Wāhanga D – Ngā Kaupapa Here Papa Rēhia Noa

Part D - General Policies

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, classifications and management focus areas in Part C of Volume 1, and the parks specific information in Volume 2.

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

Ngā Kaupapa Here Whakahaere Papa Rēhia

11.0 Park Management Policies

Te tomo mai me ngā tūnga waka

11.1 Access and parking

11.1.1 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 this includes 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 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; without impacting public safety. Examples include avoiding the use of stairs where possible, installing handrails and using colour and tactile strips to assist with safe navigation.

The progressive implementation of the Devonport-Takapuna greenways plan will see improved connections to and through parks that support active transport, such as walking or cycling.

It is not possible to provide fully accessible paths in every park, or for every type of recreational use, given limited park space, the need to protect important natural, historic or cultural park values, and the steep nature of some Devonport-Takapuna parks.

While the local board seeks to provide a variety of 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. For example, walkers may be surprised or feel unsafe on narrow tracks or paths shared with cyclists. Similarly, mountain bikers often need dedicated trails unimpeded by walkers. 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 due to 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 rāhui[6] 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 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.

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 Vehicle Use and Parking Bylaw 2025 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 Devonport-Takapuna parks. Access and control of dogs are regulated by the council's Dog Management Bylaw. The Dog Policy 2019 includes Schedules that list where dogs access is allowed or prohibited on both LGA and reserve land, and any access restrictions.

11.1.2 Ngā Whāinga / Objectives

(1) To improve and manage access to and through parks recognising the need to support a range of forms of transport such as walking, cycling and use of micromobility solutions such as e-scooters, e-bikes and access by emergency vehicles.

(2) To minimise the need for new car parking areas and roads on parks.

(3) To balance recreational access with the protection of environmental and heritage values.

11.1.3 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, those with disabilities and access needs, while safely managing conflicts between different modes of transport. Where paths are shared across modes (walking, cycling, horse riding) users are encouraged to 'share with care' by being responsible for their own safety and being courteous to others. This will be supported by appropriate signage including of hazards, and progressive upgrade of shared use paths to conform to best practice where possible.

(b) impacts on park values, existing users and alternative locations to support access to or within a park or provide for recreational access on a different park

(c) design to enable better accessibility and use, for all people regardless of their age, size, ability or disability. Examples include installing signage, removal or reorientation of physical barriers for ease of access for pedestrians or micromobility users.
(d) environmentally sensitive design.

(2) 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, such as Devonport-Takapuna Greenways network plan.

(3) When developing carparks and access roads, consider the Park development policies in section 11.9 and the following:
(a) providing carparks 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 park[1]
(b) locating these closest to site boundaries and/or adjoining roads to minimise the loss of usable recreation space, while avoiding impact on sports fields' layout and use.
(c) provision of service and emergency access, accessible parking and/or drop-off spaces for those with limited mobility or a disability, or those carrying heavy equipment for park use
(d) incorporating water sensitive design to reduce and treat stormwater runoff (refer to section 11.15 Water).

(4) 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 ways of transport
(d) managing unauthorised exclusive use by community organisations and clubs; or unauthorised use by non–park users, such as commuter parking or business parking
(e) managing access roads to ensure these are clear for emergency service vehicles.

(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:

(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 adverse impacts on other important park values including natural, historic, recreational or cultural values
(g) there are concerns for the safety of the public such as conflicts between pedestrians and users of micromobility solutions
(h) there are risks from natural hazards such as during times of extreme fire danger and flooding
(i) a rāhui is in place.

(6) Subject to an assessment against the authorisation assessment approach in section 12.1, grassed areas of parks may be set aside at the discretion of the council for overflow parking at specified times.

[1] 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).

(7) Work with Auckland Transport to improve open space outcomes including:
    (a) access to parks via the road network
    (b) where unformed legal road acts as a park

Ngā Whare

11.2 Buildings

11.2.1 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. Refer to section 11.7 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 a 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 (often resulting in buildings falling into a state of disrepair) or removal at the expiry of the lease
- clutter of buildings impacting park amenity and experience including open space values
- underutilisation of buildings and especially heritage buildings for which retention is desirable but there is no current use.

When considering proposed buildings, the Devonport-Takapuna 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.

11.2.2 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 management focus areas and 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.

11.2.3 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 12.1 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 11.7 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 design[2].
   (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.

[2] 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.

(g) The financial viability of the proposal including funding to construct the building and fund ongoing costs of maintenance.
(h) Establishing clear time limits for temporary or relocatable buildings and structures.

(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 11.2.2(1).

Te rerekētanga o te āhuarangi me ngā pūmate toko noa

11.3 Climate change and natural hazards

11.3.1 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.

Climate change will result in changes to natural physical processes, ecosystems, and habitats. Altered weather patterns may increase pest plants and animals and the spread of pathogens. Risks from natural hazards are expected to increase due to 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.

Given its significant stretch of approximately 26km of coastline, coastal hazards are a critical consideration for Devonport-Takapuna. 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. Where suitable, maintaining reserves to provide recreational opportunities and enhance biodiversity is essential. Implementing measures to improve water quality in local waterways, including stormwater management and pollution prevention, is also a priority.

Council takes a comprehensive approach to managing coastal hazards, guided by its Coastal Management Framework for the Auckland Region (2017) and strengthened by the Shoreline Adaptation Programme. This programme has delivered 20 Shoreline Adaptation Plans across all coastal local board areas, providing 100 year strategies for erosion, inundation, and sea level rise. 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.

In addition to adapting to coastal threats, the Council faces increasing risks of reserve flooding due to climate change. The Making Space for Water (MSFW) Programme focuses on creating spaces that can absorb and manage stormwater, thereby reducing the risk of flooding and improving water quality. Water outcomes should therefore be planned at a catchment scale, informed by mana whenua, and explicitly account for cross-boundary decisions that affect climate resilience, mauri, and hydrological health.

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 parkland and restore natural ecosystems to add to carbon sequestration and reduce the urban heat island effect. Encouraging sustainable practices in the use and management of reserves, such as waste reduction, recycling, and energy efficiency, is crucial.

Additional planting on some reserve classifications must also be balanced with the need to provide open space for sporting activities and public enjoyment. Sections 11.2 (Buildings), 11.9 (Park Development), and 11.14 (Trees, Plants, and Animals) include policies to support these outcomes.

11.3.2 Ngā Whāinga / Objectives[3]

(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.

11.3.3 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 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.

(2) Management of natural hazards on parks should consider:
   (a) options to minimise interference to natural processes and natural resources; and
   (b) assessment of the risks to people, parkland, park infrastructure and park values, including historic and cultural heritage, recreational and community values[4].

(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 Adaptation Plan and/or coastal asset management plan
   (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.

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[3] Also see sections 11.1 Access and parking and 11.14 Trees, plants and animals.

[4] Refer to Fire and Emergency New Zealand's Fire Plan for Tāmaki Makaurau when assessing the risk of fire in parks.

(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 12.1 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

impacts on coastal processes, natural character, ecological processes and indigenous vegetation especially canopy trees.

Ngā auraratanga

11.4 Encroachments

11.4.1 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 have a detrimental impact on the park as often there is no public benefit; they provide benefits to private property owners on sites neighbouring park land.

Encroachments can range from significant structures like buildings, decks, driveways, seawalls and boat ramps to gardens, landscaping and fencing. Encroachments include temporary or relocatable items such as trampolines, vehicles or boats. They also include materials e.g. storage of building material from adjacent building sites.

The Devonport-Takapuna Local Board is aware that there are existing encroachments located on park land within the local board area.

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, especially along esplanade reserves
- restrict the future use and development of park land or lead to permanent loss of park land
- create a perception that public land has been privatised, which can decrease the public enjoyment and use of the park
- negatively impact visual and physical amenity and natural, cultural or other values of the park
- 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.

Encroachments from gardens can also be problematic as they have the potential to introduce pest plants and animals into a park and may result in the public thinking areas are private property and not parkland. The local board is committed to raising community awareness about these issues as outlined in section 11.14 Trees, plants and animals.

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 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 given 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.

11.4.2 Ngā Whāinga / Objectives

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

11.4.3 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.

Āhuatanga pūtaiao ā-nuku, ā-horanuku hoki

11.5 Geological and landscape features

11.5.1 Tuapapa / Background

Local parks contain examples of geological features and landscapes unique to the Devonport-Takapuna area and the wider region. Geological features provide insight into Tāmaki Makaurau / Auckland's volcanic past. 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 coastal character, volcanic and natural features within the Devonport-Takapuna area are a major contributor to its recreation opportunities; scenic views within and beyond local parks are highly valued by the community.

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.

11.5.2 Te Whāinga / Objective

(1) To identify, protect and interpret significant geological features, landscapes and viewshafts in parks.

11.5.3 Ngā Kaupapa / Policies

(1) Work with mana whenua to identify, protect, enhance and interpret significant geological features, landscapes and viewshafts within parks[5]; 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/or management focus area, 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.

[5] In this plan, we only consider viewshafts 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 viewshafts and key amenity values, as indicated in the park specific information in Volume 2 or where assessed by appropriate specialists to be significant; provided this is consistent with the protection of ecological, historic, and cultural values. Where conflicts arise, ecological and cultural values take precedence over viewshaft protection to safeguard native flora and fauna.

Tukunga iho onamata, ahurea hoki

11.6 Historic and cultural heritage

11.6.1 Tuapapa / Background

Devonport-Takapuna 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).
- 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 and rural halls, defence and coastal structures, memorials or monuments.
- Historic cemeteries and sites of spiritual significance including urupā.
- Historic gardens, plantings, landscapes and parks.

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—whether previously unknown or already identified—the Auckland Unitary Plan Accidental Discovery Rule still 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, avoiding disturbance of areas with historic and cultural heritage values is preferred. This means that park development proposals should review options to locate facilities or other improvements elsewhere where archaeological sites are identified. Where archaeological material is disturbed, options should focus on 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.

11.6.2 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 reflect historic and cultural heritage values in the development of parks.

11.6.3 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.
(1) 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) compatibility with the park's Reserves Act classification and/or management focus area (if any), park management principles, park values and park specific information in Volume 2
    (d) engaging with historical societies and other relevant community groups involved in the research and preservation of local heritage.

(2) Encourage public appreciation and enjoyment of historic and cultural heritage in parks through education, public art, interpretation and opportunities for community participation and involvement.

(3) 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 11.9 Park development, 11.10 Park and park feature naming and 11.13 Signage, information and interpretation).
(4) 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.
(5) 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.
(6) Where archaeological materials (excluding human remains) are proposed to be relocated in order to facilitate park development, work with mana whenua to consider:
    (a) the appropriateness of relocation including options to retain the materials as close as possible to where they have been discovered; and
    (b) options to rebury, reuse or protect the materials.

Ngā hua ka puta ki te mana whenua me te Māori

11.7 Mana whenua and Māori outcomes

11.7.1 Tuapapa / Background

Increasing the visibility of Māori culture within our parks and partnering with Māori 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:

- mana whenua[6] are hapū or iwi with ancestral relationships to certain areas in Tāmaki Makaurau where they exercise customary authority.
- mataawaka7, are Maōri who live in Tāmaki Makaurau and are not in a mana whenua group.
- This section aligns with earlier commentary under Section 5.1.1, Relationship with Mana Whenua, and should be read in conjunction with that section.

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-

[6] Refer to the Local Government (Auckland Council) Act 2009 for their complete definition.
[7] Refer to the Local Government (Auckland Council) Act 2009 for their complete definition.

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.

This section should be read alongside Section 5.1.1, Relationship with Mana Whenua, as it reinforces and builds on the principles outlined there. Further guidance is provided in Section 8.0, Principles for Park Management, which sets out how these partnership commitments are applied in practice across the park network.

11.7.2 Ngā Whāinga / Objectives

(1) To partner with mana whenua in managing 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 wellbeing.

11.7.3 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 on whether parks with cultural significance would benefit from a co-management or co-governance arrangement.

(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 11.10 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 rāhui.
   (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.

Whakawhanaketanga i ngā papa rēhia

11.8 Park development

11.8.1 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 recreation use or to upgrade existing parks. It can involve creating new infrastructure like playgrounds, toilets, changing rooms, shade sails or drinking fountains. The development of tracks, shared paths and boat launching facilities can provide important connections to recreation and community facilities, and access to the coast for beach and water-based activities. Park development also includes installation of signage for directions, information sharing or story–telling; this is also covered by the Signage and interpretation policy.

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. An example of this is to increase the provision of shade for park users, especially around playgrounds. 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.

11.8.2 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.

11.8.3 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 following:

    (a) compatibility with the park's management focus area (if any)
    (b) all principles for park management (refer to section 8.0)
    (c) compatibility with park values and park specific information, including management intentions, in Volume 2
    (d) any relevant policies in this plan
    (e) outcomes and recommendations of spatial plans, service or needs assessments and other relevant specialist assessments
    (f) the financial viability of the proposal including funding to construct and maintain the development
    (g) the potential to work with partners to deliver the park development
    (h) the location of network infrastructure such as electricity transmission lines
    (i) the risk and impacts of any environmental hazards and how those will be avoided, remedied or mitigated
    (j) the Auckland Design Manual and how best to support:
        (i) environmental sustainability
        (ii) public safety, including the prevention of crime and sun protection
        (iii) universal design[8]
        (iv) technologies or design that enables greater, more flexible use and health promoting environments.

(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 Significance and Engagement Policy and the principles of consultation in the Local Government Act 2002 including:

    (a) the nature and significance of the development

[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.

(b) the likely level of public or stakeholder interest in the proposed development.
(c) whether the views and preferences of key stakeholders, such as leaseholders, park users and the public are already known through relevant recent consultation
(d) the degree of information provided on park development in the individual park set out in Volume 2.

(5) When planning the development or renewal of tākaro (play) spaces consider providing for a range of play experiences in the park and across the wider network, including exploring opportunities beyond formal playgrounds such as nature play, māra hūpara (traditional Māori playgrounds) and opportunities to provide for play programmes and events. The overall play provision will endeavour to cater to the play aspirations of tamariki (children) and rangatahi (young people), recognising the diversity of abilities and interests, and provide for both informal and organised play such as pop-up play events and play groups.

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

11.9 Park and park feature naming

11.9.1 Tuapapa / Background

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

In the past, many parks have been informally named for administrative purposes, frequently after the nearest street in the locality. In some cases, names of high-profile parks have been specially chosen, often favouring European heritage. While it is important to capture those stories, it is recognised that Māori heritage and stories have not been well acknowledged. Naming or renaming parks with a Māori name also makes a significant contribution to increasing the visibility of te reo Māori 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.

The Devonport-Takapuna Local Board is supportive of redressing the cultural imbalance in the naming of parks, by raising the profile of te reo Māori names, an official language of Aotearoa New Zealand, recognised as a cultural treasure (refer Auckland Council's Māori Language Policy, 2016).

By engaging with mana whenua on the cultural and historical associations of the land it provides mana whenua with the opportunity to:

- recognise and celebrate the significance of mana whenua stories
- recognise Māori names as entry points for exploring historical narratives and customary practises - this can be incorporated into the development of sites and enhance sense of place connections
- research the use of correct Māori names, including macrons
- recognise Māori place names through signage and wayfinding.

In partnering with mana whenua to provide names for parks, the Devonport-Takapuna Local Board recognises the importance of respecting as taonga the names presented by mana whenua including the reinstatement of original Māori place names. This means that the local board may consult on the intention to invite mana whenua to provide a name for a park or park feature but will not publicly consult on the name that is received.

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

Section 16 (10) of the Reserves Act outlines the procedure for formally declaring by gazette names or renaming reserves.

11.9.2 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.

11.9.3 Ngā Kaupapa Here / Policies

(1) When reviewing the name of a park or a park feature the local board will either work with mana whenua to identify a name, or invite mana whenua to provide a name (which may form part of a dual name).
(2) Where mana whenua have been invited to provide a name for a park or park feature this will be honoured by using that name.
(3) 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.
(4) The local board may consult with the community or with relevant community groups (such as historical societies) about any proposed name for a park or park feature or the intention to invite a name to be provided for a park.
(5) 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.

(6) 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.
(7) If an English or other language 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.
(8) 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 11.13 Signs, information and interpretation.

Te tūonohono ā-hoa me ngā mahi tūao

11.10 Partnering and volunteering

11.10.1 Tuapapa / Background

Volunteer groups and partnering with third party organisations play a unique and invaluable role in the advocacy, planning, development and care of Devonport-Takapuna 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 general park care; to delivering youth programmes, early childhood education, community gardening, and other community services; to supporting sports and recreational activities, as well as raising awareness of and monitoring 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 11.9 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 Devonport-Takapuna Local Board seeks to partner with mana whenua in managing 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 supports cultural safety.

Large numbers of volunteers contribute to maintaining and improving local parks in Devonport-Takapuna. Initiatives such as Restoring Takarunga Hauraki and Forest and Bird operate on a broader scale in the local board area, while localised planting and weeding activities are carried out by groups like Pupuke Birdsong Project in the Wairau Catchment and Friends of Mt Cambria at Takararo / Mt Cambria Reserve. Many of these volunteer organisations and their efforts are acknowledged in Volume 2 of the plan. The local board's relationship with its widespread volunteer network is supported through the policies below and section 11.14 Trees, plants and animals.

11.10.2 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.

11.10.3 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 including:

   (a) providing 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 each other's 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 12.1 and be formalised with an agreement.

Ngā mahi a te rēhia me te whakangahau

11.11 Recreational use and enjoyment

11.11.1 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.

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

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.

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 12.1 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 11.1 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 the Appendices to the plan.

11.11.2 Te Whāinga / Objective

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

11.11.3 Ngā Kaupapa Here / Policies

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

(3) 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 recreational needs or as identified in this plan (refer also to section 10.0 Management focus areas, and 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 and educate and encourage park users to be considerate of other park users and take responsibility for the safety of their 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 Auckland Council's Waste Management and Minimisation Plan.

(4) 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.
   (h) Working with Auckland Transport on providing public transport that is accessible to parks.

Tohu, ngā pārongo me ngā whakamārama

11.12 Signs, information and interpretation

11.12.1 Tuapapa / Background

Signs on parks generally serve to:

- Raise awareness of the park's location, particularly where it is not easily visible from the street.
- Inform park users about recreational facilities, opportunities, or upcoming events.
- Share the story of the park or its wider cultural landscape.
- Highlight significant natural values.
- Provide wayfinding and directional information for access, paths, and facilities to encourage use of the whole park.
- Communicate important safety and operational information, such as hazards, water quality, park closures, gate closing times, relevant bylaws and rules, and ways to contact council to report maintenance issues and other matters.

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 and 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 Devonport-Takapuna area. Recognising Māori place names can be an entry point to exploring narratives and customary practises. Park entry and interpretative signs are another way to recognize the ethnic diversity of the local board territory, highlighting significant places and stories from different cultures (also refer to section 11.10 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 Signs Bylaw 2022 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 12.1 Activities requiring authorisation.

11.12.2 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.

11.12.3 Ngā Kaupapa Here / Policies

(1) When planning the design, content and location of new or replacement signs or information, consider the Auckland Council's Māori Language Policy 2016 and the Auckland Design Manual; including the following:

  (a) ensuring that information on signs is current and relevant to visitors and facilitates understanding, appreciation, enjoyment and protection of reserves
  (b) integrating signs into the park so they do not detract from natural and cultural values or amenity of the park
  (c) combining signs as much as possible to reduce clutter and maintenance
  (d) attaching signs to buildings where practical
  (e) options to make the sign or information more accessible to people of different ages and abilities such as icons or symbols and high contrast print.

(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 Devonport-Takapuna 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

11.13 Trees, plants and animals

11.13.1 Tuapapa / Background

The parks network in Devonport-Takapuna 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, 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 metres[9]. 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.

Climate change, through increased rainfall and milder winters, is creating conditions that favour more rapid growth and spread of invasive species, increasing reinvasion pressure and reducing the effectiveness of isolated weed control. This reinforces the need for integrated management approaches that combine weed removal, appropriately selected native planting, and culturally informed restoration to establish resilient, self-sustaining vegetation systems.

The Devonport-Takapuna 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 11.11 Partnering and volunteering).

Increasing the provision of trees and providing for more planting through the network is important to the Devonport-Takapuna 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 Reserves Act requires that indigenous biodiversity present on a reserve is managed and protected to an extent that is 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.

[9] 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

Enhancing indigenous biodiversity is important to the Devonport-Takapuna 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 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 Devonport-Takapuna 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 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.

11.13.2 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 Devonport-Takapuna, recognising the need to prune or remove trees and other vegetation where necessary.

11.13.3 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 Hubs that support the North-West Wildlink[10].

[10] A collection of habitats with demonstrably significant ecological values as defined in North West Wildlink Prioritisation Report prepared for council by Boffa Miskell in 2017. Local parks contributing to three biodiversity hubs

(b) Auckland Urban Ngahere (Forest) Strategy 2019 and associated plans, including action plans.
(c) Auckland Regional Pest Management Plan 2020-2030 and any subsequent revisions.
(d) Weed Management Policy for Parks and Open Spaces 2013 and the programme of work to manage kauri dieback.
(e) 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)[11], as well as:

(a) The management focus area (if any), 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) Promote greater public awareness and understanding of the ecological values of parks through use, activations, and interpretation such as signs, displays, guided walks and audio visuals, and by working with and educating park neighbours.

(5) When planning plantings or habitat restoration consult with park users 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) Selecting naturally occurring native species propagated from the same ecological district and preferably from the same locality as the planned planting.
(d) Including trees and plants which are used in rongoā (traditional Māori medicine) or for traditional cultural harvest.
(e) Planting shade trees at playgrounds, picnic and gathering areas and providing for trees (including felled trees) to support play.
(f) The appropriateness of providing fruit and nut trees for public harvest noting they may require additional funding or resourcing to maintain.
(g) Specialist advice where constraints such as land stability or contaminated land exist or where particular park values may be impacted.
(h) Information in Volume 2 that signals exotic trees to protect in a specific park in addition to any notable tree protections in the Unitary Plan.
(i) 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.

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are mentioned in Volume 2 of this plan: - Wenderholm – Kaipara Biodiversity Hub, Kaipara Peninsula Biodiversity Hub and Waitakere Northern Foothills Biodiversity Hub.

[11] Identified as an overlay in the Auckland Unitary Plan.

(b) Implementation of sanitary measures, treatment of infected species and disease carriers.
(c) The upgrade or realignment of tracks and/or development of boardwalks, barriers or other structures.
(d) Temporary or long-term track closures, rāhui 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) Manage contaminated land to avoid risks from exposure or discharge which may include:

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

Ngā matatopa me ngā rererangi tangata kore

11.15 Unmanned aerial vehicles (including drones)

11.15.1 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 UAV must adhere to strict rules as set out by the Civil Aviation Authority (CAA) 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 Devonport-Takapuna, there are restrictions on the operation of UAVs in several airspace control areas and zones which extend over different parts of the 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 with respect to 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 12.2 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.

11.15.2 Ngā Whāinga / Objectives

(9) To minimise the negative impacts from the use of UAVs while enabling their use for public recreation or to support community outcomes.

(10) To enable the safe use of UAVs for research or public safety purposes, or for park maintenance or operation.

(11) 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.

11.15.3 Ngā Kaupapa Here / Policies

(12) UAVs may be operated in or 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 the Public Trading, Events and Filming Bylaw)
  - (ii) Code of Conduct for Use of Drones and UAVs.

(13) In addition to 11.4.2 (1), UAVs may be operated without a landowner authorisation under section 12.1 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.

(14) In addition to 11.4.2 (1), landowner authorisation must be obtained from the council where proposed UAV operation does not comply with conditions in policy 11.4.2(2). The assessment of such a proposal should consider the authorisation assessment approach in section 12.1.

Wai

11.14 Water

11.14.1 Tuapapa / Background

Many local parks contain streams, ponds, lakes and beaches that support natural ecosystems, provide public access to water, help manage flood flows, and store and treat water. As urban intensification places increasing pressure on open space, these functions are becoming more complex—particularly on closed landfill sites, where there is an inherent tension between recreation, ecological restoration, and water quality. As a result, these areas are increasingly critical for delivering both ecological outcomes and recreational provision.

The importance of water and public access to water is recognised in legislation. The Resource Management Act identifies the preservation of the natural character of coastal, wetland, lake and river environments, 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*, recognising that protecting the health of freshwater protects the health and wellbeing of the wider environment and 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 their social, economic, and cultural wellbeing.

Other legislation and plans also protect water bodies and catchments. Refer to Section 3.1 *Statutory Context* for information on the Marine and Coastal Area (Takutai Moana) Act 2011 and the Tīkapa Moana Marine Protection Act 2025. The *State of Our Gulf* report (2023) highlights ongoing environmental challenges and efforts to improve the health of the Hauraki Gulf. The Reserves Act also recognises the conservation values of water within 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 approach to protecting and enhancing *te mauri o te wai*, while Auckland Growing Greener 2016 supports green and liveable city initiatives, including improved stormwater management and harbour protection.

Auckland Council has a range of responsibilities relating to water, including water supply and treatment, wastewater services, and stormwater management, both above and below ground.

The objectives and policies below apply to all waterways and coastal waters within parks, including their use for park maintenance and public provision, and recognise the direct and indirect benefits of maintaining water quality and appropriate access, 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, showers
- 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 health[12] , 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 are 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 or flooding that test ecosystems and impact on our ability to maintain assets such as sports fields, gardens and paths.

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 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 (cultural practices and principles). Māori often describe the state or cycle of water in the following ways, 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)

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

- 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)
- Wai tapu (water with sacred or spiritual connection).

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.

11.14.2 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/farm stock.
(5) Supporting water provision to address fire and emergency needs on the park

11.14.3 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 11.9 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 rāhui 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) 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 12.1 and section 12.7 Public and private utilities.
(8) Identify and where appropriate, maintain water sources for fire and emergency purposes.
(9) 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.

Ngā whakaaetanga whakamahi i te papa rēhia

12.0 Authorisations for park use

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

12.1 Activities requiring landowner authorisation

12.1.1 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 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., event or filming
- interfere with or change the physical park environment e.g., ground disturbance, plant 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 authorisation may take the form of a booking, permit, lease, licence, easement or some other written agreement.

Benefits

The purpose of 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 certain activities. For more information on how the council works with mana whenua, refer to section 11.8 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 approval. If the activity requiring landowner approval has a standalone policy, this general policy should be read in conjunction to that policy.

12.1.2 Ngā Whāinga / Objectives

(1) To ensure a consistent approach is taken to assessing proposals requiring landowner authorisation.

12.1.3 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) Any 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 the relevance of:

  (a) compatibility with the management focus area (if any)
  (b) all principles for park management (refer to section 8.0)
  (c) compatibility with park values and park specific information in Volume 2
  (d) whether the activity has a community benefit component
  (e) any reduction in open space and impact on the functionality of the park including future options to enhance the park
  (f) any relevant policies in this plan
  (g) 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
  (h) 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
  (i) the capacity of the park to accommodate the activity
  (j) 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.

12.2 Ngā mahi aru moni

12.2 Commercial activities

12.2.1 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 hire (including watersports 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 the Appendices to the plan for a summary of bylaws including the Public Trading, Events and Filming Bylaw 2022 and Signs Bylaw 2022 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 to section 12.1). An exception to this is fitness training run on parkland. The Devonport-Takapuna Local Board approves fitness training on parks provided it does not undermine public enjoyment of parks, the natural and cultural heritage values of parks, threaten public safety or damage public assets. Auckland Council's code of conduct for fitness trainers provides guidance on fitness training to protect and 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 12.1 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.

12.2.2 Te 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.

12.2.3 Ngā Kaupapa Here / Policies

(1) Landowner authorisation under section 12.1 is required for all commercial activities unless provided for in policy 12.2.2(2) below.
(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.

Rīhi me ngā raihana hapori

12.3 Community leases and licences

12.3.1 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 12.2 Commercial activities.

Benefits

Community leases and licences are a significant way in which the local board supports organisations that serve community needs 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. 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.

Greater transparency around lease expiry, asset availability, and Expressions of Interest processes is sought to reduce perceptions of closed arrangements, create genuine opportunities for community and mana whenua involvement, and ensure lease opportunities are actively socialised.

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).

For parks managed under the Local Government Act, the management focus area identifies the primary outcomes sought for that land (refer to section 10.0).

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 (updated July 2023) 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 a 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 Aucklander's Participation in Sport Investment Plan 2019-2039 for more information.

12.3.2 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 needs, enhance environmental outcomes and activate and enhance parks and people's experience of them.

12.3.3 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 12.1 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

12.4 Events and activation

12.4.1 Tuapapa / Background

Scope

Devonport-Takapuna 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 and various Christmas events.

For the purposes of this policy, events are defined as an organised temporary activity that takes place on one or more days[13]. For removal 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.

A variety of community initiatives help activate our local parks. This can range from geocaching to scavenger hunts. For the avoidance of doubt, these initiatives are activities covered by the Recreational Use and Enjoyment policy unless they otherwise meet the criteria for an 'event' as above.

Signage for events will have to comply with the relevant bylaws and regulations; refer to the Signs, Information and Interpretation policy for more information.

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
- celebrating and activating Devonport-Takapuna parks
- profiling Devonport-Takapuna 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, including notified clearance of vehicles prior to events.

[13] Has the same meaning as in the Public Trading, Events and Filming Bylaw 2022. See Appendices for definition.

Approach

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

Those wishing to use a park for an event will need to seek authorisation as outlined in this policy.

All events must comply with relevant bylaws (for 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 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.

12.4.2 Te Whāinga / Objective

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

12.4.3 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 12.1 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.

Wāhi noho mō te pō

12.5 Overnight accommodation

12.5.1 Tuapapa / Background

Scope

Overnight accommodation in this plan includes both outdoor camping and indoor accommodation on parks. Outdoor camping ranges from formalised campgrounds, like the Takapuna Beach Holiday Park, to informal camping on open spaces within parks. It includes freedom camping on parks and rough sleeping.

Indoor accommodation is often associated with lease activities where accommodation is ancillary to the lease purpose. For example, youth activities such as Scouts or Girl Guides, or marae may provide accommodation.

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).

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 the 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 Acts[14].

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.

[14] Currently the Public Safety and Nuisance Bylaw, and Freedom Camping in Vehicles Bylaw 2022

Volume 2 does not provide for overnight accommodation on Reserves Act land except for situations like leased facilities including:

- where accommodation is part of their lease. This includes Takapuna Beach Holiday Park, for example.
- in designated areas for overnight camping in self-contained vehicles.

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 park[15] unless prior written approval has been obtained from Auckland Council.

Council has also retained several legacy freedom camping bylaw provisions, which are collated in the Freedom Camping in Vehicles Bylaw 2022 (Te Ture ā-Rohe Noho Puni Wātea ā-Waka). The Freedom Camping in Vehicles Bylaw 2022 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 council's Freedom Camping in Vehicles Bylaw 2022 (Te Ture ā-Rohe Noho Puni Wātea ā-Waka) for rules and restrictions relating to particular sites.

12.5.2 Te 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.

12.5.3 Te 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 12.1, and access to amenities such as toilets and potable water.

[15] 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.

Ngā tohu me ngā kōhatu maharatanga me te rui pungarehu

12.6 Plaques and memorials and the scattering of ashes

12.6.1 Tuapapa / Background

Scope

Parks are seen by some 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 also works of art and may be appreciated for their own 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 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.

Some religious and cultural communities regard water-based ash dispersal as an important ceremonial practice. However, there are currently no designated water-based ash scattering areas within council cemeteries. At the same time, many Māori, as tangata whenua, consider the scattering of ashes in parks—particularly into waterways—to be culturally inappropriate and inconsistent with tikanga. Other communities may also have cultural, spiritual, or environmental concerns regarding ash dispersal into water. Recognising these differing perspectives, this issue requires careful and respectful consideration of the range of cultural, spiritual, and environmental values held across the community.

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.

Except for 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 otherwise 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 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 Bylaw 2014 also provides guidance for certain activities in closed cemeteries including ash interments.

12.6.2 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.

12.6.3 Ngā Kaupapa Here / Policies

(1) The assessment of applications for plaques and memorials should consider the landowner authorisation assessment approach in section 12.1. 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 avoidance 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 of 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.
(6) The scattering of ashes in parks is not permitted unless it is an area especially designated for that purpose.

Ngā momo ratonga tūmatanui, tūmataiti hoki

12.7 Public and private utilities

12.7.1 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 Devonport-Takapuna 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 section 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 utilities, including screening such as planting or designed feature screens, reducing the size of structures or improving their amenity or the 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.

12.7.2 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).

12.7.3 Ngā Kaupapa Here / Policies

(1) The development of utilities on parks will not be approved except where alternate 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 12.1 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, minimise stream erosion or minimise effect on tree canopy
    (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 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.

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