

5.9 OPEN SPACE LEVEL OF SERVICE POLICY

Date Adopted	Next Review	Officer Responsible	
29 April 2021	29 April 2024	Manager, Sports Recreation &	
		Environment	

Policy Purpose:

To outline Council's approach to the provision and development of the open space network. This will determine Council's open space requirements for new development areas and guide assessment of the suitability of the existing open space network against standards outlined in the Policy.

Policy:

Scope

The Policy applies to all Council controlled open space, including lands gifted that are subject to the Ngāti Whakaue Gifted Reserves Protocol Agreement.

It is acknowledged that Council is one of a number of providers of open space in the district, and that there is a need to understand Council's role within the broader context of the network.

The Policy applies across the district however as 80% of the population are located within urban areas, the level of service standards are more applicable to these areas.

The Policy identifies opportunities to acknowledge mana whenua and represent the importance of Te Arawa to this place through the planning and development of the open space network. Te Arawa iwi are tangata whenua of the Rotorua district and Māori culture and heritage is a special characteristic and strength of this place.

Definitions

Open Space - Open space under the control of Council, set apart for public recreation purpose inclusive of recreation reserves, land gifted for reserve purposes, freehold land, drainage reserves, esplanade strips and reserves, court, alley, lakeside reserves, cycle track and road reserves used for public recreation, excluding exclusive leased land.

Objectives

Council's strategic direction including Vision 2030, Spatial Plan, Sport and Recreation Strategy, Open Space Strategy and Sustainable Living Strategy provide the context for determining the following objectives that apply to the open space network:

- **The open space network is accessible to all**. The open space network is accessible for all regardless of age, ability, socio-economic status. Our community do not have to walk far to experience open spaces.
- The open space network is connected. Recreation, transport and ecological corridors are created. Communities are linked together.
- The open space network is protected and enhanced. The open space network plays a significant role in contributing to the environmental values of our district. We look after what we have and add value wherever possible. We educate our community and visitors to the area on the importance of our open spaces, culture and natural environment.
- **The open space network is something that we are proud of.** The open space network is highly valued by the community and is the outcome of good design and community involvement.
- The open space network delivers great outcomes in partnership with Te Arawa and our community. Te Arawa principles and partnership is a fundamental part of how we plan and deliver our open space network. Open spaces are reflective of our culture and history.

General Policies

1.1 Level of Service Standards

The level of service for the open space network is determined by the following:

- Quality standards what our open spaces should look and feel like,
- Quantity standards how much open space we should have,
- Accessibility standards how far people should travel to get to open space, and
- Function standards the range of experiences the open space network provides.

The standards are designed to ensure that the community have good access to the open space network and the variety of open space experiences that it provides while ensuring that the open space network is the outcome of good design and highly valued by the community.

1.2 Integrated Planning

Council takes an integrated approach to open space planning. This recognises that the open space network achieves multiple objectives of Council including recreation, conservation, amenity, transport, culture, sustainability, infrastructure, community development.

Bringing together considerations such as walking and cycling network plans, stormwater management, environmental objectives, cultural values and aspirations, growth planning and neighbourhood reinvigoration projects will achieve better outcomes for our community.

Level of Service Policies

2.1 Quality Standards

2.1.1 Purpose:

Quality standards define what we want our open spaces to look and feel like. They refer to the features and characteristics of open space that impact on its ability to meet community social and recreational needs. They influence the way that open spaces are valued and used.

While there is relatively good access to open space in many parts of the city and wider district, the quality is variable. In particular, low socio-economic areas tend to be associated with a lower quality of provision, which is often characterised by poor landscaping, utilitarian design, visible damage to plantings and park

structures, and the presence of graffiti. The intention of the quality standards is to apply to all areas of the city and district.

2.1.2 Policy:

The planning, provision, development and management of the open space network will be guided by the following quality standards.

Consideration	Standards				
Location of open space	 Central and prominent to surrounding residential area. Have good connections to the surrounding area and other destinations. Maximise street frontage to create good visual surveillance and safety. Topography and proportion compatible with the intended purpose. Located at the intersection of movement corridors, near transport routes and where a high level of use is anticipated. Located to protect and enhance cultural, environmental and heritage values. Located to maximise the value of adjacent existing open spaces, also a wider consideration for a proposed development or structure planning process (for example, streets could be located to provide good street frontage to an existing reserve or further open space could be provided to increase the size and function of an existing reserve). 				
Development of open space	 All open spaces have a clear purpose and function (primary and secondary). Activities reflect needs of user groups and local communities. Encourage sense of ownership over the space. Apply universal design and flexibility to cater to changing demands. Create visible activity nodes to encourage social interaction and safe environments. Permeable fencing and avoidance of solid planting to encourage passive surveillance and improve safety of reserve users. Understand cultural, heritage and natural values to create engaging and distinctive open spaces. Contribution to environmental values including ecological corridors. 				
Maintenance of open space	 Aim to ensure maintenance standards reflect the purpose and function of the open space to maintain quality open spaces in the future. 				

The open space categories and provision metrics table provides further guidance on function, provision targets and indicative amenities for each type of open space.

2.1.3 Application:

The quality standards guide requirements for new areas of open space and are applied to the existing network to determine where improvements are required. For existing areas this could include the purchase of land to improve visibility and access into reserves. Divestment of land may be considered where there are limited options to improve quality or it is not practical from a cost/benefit point of view and an alternative area of land is available to better meet the quality standards.

It is recognised that some types of open space such as stormwater gully systems, while potentially providing open space values through amenity, ecological corridors and walking/cycling connections, the nature of the land may limit the extent to which the quality standards can be achieved.

Reserve Management Planning and Neighbourhood Reinvigoration processes will be used to help apply the quality standards, and engage with the community on their expectations with regard to their local reserves. Application of quality standards can be achieved through community design processes to encourage ownership and pride in the open space network and through partnerships with Tangata Whenua to reflect cultural values and activities.

A Best Practice Guide for Open Space will be developed to provide further guidance on expectations of these standards including illustrated examples to highlight good practice (and what not to do).

2.1.4 Application:

Implementation is subject to Council's Long Term Plan and Annual Plan processes.

2.2 Quantity Standards

2.2.1 Purpose:

Quantity standards determine how much open space is required. Through application of these standards, there is likely to be an increase in the quantity of open space available as an outcome of growth and other opportunities.

2.2.2 Policy:

The level of service is primarily driven by standards for the accessibility, quality and function of the open space network. In order to meet these standards, new open space may be required in both existing residential areas and new development areas. This will increase the amount of open space available to the community.

Council may also acquire (or receive) land for open space purposes through the following:

- Responding to strategic opportunities that achieve wider Council/community objectives.
- District Plan esplanade reserve provisions.

Acquisition can be through vesting of land, purchase of land or a works in lieu agreement with a developer or other organisation.

The requirement to provide on-site open space as part of a development may be considered in planning for areas of higher density. This will be considered through the District Plan review process.

Areas of medium to high density increase reliance on the open space network as this often fulfills the role of their own backyard, and provides amenity in a built-up environment. An evaluation will be undertaken to determine the open space available, the quality of these spaces, and the function that they provide. Consideration will be given to community perceptions about their open space environment. Strengths and weaknesses will be identified and consideration will be given to a range of options available to address identified issues.

These options could include:

- improving the quality of open spaces (this is a critical component of attractive and liveable high density urban areas)
- improving the function of open spaces
- improving connections between open spaces (using streets, accessways, cycle ways etc)

- improving the amenity values of the open space network
- provision of additional areas of open space such as pocket parks
- enhancement of streetscape to provide amenity and recreational opportunities
- recognition of open spaces provided by schools, churches, marae and other organisations
- consideration of provision of on-site open space
- contribution of town centres and civic spaces

Council will measure the amount of open space using a population-based ratio, in other words the actual number of hectares of open space provided for every thousand people. This will only be used to identify how much open space is available based on actual provision, and how this changes over time. The ha/1000 ratio is a common way of comparing provision against other Councils. It will not be used to determine the quantity of open space required in the district as this is primarily driven by standards for the accessibility, quality and function of the open space network.

The open space categories and provision metrics table provides further guidance on function, provision targets and indicative amenities for each type of open space.

2.2.3 Application:

Implementation is subject to Council's Long Term Plan and Annual Plan processes.

2.3 Accessibility Standards

2.3.1 Purpose:

Accessibility standards primarily determine how far people should have to travel to get to the open space network, in other words, physical accessibility.

The policy also seeks to ensure that as far as practicable, the open space network is developed in a way that everyone is able to access it regardless of their age, ability or location.

2.3.2 Policy:

The aim is to ensure everyone has reasonable access to the open space network and the variety of experiences it provides. A no exclusions aspiration is in place so that accessibility is achieved regardless of age, ability or location. Accessibility to places that support cultural values and activities of importance to Tangata Whenua is a key consideration.

The base level of service for accessibility is that the majority (90%) of residents located in urban areas are able to walk 10-15 minutes (or 500 metres) to a neighbourhood park or the equivalent function of a neighbourhood park provided on a different type of reserve, for example a sports park. Urban areas are defined by the District Plan zones of Residential (1-5), Future Residential, City Centre (1-3) and Rural Village. The role of other providers such as Schools and Marae can be considered as a way to achieve this standard although it needs to be recognised that this does not necessarily provide security of long-term access. It some situations it may be appropriate to enter into a community share partnership with the provider to provide and promote community access.

Walking distance will be measured as an actual distance, not as the crow flies to take into account the street network and physical barriers such as railways and main highways. Connectivity of the network is an important consideration as this provides easier access to areas of open space. As the size and function of open spaces increases, the greater the distance that people will have to travel (walk, cycle, public transport or drive) to them.

If it is considered impractical to achieve accessibility standards because of the nature of the built environment or the cost/benefit involved in doing this (eg purchasing a number of residential properties), then the priority will be on increasing accessibility, visibility and quality of the nearest reserve(s).

The open space categories and provision metrics table provides further guidance on function, provision targets and indicative amenities for each type of open space.

2.3.3 Application:

Open Space Network Plans will be developed to map the 500 metre radius (ideally based on actual travel distance as opposed to as the crow flies) and identify gaps in provision. This will take into account future development areas.

Implementation is subject to Council's Long Term Plan and Annual Plan processes.

2.4 Function Standards

2.4.1 Purpose:

Function standards determine the diversity of experiences our community and visitors should expect from our open space network.

2.4.2 Policy:

The aim of the function standards is to ensure a variety of open space and recreational experiences are provided from the open space network, and provide a balance between small neighbourhood parks and larger premier parks.

The open space network will be categorised in accordance with Council's open space categories. Each space will have a clear primary (and secondary) purpose and function. This will guide the ongoing development and management approach to each reserve. It is recognised that some reserves have a higher level of service approach as they experience high levels of use at certain times of the year due to the purpose and function of the reserve (eg Lakeside Reserves).

The open space categories and provision metrics table provides further guidance on function, provision targets and indicative amenities for each type of open space.

2.4.3 Application:

Reserve Management Planning and Neighbourhood Reinvigoration processes will be used to help apply the function standards, and engage with the community on their expectations with regard to their local reserves. Implementation is subject to Council's Long Term Plan and Annual Plan processes.

Landuse and Development

It is recognised that geographic areas of the district have different characteristics, communities, landuse, development patterns and levels of existing open space provision. Therefore, it is not practical to have one consistent standard across the district.

The table below provides guidance on considerations when applying the level of service standards to different areas across the district.

Landuse Type	Considerations and areas of focus
Rural	It is often assumed that because the rural environment is characterised by open landscapes and views and the feeling of openness, that public open space is not needed, however open space is essential in contributing to the rural sense of place and community. This is especially so for sport and recreation parks and community parks that are often the centre or hub of rural settlements. It is important that these parks meet quality, accessibility and function standards.
	The rural environment is also popular for recreation uses, such as walking, horse-riding, farm-stays, photography, sightseeing and off-road vehicle use (4-wheel drive vehicles and mountain bikes). The Department of Conservation manages a significant amount of the remaining natural areas found in rural environments.
Rural Residential	Council is starting to see a growing number of rural residential subdivisions. As these areas are predominately located close to a small town or urban area, it is important that connections are provided to any commercial, community or recreational destinations nearby.
	The larger lots provided by rural residential subdivisions do not necessitate the need for a neighbourhood or community park as they have larger sections that provide for play and amenity. However, the protection of significant cultural, heritage or environment features and connections to walking and cycling networks are important considerations in rural residential developments. Where the subdivision is of a significant scale (eg over 100 lots), consideration may be given to provision of local neighbourhood or community parks.
	It is also important that the wider cumulative impact of rural residential developments on high use areas such as premier parks, lakeside reserves and outdoor adventure areas across the district is recognised.
Urban – existing	Focus is on optimising the open space network through:
	 Improving linkages and connections (including with new developments). Improving quality. Identify clear purpose and function for all areas. Achieve 500m accessibility for neighbourhood parks. Partnership and integrated approach.
	Focus on high deprivation areas recognising role that open space planning and development can play in strengthening communities. Use neighbourhood reinvigoration projects to start to achieve standards.
	It is also important that the wider cumulative impact of infill development on high use areas such as premier parks, lakeside reserves and outdoor adventure areas across the district is recognised.

Landuse Type	Considerations and areas of focus			
Urban – new	Focus on local neighbourhood reserve provision and walking and cycling, protection of natural areas, dual role of stormwater reserves.			
	Focus on integrating with stormwater, transport, schools and community facilities, and connecting into existing neighbourhoods.			
	It is also important that the wider cumulative impact of new growth areas on high use areas such as premier parks, lakeside reserves and outdoor adventure areas across the district is recognised.			
Urban – medium to high density	Focus is on a range of methods of provide open space network outcomes:			
	- Improving quality of open spaces.			
	- Improving function of open spaces.			
	 Improving connections using streets and accessways. 			
	- Provision of additional open space.			
	- Enhancement of streetscape.			
	- Role of open space provided by other organisations.			
	Role of civic spaces.Potential for provision of onsite communal open spaces.			
	It is also important that the wider cumulative impact of higher density living on high use areas such as premier parks, lakeside reserves and outdoor adventure areas across the district is recognised.			

Acquisition, Divestment, Funding and Implementation

This policy assists with identifying open space requirements and the investment needed to both respond to growth and ensure the existing network is achieving good outcomes.

The Ngāti Whakaue Gifted Reserves Protocol Agreement applies to decisions made under this policy. Under this agreement it is understood that if such reserves should not be used for their original purpose then they should be returned to Pukeroa Oruawhata Trust on behalf of Ngati Whakaue, unless there is agreement otherwise. Council will only consider disposal of open space land when it is clearly established that the land is surplus, and disposal would result in a clear benefit to the wider open space network and the open space needs of Rotorua residents. Any proposed disposal of land will follow relevant Council and legislative process including the Ngāti Whakaue Gifted Reserves Protocol Agreement, Reserves Act 1977 and Local Government Act 2002.

Council seeks to recover the costs of open space provision and development associated with growth. This primarily occurs through financial contribution charges in accordance with the Rotorua District Plan. Financial contributions are used to achieve positive effects on the environment as the result of growth. As more land is developed, the density of housing may increase and more pressure is placed on existing reserves. New reserves may also be required to provide for the higher demand for recreational space in the district and increased amenity.

Additional funding will be sought from the general rate, subject to Councils' Long Term Plan and Annual Planning processes, where financial contributions are insufficient to acquire new reserve land as required. A targeted rate could be considered for specific developments where the proposed open space would result in an increased level of service.

Council will consider the potential for vesting of land for reserves (and potential development of the land) subject to agreement on the land meeting the requirements of this policy. The type of land that could be vested in Council in lieu of financial contributions could include:

- A relatively flat area of land for a neighbourhood park, accessible to the user population and adequate to accommodate children's play equipment, tree plantings and open space.
- A linkage, or potential linkage, along or to significant natural features, or between other areas of public open space and community facilities (excludes linkages between roads).
- Land for the protection or enhancement of significant mature trees, significant areas of indigenous vegetation, indigenous wildlife habitat, margins of waterways, biodiversity, natural and cultural landscapes heritage places and buildings, or other significant natural features.
- Land for the protection or enhancement of historic or cultural features of significance to the population of the district.

In all respects, the Council will retain the right to decide on the appropriate level of money and/or land contribution in accordance with this Policy and the Rotorua District Plan financial contribution requirements.

In order to give effect to the Policy it is likely to be implemented in a variety of ways:

- Used by staff and developers to guide open space requirements for new developments.
- Used as a basis for the collection and use of financial contributions.
- Applied to the existing open space network to determine alignment.
- Development of an open space network plan (that also considers acquisition, rationalisation, divestment opportunities).
- Input into development of spatial plans and structure plans (eg Pukehangi).
- The above information to help inform Long Term Plan capital programmes.
- Development of appropriate performance measures.
- Open space assessment for large development proposals (eg Brent Block 179 lots).
- Set levels of service for incorporation into Asset Management Plans.

Implementation is subject to Council's Long Term Plan and Annual Plan processes.

Relevant Legislation, Bylaws and Policies

Policies

1.4 Property Disposal Policy

This policy provides a consistent approach when considering the disposal of Council-owned properties, provides a complete and robust process to clearly identify properties that may be considered for disposal and seeks to manages Council's risk and legal requirements in this regard.

5.2 Administration of Reserves Policy

This policy covers reserve management plans, easements and private access to reserves, and esplanade reserves.

5.7 Reserves Structures Policy

This policy covers the provision of playgrounds. The policy requires playgrounds that cater for pre-schoolers and children are to be located so that access and potential use within a catchment radius of approximately 500m is maximised. Exceptions to this will be when playgrounds are located within lakeside, rural and inner-city reserves that have high visitor numbers, but insignificant local residential users within 500m. Playgrounds that cater for young people are to be located within suburban or rural communities so that access and potential use within that suburb or community is maximised. Playgrounds are to be sited on reserves (or other land) according to the following principles:

- High visibility for safety and awareness and to deter vandalism.
- Safe and convenient access to roads, pathways, rights of way.
- Account to be taken of the presence of natural hazards and barriers to use.
- If possible, sufficient open space should be left around the playground for other activities, and to provide a buffer to residential housing.
- The area is to be well drained.
- To take advantage of the best features of the location.
- Following accepted methods of consultation with neighbouring residents and businesses.

If located on land that does not belong to Council, then a legal agreement protecting public rights to use the area must be executed.

5.8 Sports Grounds and Facilities Policy

The overall aim of this policy is to ensure a consistent approach is undertaken with regard to the management, development and maintenance of sports grounds and associated facilities

Rotorua District Plan

The District Plan identifies esplanade reserves required for access and ecological values with priority areas identified.

All designated reserves are scheduled in the District Plan.

The District Plan outlines requirements for reserve zoned land and financial contribution requirements for reserves.

Reserves Act 1977

Providing, for the preservation and management for the benefit and enjoyment of the public, areas of New Zealand possessing values including recreational use or potential, whether active or passive; or natural, scenic, historic, cultural, archaeological, biological, geological, scientific, educational, community, or other special features or value.

Туре	Function	Examples	Indicative amenities	Provision metrics
Neighbourhood Parks	Provides basic informal recreation and social opportunities with a short walk of surrounding residential properties.	Scott Ave Reserve	 Playgrounds Landscaping Seats Small grassed play space Pathway connections 	Ideal size of 3000m ² . Urban - Located within 500m or 10- 15-minute walk of 90% of residences in urban areas. Rural and rural residential – No requirement.
Pocket Parks	Small scale parks usually provided in high density living areas and/or within		LandscapingSeats	Usually less than 1000m ² in size.

Open Space categories and provision metrics guideline

Туре	Function	Examples	Indicative amenities	Provision metrics
	commercial areas to provide amenity relief from the built environment.			Provided in high density living areas and commercial areas.
Community Parks	Provides a variety of informal recreation and social experiences from residents across a suburb. Activities include family gatherings, small community events and informal games of sport. Also provides a neighbourhood park function to surrounding residents.	Linton Park	 Playgrounds Landscaping Seats Large grassed play space Pathway connections BBQ and picnic areas Cycle stands Carparking Possible sportsfields 	Minimum size of 1ha. Urban – TBD after application of standards. Rural – Village green for small rural towns and villages. Rural residential – No requirement.
Sport and Recreation Parks	Network of reserves with primary purpose to provide for organised sport and recreation activities. Also used for events and tournaments (sport and non-sport). Also provides a neighbourhood and community park function to surrounding residents.	Westbrook Park	 Sportsfields Clubrooms Public toilets and changing rooms. Cycle stands Carparking Playgrounds Pathway connections Hard courts Other play opportunities such as skateparks. 	Provision and development determined by supply and demand for winter sports fields. Options for responding to under supply include: - Code reallocation - Artificial surfaces - New sportsfields - Irrigation and drainage improvements - Floodlights
Premier Parks (also called Destination Reserves)	Showcase the best that the city and district has to offer, providing a unique experience for the community and visitors to the area. Offer a range of experiences and typically provide for a large number of visitors.	Government Gardens	 Specialised facilities High standards of landscaping and amenity. Large events space. Public artworks Highly structured and developed spaces. Walking and cycling connections. 	No quantity guidance. Tend to be outcome of historical provision or natural/cultural features. Existing areas identified as premier parks and focus on quality, function and accessibility improvements. Ensure maintenance

Туре	Function	Examples	Indicative amenities	Provision metrics
	Also provides a neighbourhood and community park function to surrounding residents.		 Destination playgrounds. Water access Viewpoints Distinctive natural, heritage or cultural features. Public gardens Signage/interpretation 	level of service reflects primary purpose and function, and extent of use.
Lakeside Reserves	Many of Rotorua's lakes are destinations for locals and tourists particularly during summer months. For visitors to experience the lake environment, these reserves focus on providing maximum enjoyment and access/interaction with the water. Also provides a neighbourhood and community park function to surrounding residents.	Hannahs Bay Reserve	 Boat ramps and lake access points. Picnic/BBQ areas Carparking Landscaping and amenity. Public toilets Events space Playgrounds/nature play Walking/shared paths Signage/interpretation 	No quantity guidance. Tend to be outcome of historical provision. Existing areas identified as Lakeside Reserves and focus on quality, function and accessibility improvements. Ensure maintenance level of service reflects primary purpose and function, and extent of use.
Cultural/Historic Reserves	Many cultural/historic reserves are in Maori ownership. Accessibility and connectivity of these reserves is important.		Reserve development should reflect tangata whenua aspirations for the reserve.	No quantity guidance. Tend to be outcome of historical provision or protection of significant sites as part of a development process or where creating a reserve enables a site to be protected.
Recreation and Ecological Linkages	Provides contiguous networks of open space that establish recreational, walking and cycling and ecological connections, integrated with on-	Waitete Stream Esplanade Reserve	 Walkways Trails Cycleways Landscaping Seating areas Boardwalks Native bush Signage 	No quantity guidance. Focus on connecting existing areas of open space. Establish district wide plan with network aspirations within and around urban areas (lakes, caldera, Green Corridor, Te Ara Ahi)

Туре	Function	Examples	Indicative amenities	Provision metrics
	street connections and stormwater networks. Often provide access to the water (lakes, rivers, streams etc).			and rural connections. Identify District Plan priority esplanade reserves and connections to/from these. Influence of topography – connections usually guided by gullies, streams, stormwater, escarpments requirements. Use of the road network (formed and unformed), waterways and rural areas to provide greater opportunities for community recreation activities and environmental benefit. Recognise limitations with applying some of the quality standards.
Outdoor Adventure	Large outdoor activity areas, mainly covered in forest. Used for range of activities including mountain biking, nature walking and associated commercial tourism activities.	Tokorangi and Whakarewarewa forests (The Redwoods).	 Cycle trails Walking trails Visitor centres Specialised facilities Outdoor adventure activities High profile events Signage/interpretation 	No quantity guidance. Significantly adds to the diversity of experiences available within the district. Popular with the local community and with visitors and tourism.

Note over time, these categories will be applied to other relevant planning processes for consistency such as reserve management plans, asset management plans and the Rotorua District Plan.