure, group of people or event of particular significance to mana whenua or the community that is relevant to the proposed park location.
- (2) To encourage people seeking personal plaques and memorials to consider other more appropriate ways to commemorate people, groups or events.
- (3) To work with mana whenua and communities to update cultural narratives associated with existing plaques and memorials where the opportunity arises.
- (4) To support education on the inappropriateness of scattering ashes in waterways in te ao Māori and the negative impacts of scattering ashes on park values.
- (5) To enable the removal of existing personal plaques or personal memorials in association with improvements to a park or its assets.
- (6) To allow for the continued provision, maintenance and renewal of personal plaques and memorials in closed cemeteries subject to the relevant regulatory approvals and specialist advice.

11.2.2 Ngā Kaupapa Here / Policies

- (1) The assessment of applications for plaques and memorials should consider the landowner authorisation assessment approach in section 11.1. They will no longer be permitted unless:
 - (a) they are associated with a grave within a cemetery, or
 - (b) have some relevance to the proposed location and are associated with a public figure, group or event of significance; being a person, group or event of enduring interest to mana whenua and/or the wider community.
- (2) Encourage those seeking new plaques and memorials to instead consider other ways to commemorate people or events including hosting events or donating to planned park improvements (for the removal of doubt; noting that no plaque or memorial would be attached unless the criteria of policy 12.6.2(1) are met).
- (3) Work with mana whenua as early as possible to consider proposed plaques and memorials including their location and interpretation.
- (4) Removal of existing personal plaques or personal memorials may be required where:
 - (a) improvements or enhancements to the park are approved; or
 - (b) an associated park asset (such as park benches with plaques) is to be renewed; or
 - (c) the plaque or memorial has fallen into disrepair
 - (d) the plaque or memorial has not been approved.
- (5) Where personal plaques or personal memorials are proposed for removal, the council will make all reasonable efforts to notify the applicant or family.

11.7 Public and private utilities

Tuapapa / Background

Scope

Utilities in this plan refers to infrastructure providing tele- or radio communication services, electricity transmission services, and provision of systems for water, wastewater and stormwater. Examples include cell towers, power lines, transformers, scientific monitoring and research infrastructure, water pipes, filtration systems and pumpstations for water, wastewater and stormwater.

Benefits

Public and private utilities may unlock adjacent land for development, enable growth or provide essential services to the community.

In the case of stormwater treatment infrastructure, it may improve quality of water in the catchment.

In some instances, the provision of new infrastructure can improve park outcomes or support public use of a park. An example is stormwater infrastructure that may re-establish a wetland area in a poorly drained park, enhanced with walkways and planting.

Issues

The open spaces of parks are often perceived as convenient and logical places to locate public and private utilities, or the provision of public services may be one of the functions a park was acquired for. However, the placement of public and private utilities on parks and their cumulative impact can result in:

- restrictions on public access, use and future development (for example, underground pipes or overhead wires may restrict building or planting)
- negative impacts on park values including natural, cultural, heritage and recreational values
- decrease in the amenity of a reserve
- temporary loss of parkland and negative impacts on the park during installation or maintenance.

Approach

In general, the Upper Harbour Local Board does not support the use of park land for private infrastructure unless there is a clear benefit, especially to the park, or the negative impacts of the activity to the park have been addressed. As with all authorisation policies, applications to install utilities on parks will be assessed against the authorisation assessment approach in 12.1. Where new infrastructure or upgrades of existing utilities are being proposed, the council may review options to improve the utility to better fit with the park to address issues such as those noted above. Examples include the undergrounding of utilities, including screening such as planting or designed feature screens, reducing size of structures or improving their amenity of the park.

Section 48 of the Reserves Act prescribes how easements for utilities will be considered and when the proposal will require public notification.

Section 48A of the Act addresses how proposals for telecommunication stations will be assessed and when public notification will be triggered.

An easement may give a right of access or right to lay infrastructure.

11.7.1 Ngā Whāinga / Objectives

- (1) To generally avoid public and private infrastructure being located on parks where it restricts or prevents current and future use, enjoyment and development.
- (2) To not grant approval for new utilities where they can be located or provided for outside of parks unless it aligns with the classification of Reserves Act land.
- (3) To support the installation of utilities that provide for park operations and recreational use of the park (e.g., water for park users; transformers for sports field lighting) or support public safety in parks and adjacent coastal areas (e.g., tsunami sirens, Safeswim communication and water supply infrastructure).

11.7.2 Ngā Kaupapa Here / Policies

- (1) The development of utilities on parks will not be approved except where alternative locations are not considered reasonably practicable and where they meet the requirements of the Reserves Act 1977 for park land held under that Act.
- (2) Landowner assessment of an application to locate utilities on a park or to upgrade an existing utility will consider the landowner authorisation assessment approach in section 11.1 and the following:
 - (a) measures to reduce the impact of utilities on future development or enhancement of the park e.g., locating utilities including pipelines around the perimeter of the park
 - (b) co-siting with existing compatible park and utility structures
 - (c) minimising the footprint of structures
 - (d) options to hide, screen or improve the visual impact of infrastructure and/or to improve park values
 - (e) measures to reduce the impact of utilities on important park values for example, options to enable fish passage or minimise stream erosion.
 - (f) proposals to offset adverse impacts in circumstances where utilities cannot be located elsewhere
 - (g) details of alternative locations and options considered and why alternative locations and options are not considered practicable.
- (3) Relocation or removal of existing utilities may be sought by the council:
 - (a) on termination or expiry of lease, easement or right of way for a utility
 - (b) where the utility has become redundant
 - (c) where changes are proposed to improve the park for recreational or community use or enhance park values
 - (d) where impacts of the utility on public access and enjoyment are considered inappropriate.

