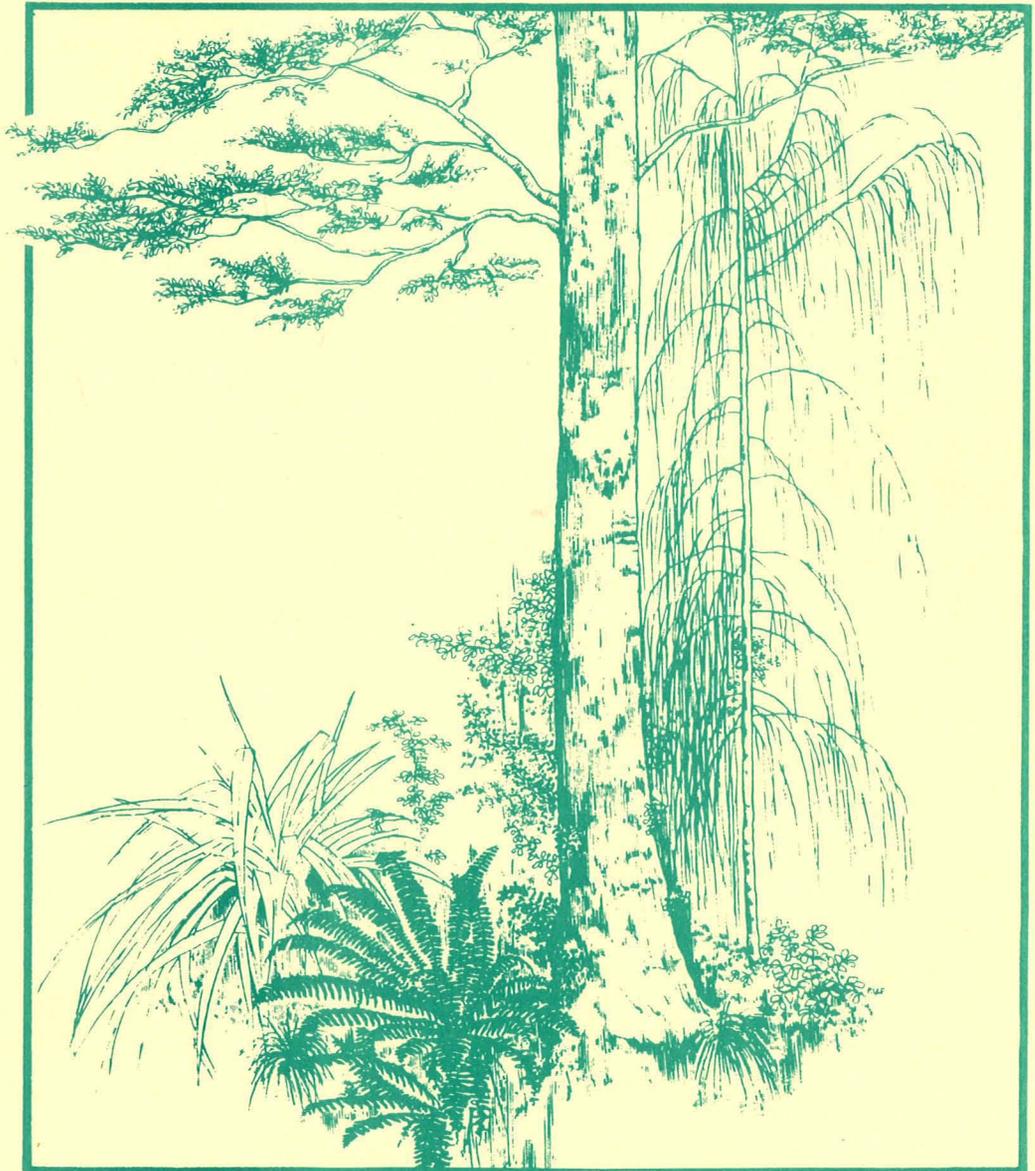




Simplifying Management Plans

Bulletin no. 41



Department of Horticulture
Landscape
and Parks

Lincoln College, University College of Agriculture

SIMPLIFYING MANAGEMENT PLANS

A Report of the proceedings of a Block Course which was designed "*To demonstrate a simplified technique of management planning to assist in the completion of plans, particularly for small recreation reserves and to highlight major difficulties in the light of experience of the procedures and processing of management plans*".

Held at Lincoln College, 9-12 May 1983.

Sponsored by The New Zealand Institute of Park and Recreation Administration.

In Association with The Department of Lands and Survey and the Department of Horticulture, Landscape and Parks, Lincoln College.

Proceedings edited by J.O. Taylor, Department of Horticulture, Landscape and Parks, Lincoln College.

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The Block Course participants unanimously approved the following statement:

"That the New Zealand Institute of Park and Recreation Administration should actively promote the values and benefits of Management Plans and the planning process for the benefit of local authority administrators, councillors and their communities.

<u>CONTENTS</u>	<u>Page</u>
Reserve Management Plans : Review of Statutory Requirements in the Reserves Act, 1977, and its Underlying Philosophy. <i>W.T. Devine</i>	7
The Reserves Act, 1977, and the Town and Country Planning Act, 1977. <i>P.F. Hardy</i>	16
The Costs and Benefits of Undertaking Management Plans. <i>Ms D. Menzies</i>	31
District and Regional Planning Schemes and the Implications for Management Plans for Reserves. <i>Ms H. Hodgson</i>	41
Simplifying Management Planning. <i>J. Edmonds</i>	46
Public Involvement, Issues and Values. <i>J. Edmonds</i>	53
One Practitioner's Guide to the Never-Never. <i>A.D. Jellyman</i>	58
The Hamilton City Council's Approach to Management Planning. <i>P. Sergel and W.A. Featherstone</i>	68
Management Plan Format. <i>G. Webley</i>	75
Halswell Domain. <i>J.D. Annan and M.D. Rykers</i>	89
Sample Objectives for Halswell Domain. <i>Block Course Participants</i>	94

Acknowledgements

The Department of Lands and Survey, Head Office, Wellington, and the Department of Lands and Survey, District Office, Christchurch, for their ready support with speakers and programme assistance.

The Paparua County Council, and, in particular, Mr J.D. Annan and Mr M.D. Rykers, for assistance with the case study at Muir Park and Halswell Domain.

To all speakers whose knowledge and experience contributed to the understanding of the problems of Management Planning.

To Mr D. Morgan, Mr A. James and Mr K. Dickson, who gave a brief introduction in order to identify some problem areas in Management Plan preparation and completion.

Front Cover

Line drawing, Drafting Section, courtesy of Department of Lands and Survey, Christchurch.

RESERVE MANAGEMENT PLANS: REVIEW OF STATUTORY REQUIREMENTS IN
RESERVES ACT 1977 AND ITS UNDERLYING PHILOSOPHY

*W.T. Devine, Assistant Director of National Parks and Reserves,
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INTRODUCTION

I am not being revolutionary to suggest that local and central government see eye to eye only some of the time or that neither level of government is perfectly right all of the time. You no doubt know all the ploys used by central government to defend its perspective on an issue. One common local government ploy is to label any central government edict as "bureaucratic". The very sound of the word makes a public servant want to retreat into his shell. Thus armoured, of course he tends to become more intractable.

The idea of management plans for reserves has been given that label consistently, but more frequently as the five year deadline for their completion neared. You may or may not share that view yourselves. But inevitably most of us are going to come up against such an attitude in colleagues or councillors. That is not to deny there has been a lot of genuine concern, only perhaps to say that some of it was hasty and ill-informed.

The wish to find a way for central and local government to work together in implementing the provisions of the Act has led to my department's support for this Lincoln course.

The Central-Local Government Perceptions

To have been labelled as "bureaucratic" the management plan requirement must be perceived (taking the Webster's definition) as being:

- a) only a way to increase the functions and powers of the department
- b) an inhibitor of initiative and flexibility
- c) indifferent to human needs or public opinion
- d) a way to impede action with red tape.

Before we can make any progress in co-operation I think we have to decide whether or not a statutory requirement to have reserve management plans is only a bureaucrat's way of making life more difficult for local body councillors and officials.

The Act and the provisions in it are not just a whim of the department. Like a district scheme, a piece of legislation may be conceived by officials, but then goes through a public participation and political process. Without getting into a philosophical argument about the "will of the people" and the "views of the silent majority" I think it is fair to say the Reserves Bill emerged from the Lands and Agriculture Select Committee hearings in a form which pretty much represented a consensus of views at the time. Later, in practice some provisions were found to need improvement, management planning among them, and this was attended to in the 1979 Amendment Act. Many of the changes which were made were instigated by local government and most stemmed from the wish to eliminate unwarranted public consultation.

Local Government Independence

The Act generally exempts local purpose reserves - most of these are or should be under local authority control - from the management plan requirement. It generally gives the responsibility to local authorities to approve their own management plans for recreation reserves. This class of reserve is the most common one (after the local purpose group) where local authorities play a major administrative role.

If this management plan provision was a bureaucratic power-play it was therefore obviously not meant to encompass local government to any great degree.

In reviewing the Act for other independent powers given to local authorities, but not to other administering bodies, I have found that there were 17 separate provisions in the original Act and a further six in the 1979 Amendment.

In the 1979 amendment a concession was also made to waive the Minister's consent to leasing of recreation reserves under section 54 of the Act if the lease is "in conformity with and contemplated by" an approved management plan for the reserve.

Differences of opinion over leasing have been a point of stress between local residents, Councils and the department in numerous cases (e.g. Birkenhead War Memorial Park - see Planning Quarterly '67). Earlier this year, in response to local government submissions, the Minister extended indefinitely the 31 March 1983 deadline for the completion of recreation reserve management plans by local authorities. The Counties Association put forward the proposition that each Council was in the best position to decide the timing of plans for areas under its control. The Institute of Parks and Recreation agreed with the department that such a delegation of responsibility over recreation areas was the best solution. With scenic reserves and historic reserves, where plans have not been completed, the extension of time must be approved in individual cases and the general thrust towards completion will not be relaxed.

The Original Concept

Simply stated, the original concept was that the use of each reserve needed to be planned by its administering body - to ensure the best arrangements for ongoing public enjoyment and development, maintenance, protection and preservation. After the Town and Country Planning Act 1953 and the subsequent development of planning theory this was a concept very familiar to local authorities, though it is worth remembering that the requirement for district schemes got off to the same stormy beginning. As a concept applicable to reserves it had also been gaining acceptance within the department in the 1970's on the basis of overseas studies and through its application in National Parks as a non-statutory process.

A number of organisations in 1977 made it clear to the Select Committee on the Bill that such planning was not acceptable without public participation. This expression of public opinion was respected in the original Act. Reserve management planning otherwise received support as an expression of a social need.

What Went Wrong? or the Red Tape Syndrome

I don't think anybody today would deny the value of the underlying concept I mentioned. Then again, planning has become a sacred cow. Perhaps for that reason its techniques are abused as much as used.

It is worth reflecting that the profession (a relative newcomer) did not invent planning and that its principles were established in business management a long time before it was ever applied to land use and reached an esoteric plane.

Personally I believe the opposition to reserve management planning has the following primary origins:

- a) In anticipation of the Act in the early 1970's the department on a number of occasions tried and more often failed to withhold approvals to local authority action on the basis that management planning (non-statutory) was necessary before a wise decision could be made.
- b) With their suspicions aroused by this, there was a lot of knee-jerk-reaction in local Government circles when the Reserves Bill was introduced.
- c) Management plans meant extra work - and time costs money; making it a statutory requirement removed opportunities for denying responsibility or justification.
- d) Planners, managers, administrators and local government politicians all had their own ideas (and still do) about what constituted a "management plan" for the purposes of the Act.
- e) The department, before the 1977 Bill was introduced, prepared a small number of elaborate non-statutory reserve management plans of a standard which could not hope to be matched if such plans became a general requirement. There was a valid fear in local government circles that either these would become the model or those produced for national parks.
- f) The first of a small number of guideline papers issued by the department on the Reserves Act 1977 dealt with the preparation of management plans. It was 27 pages long and,

while mainly meant for local authority planning practitioners, was used as a reference more widely, a specification it could not meet. It helped to generate a lot of hot air and a negative attitude to the concept. For all that, it did state the principle: that the department did not wish to prescribe exactly how reserve planning should be accomplished or to initiate a stereotyped approach and that each reserve (or related complex) presented a unique planning situation. That is still the department's policy.

What the Act Requires - The Plan

As the individual reserve case may require, the Plan must deal with any or all of the following management considerations:

Public use and enjoyment

Protection: of features, wildlife, plants etc.

Preservation: of resources and opportunities

Development

It is therefore form rather than content, and execution rather than concept which remains flexible and outside the realm of the Act.

In its simplest definition management planning is a systematic or organised way by which to provide for, say, public use and enjoyment of a reserve. The plan is recorded in written and/or visual form suitable for public and official use. This raises a number of possibilities about format and presentation, one topic probably uppermost in everyone's mind at this course.

The Lessons of Experience

Esoteric planning principles and philosophies, and professional jealousies (as well as negative feelings) sometimes submerge the true purpose of the plan, which is: to help the people responsible to make better decisions in the public interest about the management of a reserve.

At a recent seminar in Australia our Supervising Ranger, John Mazey, found a consensus opinion amongst the course participants, that often a management plan was only produced to comply with some legislative requirement and that the end result

did not always prove to be of value in managing the resource and the public use of an area. We must avoid that danger here.

I mentioned professional jealousies. An example which John came across in Australia illustrates this. A plan was prepared for a major national park without any apparent input from the staff (including management and scientists) or from the public. The end result being that the plan was only accepted by the planner who wrote the document. John suggested the ultimate test was that a plan should be accepted by "the Minister (Council), management (the parks and reserves department of the Council), user groups and concessionaires".

He identified the following lessons from the Australian course:

- Objectives need to be clearly defined.
- Policies need to be clearly defined.
- For a plan to be accepted it must involve administration and management staff, scientists, user groups, interests and/or organisations which may be affected, concessionaires.
- The document does not need to include masses of resource information as part of the actual management plan.
- If the plan is not used regularly then something is wrong.
- The document must be easy to read and easy to understand.
- Because it is a dynamic document the lack of some information should not cause any unnecessary delay in producing a management plan.
- A simple condensed version with just the essential policies, is all that is generally required by the public.
- The absence of a management plan is no excuse for poor management.
- All involved with the planning processes must clearly understand the differences between a management plan and a working plan. In its simplest form a working plan may only relate to one project to be completed in one year.

Guidelines

The original guidelines provided by the department said that in the most straightforward case the management plan might consist of "a simple and brief statement setting out the purpose of the reserve, the statutory requirements (for its management), management objectives, and relevant policies".

This reflected the movement of planning away from the "problem-solution" approach. Early design-type plans were inadequate to meet changing circumstances, because they lacked the foundation of objectives and policies.

The former Minister of Lands, Hon. Venn Young, in introducing the 1979 Amendment Bill expressed the view that central Government should set up the philosophy and principles of reserves management, a mechanism for public participation, and then allow local government "to get on with the job". I don't therefore propose to go any further into what form the department thinks a management plan should take. That is up to the participants of this course and the individual reserve administering bodies concerned.

Other Statutory Requirements

I intend to speak to a draft revision of the Guides and Policies in the Exercise of the Reserves Act No 1 which was distributed to you. I hope that as a result of this course it will be possible to refine this document and send it out to all local authorities - the department is accordingly looking for feed-back. It may help to redress one of the previous causes of concern over reserve management planning.

Conclusion

The department only requires that a management plan set objectives and policies for a reserve as a way of systematically providing for its enjoyment and use by the public and its maintenance, protection, preservation and development for the purpose for which it is classified.

The planning process which suits each local authority must comply with the procedures of the Reserves Act, but innovations in public involvement can be more rewarding than simple public notice.

It must always be remembered that while management planning is a process of political and legal significance, the end product must be acceptable to users of a reserve and help its managers make wise decisions.

Seen in this light I doubt that it justifies the "bureaucratic" label that it has been given. I hope the local government opponents of reserve management planning will become its champions. I think that is our challenge on this course.

STEPS IN MANAGEMENT PLAN PROCESS

- a) Have reserve classified by Commissioner of Crown Lands.
- b) Invite submissions (optional).
- c) Determine plan format and contents.
- d) Gather information and develop objectives and policies.
- e) Prepare and publish draft plan/invite submissions.
- f) Consider submissions, objections and hold hearing as required.
- g) Make changes in draft plan and prepare statement about submissions.
- h) Obtain plan approval.
- i) Publish plan and implement and abide by its policies.
- j) Keep plan under review.

POINTS TO REMEMBER

- a) If the administering body determines that it would not be of material assistance it need not invite public submissions before preparing a draft plan.
- b) Any person responding to this initial notice (if given) is entitled to personal notice of the draft plan's availability.
- c) All draft plans must be open to public comment for two months and the right to a hearing is allowed on request.
- d) The department is to receive draft plans from other administering bodies.
- e) The person/body approving the plan must be given a summary of objections and comments and a statement of the extent to which they have been dealt with by amendment of the draft plan.
- f) Management plans are to be kept under continuous review and adapted to changing circumstances and increased knowledge.

"A management plan is in a sense a contract between the administering body and the public, reflecting a consensus of opinion on the future of a reserve."

SOME OVER-RIDING PHILOSOPHIES IN THE ACT RELEVANT TO
MANAGEMENT OF RESERVES

The Act's Aims are:

- a) To categorize reserves according to their principal or primary purpose or purposes.
- b) Irrespective of the principal or primary purpose, to protect and manage scenic, historic, archaeological, biological, geological, other scientific values, and indigenous flora or fauna or wildlife and to maintain soil, water and forest conservation values as wisely as possible.
- c) To provide areas of recreational use or potential or of environmental or landscape amenity or interest.
- d) To ensure as far as possible the survival of all indigenous species of flora and fauna in their natural communities and habitats including representative samples of all classes of natural ecosystems and landscape which give N.Z. its special character.
- e) To ensure as far as possible public access to the seas, lakes and water-ways and offshore islands and to promote the preservation of the natural character of these areas.

THE RESERVES ACT 1977 AND THE TOWN AND COUNTRY PLANNING ACT 1977

P.F. Hardy, Planning Officer, Department of Lands and Survey, Dunedin.

Thank you for the opportunity to speak to you on the relationship between the Reserves Act 1977 and the Town and Country Planning Act 1977.

I know that this is a subject of considerable interest, not only to this group but to planners and reserves administrators in both central and local government.

I note that the workshop is to do with simplification of management planning - little of what I am about to tell you is likely to do that, I regret to say.

I should caution you however that I speak as a planner, concerned with the use and management of land including reserves and protected areas, rather than as a solicitor concerned with the precise meaning of words and the ins and outs of our legal system. I have not given opinion on the law but comment on the practical situation as I have encountered it.

I have endeavoured to assemble for you the salient points of the interrelationships between the statutes, and some authoritative references for your later perusal rather than harangue you at length with quotations from statute, detailed procedural analyses, etc.

1) Interrelationships in General

The most frequently asked question is whether there is an interrelationship between the two Acts and whether reserves come within the provisions of the Town and Country Planning Act and planning schemes arising therefrom.

The answer, unequivocally must be yes.

I base that opinion on the decision of the Court of Appeal in *Waimairi County v Hogan* (1978) 2 NZLR 587 wherein the Court rejected an argument that the Reserves and Domains Act 1953 created an exclusive code so that reserves under the Act were controlled under that Act alone and were unaffected by the Town and Country Planning Act.

This decision has been followed by several Planning Tribunal decisions, all of which serve to cast doubt on earlier Appeal Board decisions that the Reserves Act was a separate code of practice.

While on this general vein the question is often put that one statute may have some priority over the other - I am guided again by the Court of Appeal case Waimairi County v Hogan (1978) where it was explained that "only where two statutes are incapable of living together that it is necessary to determine which is to prevail, and that if it is reasonably possible to construe the provisions of the different legislations so as to give effect to both that must be done".

In general I think that reserves managers and planners are making every effort to give effect to the provisions of both statutes, and this situation is improving as experience grows.

Both statutes are relatively complex, becoming more so as their various sections are amended. It is no easy task to operate within the two. My experience suggests that a great deal of liaison and communication is required between the reserves manager and planner to give effect to the provisions of both pieces of legislation but retain some sanity in the process.

Without liaison and communication between both a most unsatisfactory and unworkable situation can develop, and it may be this situation which some of you have experienced.

2) Strengths and Weaknesses

Both statutes were enacted in the same parliamentary session in 1977. Both statutes one way or another seek to create a comprehensive system whereby land is managed or utilised for the maximum benefit of the community. It would appear, however, that the architects of both statutes never really liaised with each other until their efforts had become law.

As you are probably aware the Reserves Act employs three main devices to exercise control over reserves. These are land classification, management plans and leasing controls. The ultimate authority is the Minister of Lands who has the final power of decision without appeal.

The Town and Country Planning Act deals with the use of all land, through the development of broad scale regional strategies in Regional schemes and detailed district controls through District schemes. It specifies procedures for the preparation, changes or reviews of schemes, the administration of schemes, it has specific provisions for public works compensation, and also maritime planning. It embodies similar but more extensive rights or public objection than the Reserves Act. The ultimate authority on matters of planning practice are the Planning Tribunals, on matters of law, the Courts.

As a planner I believe there are some very real advantages of certain reserves matters being subject to town and country planning procedures.

These are in my view:

- 1) The ultimate authority is the Tribunal or the courts, rather than a Minister of the Crown or his department. This is especially valuable where matters are contentious or management performance is in question, where strong political pressure is being applied for preemptive use rights or similar, or where there is public concern that bureaucratic intrasigence is holding up a decision or unduly influencing it.
- 2) Where reserves are not predominant uses in zones their establishment (through a requirement or notified application) enables them to be considered in the full context of other uses in a district in a forum where community aspirations for the use of land (as expressed in the district scheme) and competing interests may be considered and decided upon, at either the local authority level or by the Tribunal whichever the situation dictates.
- 3) District scheme provisions which link the use of reserves to Town Planning procedures enable those affected as co-users of a reserve or as neighbours to a reserve to more adequately make their views known and protect their interests if required.

Obviously, I accept that there are a variety of other opinions on the desirability of this, not necessarily in accord with mine.

I would simply comment that use of Town Planning procedures would appear to be in accord with current public desires that all decisions on the use of public lands be open to the widest possible debate and public participation, a point which greatly concerns some sections of the community, and a topic itself worthy of a paper.

While I have expressed preference for Town and Country Planning procedures I readily concede that there are very real problems in the multiplicity of applications and hearings which may be involved. From the establishment of a reserve not provided for in a zone to the finalisation of a lease and building permit for a sports stadium on it there could be up to twelve separate actions if all avenues of objection and appeal were exercised.

Attempts have been made to reduce the multiplicity of actions. Some of these were undertaken in 1979 and were aimed at reducing the need for separate public notice to be given where classifications etc., were in accord with operative district schemes or consents given under them. While important they were not substantial. I will consider them further on.

In my view further streamlining is necessary and I would like to see it actively pursued. However, anything requiring changes to statute is a slow business, a deterrent in itself. For any real streamlining changes to both statutes would be required.

From my experience very real streamlining could occur if proposals to establish reserves were open to public scrutiny under the Reserves Act prior to classification. Advertising Reserves by way of Ministerial requirements is for the Crown a cumbersome and time consuming process. I shall elaborate on this process.

Specific Areas of Overlap

Having considered the very broad situation it is appropriate to examine specific areas of overlap.

The degree of overlap can very much depend on the provisions of the relevant regional or district scheme and not all heat need be directed at the authors of the basic legislation.

What began as a very confused situation regarding the two statutes has begun to settle down into a fairly clear pattern. Regional Schemes have tended to concern themselves with establishment of large scale reserves of various types with a clear potential impact on regional affairs.

District Schemes have tended to concern themselves with the establishment of reserves, occasionally the use of reserves and, more frequently, the erection of buildings and facilities on reserves, and some notable Appeal cases have emerged in this area.

Regional or district schemes are not obliged to include detailed statements regarding reserves or to establish elaborate town and country planning procedures to deal with reserves - the decision to do so is usually a voluntary one made by the appropriate regional or local authority. As you, as reserves managers, are likely to be directly affected by such policies or procedures you should be taking an active role in decision-making in these areas. I wonder how many of you have been consulted or have taken an interest in what planning schemes in your area say about reserves?

In the following comments I explore some common areas of overlap, between the statutes, in a sequence oriented to reserve management, e.g. reserve establishment, showing reserves in district schemes (e.g. at scheme review), uses of reserves, revocation of reserves.

Situation No. 1: Establishment of a Reserve

The Reserves Act 1977, part two, provides for the establishment of a reserve by the Minister or a local authority. The first area of overlap or conflict comes with sections 2 and 116 of the Town and Country Planning Act 1977 which respectively define an existing or proposed public reserve within the Reserves Act 1977 as a public work, and require (under s116) that the undertaking of any public work by the Crown on any land which is not a use permitted as of right, or a conditional use, shall not be commenced until the public work has either been designated in the district scheme or approval under part four of the act has been obtained. This is one of the key provisions which brings reserves within the

jurisdiction of the Town and Country Planning Act and clears any misunderstandings as to whether the Crown is bound. S118 establishes how the Crown and Local Authorities may issue requirements. It is taken as read that local Authority 'works' have to conform with district schemes or requirements be issued - any doubt related mainly to the Crown, hence s116.

An example of where referral is required is the West Coast Regional Planning Scheme Approved Section One which under Environmental Policy 4, Implementation 3 requires that for proposals of national or regional significance, a change of use of status of any Crown owned land or water in the region will be subject to (a) full public disclosure in time to permit public response; (b) a thorough assessment of the opportunities to be foregone if the proposal is implemented; (c) a thorough evaluation of the impact of the proposal on the community, region and nation. In that region there is a major concern to retain development and employment options. Several district schemes in the region are under review and are obliged to adhere to the regional procedure. They do so by excluding reserves from permitted or conditional use in zones. In this case the Crown is primarily affected. To establish a significant reserve the United Council becomes the first point of reference. It would be expected that once there was agreement at the Regional level proposals would fall into place with district schemes and a duplication avoided.

Silverpeaks County District Scheme (proposed review no. one) excludes reserves from the list of predominant and conditional uses in its Rural A (high quality soils zone) Rural B (pastoral zone) and Rural C (afforestation zone) and Rural D (high country protection zone). It concedes to reserves in Rural E (scenic appreciation zone). It would appear that to establish any reserve in the Rural A to C zones a requirement or planning application is necessary. For the Crown this would mean a requirement as it does not seek planning consents.

Without going into detail, schemes such as this obviously express a clear Local Authority desire that reserve proposals (including their own) are introduced via the planning process.

This is a growing trend among rural Local Authorities.

As an alternative a district scheme could list all reserves in general as predominant or conditional uses in all zones and obviate the need for further reference to the district scheme when reserves are being established. The reasons for not doing this are usually stated as being that the Reserves Act does not provide for public consultation at the establishment stage, only at the classification stage after a reserve has been created, which is "too late". I accept this as a valid point. Not everyone does. It is also argued that reserves should not be given predominant or conditional use status without further reference to a local authority as the local authority could be agreeing in advance to a variety of proposals without knowing what they might be. As a second alternative all reserves compatible with the zone's objectives could be predominant or conditional uses - the Crown has sought this on occasions. A local purpose reserve (rubbish tip) could not expect to be a predominant or conditional use in a Residential A zone. A scenic reserve should be a predominant use in a Coastal Protection Zone.

Situation No. 2: Showing Reserves in District Schemes

Overlap at this stage occurs when reserves are shown in district schemes. They are generally shown as follows:

- 1) as designated areas;
- 2) as part of a reserves zone;
- 3) as a notation simply showing existing reserves on planning maps and including them as predominant or conditional uses within zones (common in many rural areas).

The question would arise at District Scheme Review time, and apply generally to existing reserves.

The Department has preferred that reserves under its day to day administration are shown as designated areas as per s43 of the Town and Country Planning Act.

The benefits of doing this have been much discussed. Official pronouncements (which I do not necessarily support in full) are:

- 1) The legal requirements under the two Acts are brought into

compatibility - this is generally true unless the designation is incomplete in relation to the intended public uses or the public structures intended to be erected on the reserve.

- 2) Activities permitted under the reserve classification are in conformity with the district scheme.
- 3) Activities inconsistent with the classification are likely to be incompatible with the designation and could be considered under planning procedures.

(This is diluted if a designation is altered under s123 without public notice.)

- 4) Designation gives clear notification that special legislation requirements apply to the land in question and the works contrary to the designated purpose are constrained.
- 5) Designation is permanent and cannot be uplifted or altered except by the designating authority, whereas a zone can be changed at any time.

Financial responsibility is a prerequisite to designation.

Part Six of the Town and Country Planning Act should be consulted for full information on designations, etc.

All district schemes have to indicate the purpose for which designated land may be used if the designation were removed (s121 T and CP Act), i.e. underlying zonings have to be shown.

Underlying zonings are important where a designation for a proposed reserve is uplifted, a designated reserve is revoked, or a use is proposed which is beyond the designated public purpose.

The Department prefers that its reserves are shown as designated areas because many of them are acquired for the national interest (i.e. nature or scenic reserves) and their management in terms of national requirements is more desirable than management under local zone requirements which can vary enormously from district to district.

Examples of designations should be available from any district scheme for your area. They should show the area, the designated purposes, the Authority responsible and the underlying zone.

An example of a 'reserve zone' is the Recreation Zone proposed in the Dunedin City Scheme (Draft Second Review). This zone incorporates all city recreation reserves and open spaces used by the public. It also includes recreational areas Council considers ought to be acquired by the city - this clause may be deleted on appeal.

The District Scheme establishes Council's reserve policy, the zone identifies all the areas, establishes predominant and conditional uses, and controls such as building heights/distances from boundaries, parking, etc. The zone at the same time seeks to protect the community from reserve developments not entirely in the public interest by providing for all uses provided for by the Reserves Act provided they do not detract from city amenities.

Zoning of reserves within a broad recreation zone should be compatible with a classification under the Reserves Act - it will be if managers and planners have liaised adequately. There is however no guarantee that all reserves will be zoned in a manner compatible with classification. It is quite conceivable that classification and zoning will be at odds and there is no adequate procedure to reconcile them, other than by designation where opposing parties can appeal to the Tribunal. (E.g. An existing classified reserve shown in a zone with differing management objectives.)

In the situation where reserves are simply shown as such on district scheme planning maps and dealt with under the appropriate zones (e.g. listed as a predominant use as part of a rural zone or not even listed as predominant in the case of some district schemes) some problems arise for the reserve manager.

There is a growing practice of regarding such reserves as being designated areas - yet there has surely to be (a) a conscious request to designate; and (b) a designating authority.

The act of the Department of Lands and Survey providing a local authority with a list of reserves in its district in my view cannot be construed as requesting a local authority to designate those areas, particularly where many are local purpose or recreation

reserves vested in the local authority and financial responsibility no longer rests primarily with the Crown.

The onus is on you as reserves manager to ensure that reserves under your control are shown to your satisfaction.

From how reserves are shown in district schemes we can now consider briefly where overlap exists in day to day administration.

Situation No. 3: Uses of Reserves, Buildings, Etc.

You are no doubt familiar with the provisions of the Reserves Act which establishes the appropriate uses for the different types of reserves, require management plans, enable shelters, huts, cabins, etc., to be placed on recreation or scenic reserves, and pavilions, buildings, structures, etc., also to be placed on recreation reserves.

In providing for these things the Reserves Act makes only limited mention of Town and Country Planning, district schemes ordinances, etc., and the necessity to consult these documents has perplexed central and local government reserves managers, especially where they have not been involved in decisions as to how reserves were to be shown in the district scheme.

In my view the operative rule is that the necessity for consultation depends upon the contents of district schemes and how reserves or public works are handled within them. As a general rule district schemes would seldom constrain the use or management of a passive type of reserve (a scenic reserve, town belt or similar) but could, quite reasonably, be expected to provide some direction on the building of clubhouses, etc., on active use reserves.

Examining how reserves are shown in schemes indicates the schemes' likely impact on day to day management of reserves. Obviously compatibility between district schemes and classifications, management plans, leases, etc., is desirable, with areas of overlap reduced to a minimum.

It is usually in the day to day management area that mistakes are made and district scheme provisions not consulted. The appeal cases referred to (e.g. Waimairi County) arose from day to day management issues.

Clearly it is desirable that district schemes establish a Council's objectives and policies for the use of reserves. It goes without saying that reserves managers should be involved in such policy setting. A comprehensive policy statement in a district scheme does not obviate the need for policy statement in management plans but does offer considerable potential for streamlining.

The comprehensive policy should be referred to, possibly reiterated, and should be placed in a perspective relative to the management of the specific reserve in question.

It could be said that management plans often contain too much policy and not enough on management practices.

Very few management plans even acknowledge the policy sections of district schemes, let alone utilise them productively.

For designated reserves a properly worded designation will establish the reserve clearly in the district scheme, will anticipate the likely uses of the reserve, any likely public structures, etc., on the reserve and generally remove uses or developments of the reserve from ordinance controls. The Town and Country Planning Act provides for alteration of designations, where circumstances change, etc. The management plan becomes the chief point of reference.

Designations however apply only to public works, they do not apply to private works or private buildings on public land - this was established by the Planning Tribunal in *Manakau City v Pakuranga Community Drop-in Society* (NZTPA Vol. 8, page 255). In this instance the group seeking to erect the building had to have regard to the underlying zone and its ordinances and probably lodge a planning application. This would be in addition to any procedures required by the Reserves Act.

The same case established that a designation may be more restrictive than a classification of a reserve, but that the designation should not conflict with a classification which was arrived at under Reserves Act procedures.

Where reserves are part of a recreation or similar zone its ordinances apply in conjunction with any management plan. To go outside of them would require a notified application or a designation. In theory the zone and its ordinances should have been prepared in consultation with the reserves manager so that likely uses permitted under the management plan were compatible with the zoning.

Reserves are not outside the zoning because as public works the rules for public works apply to them, i.e. the public work has to be either a predominant or conditional use in the zone.

Where reserves are simply shown on planning maps and listed as one of a series of predominant or conditional uses in the zone the general zone ordinances apply. If the zone were a rural zone and the reserve a recreation reserve it is unlikely that the ordinances would be designed with a recreation or even public utility type of building in mind and a planning consent or designation could be required. Anomalies could also be redressed at the scheme's review or as a scheme change.

I have referred already to several attempts at streamlining the statutes - I should elaborate on these, as they are specific instances where direct reference to the Town and Country Planning Act is made in the Reserves Act. I have suggested that although important they are not substantial.

Section 16(5) of the Reserves Act removes the need for public notice where an existing reserve is classified in a manner similar to how it was previously administered and where the intended use is in conformity with an operative district scheme.

Section 24(3) removes the need to publically notify a change of classification (or revocation) of a reserve where the change of classification is undertaken to bring the reserve into conformity with an operative district scheme or a planning consent granted under it. This is one instance where reserve classification and

use can be sorted out through the district scheme and planning procedures. It may be seen to acknowledge that an operative district scheme may take precedence over a classification.

Section 54(2) (A) removes the need to publically notify a proposed lease of a reserve if it follows a planning consent granted under the Town and Country Planning Act.

I would note that there may be more in Section 24(3) than first appears.

Dealing with classifications, there have been occasions where a re-classification from say recreation to scenic has conflicted with a district scheme which provided for only recreation reserves within the zone. As the reserve was not designated the re-classification was outside the district scheme and probably required a planning consent or designation to correct the situation. This situation is arising more frequently.

Situation No. 4: Revocation of Reserves

Revocation of reserves is a frequent enough occurrence, especially for reserves set aside for more or less obsolete purposes such as Roadmans Cottage Reserve.

Where these are designated and the reserve revoked the zoning reverts to the underlying zoning once the designation is uplifted. It must be uplifted! (See s122 T and CP Act.) Where a reserve is zoned as part of a recreation zone once the reserve is revoked a scheme change (or review) is required to alter the zoning. The land would have to be used in accordance with the zone until the zone was altered.

Where a reserve is shown on a planning map and is listed in the zone statement as one of a series of permitted uses, once the reserve is revoked the zone applies to any succeeding use which may be established.

At all stages reserve manager-planner liaison is essential.

Conclusion

I have covered a considerable amount of material, admittedly in

a generalised way because time has left little option.

I have discussed the situation as I have experienced it rather than given opinions on the law on what it means or ought to mean.

What I have said could be summarised as follows:

- 1) Both statutes are relevant to reserves management.
- 2) Interaction with town planning procedures appeals to me as a planner because they provide for wider public input and adjudication. There is a great deal of room for further streamlining.
- 3) The degree of overlap of interaction is very much governed by how regional or district schemes provide for reserves in particular and public works in general.
- 4) The rules for public works apply to reserves because the Town and Country Planning Act in Section 2 defines reserves as public works. This is often not clearly understood.
- 5) Designation of reserves in district schemes overcomes several legal or jurisdictional difficulties and has been adopted by the Crown for its reserves. There are other ways of dealing with reserves in district schemes.
Designations do not apply to private works.
- 6) Management plans and district scheme provisions co-exist. There is room for streamlining in the policy sections.
- 7) The establishment of Reserves, occasionally the use of reserves, and the erection of buildings on reserves are the three main areas of district scheme overlap.
- 8) In each of the situations discussed I have urged you as reserve managers to be involved. I believe you are obliged to be involved.

The fundamental area which should be of concern to you is the manner in which reserves are provided for in district schemes, because this will greatly determine the influence of planning procedures on day to day reserve management. The question is normally addressed at the scheme review stage.

I will conclude by saying that many of us seek black and white answers in this area, but as yet there is still a good deal of grey.

The situation will clarify as the Courts or the Tribunals grapple with the two statutes and identify appropriate procedures and techniques, and as reserves managers and planners improve their liaison and interaction.

I hope I have been able to assist you in some small way to better understand the present situation.

* * * * *

The Reserves Act 1977

"An Act... relating to public reserves, to make further provision for their acquisition, control, management, maintenance, preservation (including the protection of the natural environment), development and use, and to make provision for public access to the coastline and the countryside.

THE COSTS AND BENEFITS OF UNDERTAKING MANAGEMENT PLANS

Ms D. Menzies, Parks and Recreation Department, Wellington City Council

Much has been made of the additional costs local bodies have to bear because of the "imposition" of the requirements to prepare management plans for reserves. And this at a time when local bodies are fighting cost inflation. The type of costs being quoted are easy to quantify - the benefits of management planning are not so easy to quantify. Positive benefits such as sound management and good use of resources are hard to cost. For this reason emphasis has been placed on the costs, less attention on existing responsibilities local bodies have for administration of reserve land, and the positive benefits of management planning. A far clearer understanding of costs and benefits might be gained by considering the very real costs of not undertaking management planning.

It must be noted that the Reserves Act describes a process which must be carried out in order to achieve a management plan. It does not spell out what the management plan must comprise or how or who (specifically) should prepare the plan. It does, however, list the steps in decision making and public notification that must be undertaken. Of course this only applies to reserves which are covered by that Act. Many parks are not covered by that Act. This discussion, therefore, refers to management planning in general rather than that requirement laid down by the Reserves Act.

Benefits to W.C.C. Parks Department of Management Planning

- (1) Logical, clear and consistent management of a defined area.
Otari Open Air Native Plant Museum has had a written management plan for the area, stating objectives and detailed policies and means of achievement since 1926. Over the 50 year period the clear objectives have enabled the development of a unique resource. At the same time it has enabled flexibility and the impetus for successive Curators to manage and develop the resource following personal interests, exploiting particular opportunities, but

following clear objectives. Basic management conflicts or issues were resolved at the start. Had this not happened there would, in all probability, have been unresolved conflict between horticultural and scientific emphasis, to list but one issue.

This clear and consistent management has enabled expansion over an increasing area over the years and more recently the reinforcement of the objectives by the gazetting of the expanded area as scenic reserve. It has also enabled the provision of an interpretive centre and new staff facilities. It seems unlikely that such facilities would have been provided had there not been such a sound management commitment to the area.

More recently management plans for other areas have shown similar benefits such as the management plan for the Botanic Gardens, which has had relevance when assessed against the historical management of the site.

- (2) Enables good use of resources. If parks managers are unaware of what resources they have, or what problems and opportunities exist in a park, they have little chance of sound decision making. Similarly conflict in uses is likely.
- (3) Resource and policy information is available. The process of management planning generally involves checking on titles, boundaries, other legal matters such as easements, vesting deeds, zoning, physical information such as soils, drainage, etc., social factors such as local needs, and so on. If any issue or matter arises it is easy to check existing information and to make an informed decision. The views and attitudes of affected local groups are also available. Decision making can be faster and more precise.
- (4) Staged development is possible. A management plan may set out the means of achieving objectives over a period of time. Without the management plan overall objectives of a staged development may be impossible.

- (5) Improved public relations. The process of developing a management plan enables a better understanding of the available resources and problems involved. It enables the formation of a consensus view rather than single interest demands being made. It is of course a two (or three) way process enabling all parties involved to appreciate the needs and resources.
- (6) Programming of proposals in conjunction with other planning. A management plan for an area may enable complementary planning to be undertaken at a larger scale by neighbouring property owners. For instance, neighbouring properties may choose to follow the reserve boundary planting proposal along their own boundaries.

In Wellington two local bodies have developed one management plan to cover two adjoining reserves administered by the individual authorities.

- (7) Protection of resources. A clear statement of objectives and policies means there is less likelihood of damage to a particular resource through lack of knowledge or understanding.

Resources, of course, include staff time, sign posting facilities and so on. Duplication of time and facilities may hopefully be minimised.

The list of benefits can clearly be extended as it is simply the response to the question "why plan for management of a reserve".

Costs of Management Planning

- (1) Staff time. In Wellington employment of new staff has not been necessary but existing staff time could be quantified. Time would include the time taken by survey and legal staff, clerical staff, typists, landscape architects and parks staff. In noting that time taken could be costed, it could not be argued that similar or more time would not be needed to

resolve parks problems on a day to day basis (in other words, without the benefit of a management plan).

- (2) Draughting and other materials. These costs may be necessary in order to present development or other proposals to Councils whether or not a management plan has been prepared.
- (3) Duplicating. This will relate to the size and type of management plan and means of duplication. It is the policy in Wellington City to have a simple working document that is cheaply and easily modified. A glossy production may be pleasing to the eye and impressive, but tends to limit flexibility.
- (4) Public notification. The Reserves Act requires one public notice. Experience has proved that notices should be placed in local as well as metropolitan papers and that this should be accompanied by news articles, letters to organisations and individuals and other forms of publicity.
- (5) Office space. Meeting rooms must be provided for in addition to normal office use for public meetings.
- (6) The time, materials and so on contributed by public and groups can also be included in the total cost of the management plan.

Obviously with these costs there is a responsibility to ensure that the management plan is appropriate and effective.

Costs of NOT doing Management Plans

Again, while much is made of costs imposition at a time when resources must be used to their maximum, consideration should be given to the costs of not undertaking management planning. These costs are put forward as possibilities - while all may not be certain, some are clearly likely.

- (1) May lose land to other competing uses.

If a clear management policy for an area is not in evidence the obvious question "if parks people don't have any use why don't we use it for" may be put.

- (2) Similarly, it may be suggested that the administering department is unwilling or unable to manage the site and that some other department or group should manage it for parks use.
- (3) With no clear direction, management may be conflicting and may be for an inappropriate use.

Conflict in uses may reach crisis proportions.

- (4) Poor public relations are likely if aims and policies are unknown and conflicting.
- (5) Staff time is unlikely to be utilised effectively.

The list could obviously be extended. The argument is clear, I believe, and that is, can we afford not to undertake management planning?

PEDESTRIAN MANAGEMENT PLANNING

Ms D. Menzies

The Waitemata City Council have put forward a remit to the Municipal Conference this year proposing that the clauses be removed in the Reserves Act 1977 which require the preparation of management plans for reserves so that it is no longer an obligation.

The reason put forward is that management planning is a costly and time consuming exercise and that public involvement in decision making is more appropriately undertaken through the Town Planning process.

It is worrying in itself that such a view could be put forward, but even more so when it appears likely that it came from a parks department.

Yes, there have been hiccups in the original 1977 Reserves Act and initially the differences in urban park management and management of the larger open spaces may not have been appreciated. The original difficulties have been resolved with amendments to the Act; administrators from the different departments involved are now aware of each other's needs and problems and it has been made very clear by the Ministry of Works Department that detailed reserves management is not appropriately debated in the Town and Country Planning process.

It is my view that not planning for management of reserves and open space must be costly and that management planning is fundamental to good parks administration. It may be that parks managers do not understand the process and so a step by step method of preparing plans for various purposes is put forward.

Any cook will point out that a recipe relies on the quality of the ingredients. Recipes are presented here with the caution that they are meant as a guide, not a magic formula. Obviously differing circumstances demand different ingredients to the recipe. As the process of management planning is understood, it will become obvious that plans must change with needs and resources, and may become more complex. The essential point is that the process is ongoing and once a start has been made refinements can be made as lessons are learnt and information is gained.

Classification

The Reserves Act provides for a broad classification of reserves. The two main purposes for which parks managers are most likely to be planning appear to be recreation reserves and scenic reserves. Historic reserves may have increasing significance in some areas. Under the broad recreation reserve classification the variations in scale, resource and purpose are enormous. To demonstrate how this pedestrian management planning approach might be carried out, process breakdown sheets are provided.

It is possible that some parks do not fit clearly into any one category or classification. In these cases the clarity and direction of the management plan are essential.

Example OneRecreation Reserves

A very broad classification which might arguably cover all urban parks and open space from beaches to forests, children's play areas to sportsfields. Differences in management will reflect:

- (a) the resource : the land, access, views, facilities, money for development, etc.
- (b) The scale : paddling pond or large lake.
- (c) Intensity of use.

Children's play area : an example of a small scale fairly limited facility. A general management plan can firstly be prepared to cover all children's play areas, with plans for specific areas being necessary for only a few particular sites. Where an authority has only a few such areas an individual plan for each may be appropriate.

The example given may be prepared for different scales of development and become more involved. For instance, a regional or neighbourhood park may require more planning information, more physical information such as soils, drainage, climate and micro-climate, flora, and more detailed staging of design plan preparation, including a site evaluation, planting plan, design details and so on. Some of these plans may not be necessary or appropriate to the management plan, but may be listed as a means of implementation of the policies.

It may be that a design plan is not necessary for the management plan although it does help to consider the site and implications of the policies.

It may also be that all that is required is one sentence. A long winded document for posterity is likely to be read and understood by few, will soon be outdated and may be unnecessary.

MANAGEMENT PLAN BREAKDOWN SHEETFOR CHILDREN'S PLAY AREA

Ms D. Menzies

Location _____

Date _____

Sheet 1 of _____

Important Steps

A and B (see legal requirements.)

Get Resource Information

Map or plan of area.
 Services information.
 Access, site assets and problems, topographical information, views, winds, shelter, etc.

Key Points or Comments

- 1) Lands and Survey, N.Z. Aerial mapping or surveyors may provide base information.
- 2) A site visit to note views, shade, pedestrians, nearest schools, trees on site and other information.
- 3) Services authorities have plans of underground services.

Establish needs

- 1) Check nearest playground and road and pedestrian access.
- 2) Children in area and likely growths.
- 3) Other facilities (schools, etc.)
- 4) What is lacking in area.

C

See legal requirements.

Establish draft objectives

These should be clear and concise and convey the purpose of the reserve and priorities if more than one.

Discuss with staff and people affected, ditto policies.

Establish draft policies

Work through all needs and matters relating to the site one by one and comment, frame a policy or policies, and implementation (how the policies will be carried out).

Matters which may need a policy include boundary fencing, additional land, traffic, parking, facilities, use, maintenance, vegetation, toilets.

Prepare design plan

Use site plan and indicate layout and proposals clearly.

D E F G

See legal requirements. Modifications may be necessary to all parts of the draft.

Take care that objectives, policies and design are prepared in an easily and cheaply reproducible form so that modification is easy.

Prepare final draft and submit to Council for approval.

Some amendments may be required by Council.

See legal requirements.

I J

Advise staff and public

Explain management plan to works and other reserves staff and ensure they understand it.

Revise from time to time

Aspects which were never considered may arise which require a policy or change to existing policies.

MANAGEMENT PLAN BREAKDOWN SHEET LEGAL REQUIREMENTS

Ms D. Menzies

Important Steps

Key Points

A. Check title

- 1) Check land ownership
- 2) Check whether land is a reserve - local Lands and Survey Office will advise. Many parks are not necessarily reserves in terms of the Reserves Act.

B. Classification

- 1) This is Lands and Survey responsibility but ensure that proposal is in keeping with classification.
- 2) Where land not classified contact Department of Lands and Survey and advise on appropriate classification.

C. Either -
Publicly notify intention to prepare management plan

Section 119 and 120 Reserves Act and Section 28 Reserves Amendment Act.

Or -
Council resolution that public notification not appropriate.

See Section 13 Reserves Amendment Act 1979.

D. Send draft to Commissioner of Crown Lands.

Send with letter of explanation and discuss with officers if appropriate.

- | | | |
|----|--|---|
| E. | Publicly notify Draft Management Plan. | Section 119 and 120 Reserves Act
S. 28 Reserves Amendment Act. |
| F. | Advise neighbours and interested groups of draft and make copy available. | a) Prepare list of interested people.
b) Send letter. |
| G. | Revise draft as appropriate. | a) After date of submission closing, assess all comments.
b) Revise draft if necessary.
c) Prepare final draft for approval by Council.
d) "Hearing" may be necessary. |
| H. | Submit management plan to Council. | Report should be clear and include reference to submissions. |
| I. | Submit approved management plan to Department of Lands and Survey (for Minister's approval if not recreation reserve). | If Minister's approval necessary, will need review of submissions and decisions. |
| J. | Make approved plan available to public. | Should advise those previously involved, of approved plan. |
| K. | Make amendments as appropriate. | May not be necessary to publicly notify general minor changes. |
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DISTRICT AND REGIONAL PLANNING SCHEMES AND THE IMPLICATIONS
FOR MANAGEMENT PLANS FOR RESERVES

*Ms H. Hodgson, Council Officer Solicitor, Town Planning Department,
Christchurch City Council.*

1. BACKGROUND

For the past seven years I have worked with the Christchurch City Council in a legal capacity and a major part of my job has been in the area of town and country planning. When the Reserves and Domains Act 1953 was replaced by the Reserves Act 1977, I worked closely with our Parks and Recreation Department advising on the Department's responsibilities under that Act and helping to establish procedures.

2. It is assumed that most of you will have had some exposure to Town and Country Planning Acts, but I will deal briefly with both district and regional schemes, what they are and how they work and then specifically apply them to reserves.

3. REGIONAL PLANNING

Town and Country planning is generally a growth area of local government and regional planning is in my view a part of Town and Country planning with enormous prospects. Whether they are enormously good or enormously bad will depend very much upon the way in which regional planners approach their task.

Regional planning is the responsibility of the regional and United Councils set up throughout the country by the Local Government Act 1974. These two types of Council are quite different creatures and often I suggest approach their jobs quite differently.

Regional Councils are directly elected with an existence independent of the territorial Local Authorities whose area they cover. United Councils do not have this independence. They are

appointed bodies made up of representatives from the various local bodies. They have no staff of their own and their funds are collected for them by the constituent local authorities.

Regional planning schemes are vastly different documents from district planning schemes. They deal with issues facing regions in a global fashion and set out planning strategies. They do not get into detailed land use regulation in the way district schemes do, but where there is any conflict between district and regional schemes the provision of the regional scheme prevails.

The first schedule sets out the matters to be dealt with in regional schemes. Most relevant to those involved in reserves planning are:

- S.6. Regional needs for land and water based recreation and
- S.9. Regional needs for tourist resort areas, camps and sporting facilities, including sports stadia and race courses

The schedule goes on to indicate that the schemes should deal with "the scale sequence, timing and relative priority of development" and

- (a) levels of service and operating policies for public utilities, services and facilities.
- (b) Amount, type and source of financial and other resources necessary.
- (c) Identification of the bodies or agencies responsible for implementation.

You can see from all this that regional planning schemes can be true planning exercises, dealing with issues as basic as financial ones.

Regional and united councils are by and large stretched in terms of both financial and manpower resources and it is hard to say what sort of priority recreation or reserves planning has. (The Regional Planning Authority in Canterbury does not have a strong regional scheme as far as reserves are concerned.)

There can be no doubt that certain recreational facilities have regional significance. They fulfil functions that are not strictly local and are assets to those beyond local authority boundaries. (Not all these facilities will be held under the Reserves Act and therefore subjected to management planning.) Regional planning can play an important role by co-ordinating interests that transcend boundaries. An example locally - QEII Park is a recreational asset on a national scale and definitely regional. It is not held under the Reserves Act therefore need not have a management plan, although the Christchurch City Council will probably have something like one. The Christchurch City Council as owner has assumed virtually sole responsibility for planning its future and development and is protecting the asset. On a day to day basis this is best. Sometimes it would be a help, however, to have a good regional planning scheme which identified it as a regional resource, fitted it in to its context amongst regional resources and set about dealing with ways to ensure its future (e.g. National Training Centre). Regional bodies are go between from central government to local government and should be able through their plan to influence funding, etc.

(The Ministry of Works approves regional schemes and commits the Crown to it - see S.17(1) The Crown must adhere to the scheme.)

In the City I can think of numerous examples of multiple use, regional recreation resources, some involving Reserves Act land which require money, and need firm planning policies to preserve them for best possible use, e.g.

Port Hills, Victoria Park, Godley Head, Summit Road, Taylor's Mistake, Estuary, QEII Sports Stadium, Hagley Park.

5. DISTRICT SCHEMES

In general district schemes regulate and control land uses within the district they cover. They have the status of regulations and operate over all classes of land or indeed water areas. In other words the fact that land is held under the Reserves Act does not exempt it from the operation of a district scheme (as with Harbours Act, Local Government Act, etc.)

Among the matters to be dealt with in District Schemes are S.36, 1, 2, 5.

To do these things most district schemes will set out a series of policies and ordinances for implementation. Reserves policies are fundamental to those schemes, particularly since the Local Government Act virtually made them mandatory if local authorities want to collect reserve contributions.

The ordinances provide a number of possibilities for all reserves of that class.

6. STRUCTURE

I believe that there is a definite role for regional planning in the planning for reserves. I see a three tier planning structure of:

Regional - sets the overall strategy for reserves on a regional basis. It deals with more than simply Reserves Act land, but the full range of recreational amenities in the region. It can set strategies for future developments and set policies on such basic matters as funding. It commits both central and local government.

District - sets the detailed land use policy for reserves on a local basis. It will set out in broad terms what can happen on certain types of reserves and then leave it to management to direct what actually happens.

Management Plans - these must fit in with the overall strategy. For the major reserves the achievement of management planning objectives could be greatly assisted by regional schemes. District schemes provide opportunity for things to happen; management plans direct how and what will be done in a particular case.

7. REGIONAL RESOURCES

It could be a source of problems that management planning, district

planning and regional planning, fall into different hands, e.g. what if the Canterbury United Council set policies for Hagley Park that the Christchurch City Council did not accept? Actual control over the Park is not in the hands of the C.U.C., but because the C.C.C. must follow the regional scheme in its district scheme later management options may be restricted. In some cases there may be advantage particularly where significant resources are in the hands of small local authorities in United or Regional Councils assuming direct managerial responsibility. In the Christchurch situation I do not see that as being desirable from a resources point of view. (Refer to Local Government Amendment Act, 1979, S.619.)

Quote: Local Government Amendment Act, S.619

"(1) If the regional council or united council, as the case may be, is of the opinion that any land whether within or outside the region, not being land vested on a public body, is required for a park, public reserve, sports ground, camping ground or place of public recreation or enjoyment for the benefit of the inhabitants of two or more constituent districts within a region, the council may purchase or otherwise acquire the land or take the land for a public work under the Public Works Act 1928 as a regional park or regional reserve for any such purpose.

Provided that no land outside the region may be so taken unless the territorial authority and the council, if any, within whose district or region the land is situated consent to the taking."

SIMPLIFYING MANAGEMENT PLANNING

J. Edmonds, Planning Officer, Department of Lands and Survey, Christchurch.

Introduction

In addressing you on basic management plan ingredients, I am conscious of the fact that the management planning experience of participants here today varies from inexperience to considerable experience. So if you cannot understand what I have to say, you can assume that I am directing my comments to those with considerable experience. If you can understand what I have to say then you can assume that I am directing my comments to those who are inexperienced. The choice is yours.

Just as it has been said that there is more than one way to skin a cat, I believe experience has shown that there is more than one way to develop a successful reserve management plan.

However, notwithstanding this fact, I believe that there are basic ingredients which must be mixed into the brew before one can come up with an acceptable or palatable product. Before commenting on these ingredients, I would like to make a few observations on the "is" and "aints" of management plans as I see them so as to give you some idea of the flavour of management plans.

FLAVOURING MANAGEMENT PLANS"IS"

A guide for management and development

Generally a document containing sufficient information to justify the purpose of the reserve and to explain how it is intended to achieve that purpose.

and

"AINTS"

A detailed design plan.

A reserve handbook containing comprehensive information about the reserve.

"IS"

A working document required to assist reserve managers in making decisions.

A document with the public interest at heart.

A document which has regard for the expectations of all interested individuals or organisations, and is a contract between the administering body and the public.

A document subject to review as circumstances change.

and "AINTS"

A coffee table or bookshelf publication for light or entertaining reading.

A document to satisfy the whim and fantasies of the person responsible for preparing the plan.

One "man's" effort.

An everlasting blueprint.

BASIC INGREDIENTS

Having touched on a few "is and aints", I would like to suggest to you some of the basic ingredients of reserve management plans as I see them. These ingredients comprise:

- * Succinct statements which describe the basic purpose or management aims of the reserve. These are frequently referred to as objectives.
- * Statements on how it is intended to achieve the basic purpose or management aims. These are frequently referred to as policies.
- * Sufficient information necessary to:
 - a) justify the described basic reserve purpose or management objectives,
 - b) to explain the logic behind the policies being suggested as necessary for the achievement of those objectives.

Assuming for the time being that these do indeed represent basic ingredients of a reserve management plan then it is possible to see that a management plan could simply consist of statements under the three broad headings of:

- * introduction
- * objectives
- * policies

Introduction

This can include written and/or illustrative information (maps, sketches) to explain the location and basic characteristics of the reserve. However, I believe the main thrust of this section should be to document information which will assist in clearly identifying the basic purpose or objectives of the reserve. Situations do arise where considerable information about a reserve may be available and there may be a temptation to include it in the management plan because it happens to be available. One must avoid the temptation to include such information or at least give it only a level of attention commensurate with its ability to help justify the statement of objectives that one may wish to promote. I would suggest that there is little merit for example in documenting copious information about natural resources such as soils, vegetation and geology if the reserve being dealt with comprises essentially of bowling greens, tennis courts and a swimming pool and consequently is likely to have a purpose, not particularly relevant to these natural values.

A most useful technique to adopt is to have a statement at the end of 'Introduction' which comments on the significance or value of the reserve. By doing this, one is able to provide a logical lead into a statement on the basic purpose or objectives for the reserve.

Objectives

As I have already said, objectives may be seen as succinct statements which describe the basic purpose or management aims of the reserve.

Having an understanding of the basic purpose of a reserve is essential. Without this understanding management decisions can be inconsistent, in conflict, ad hoc and without direction. To illustrate this point, I can recall an instance where a voluntary organisation was permitted to plant a regenerating coastal hill country reserve in pines. No management plan existed and permission to plant was given by an individual on the administering body. The first that other members of the administering body knew of the activity was when they read about it in the newspaper. It was obvious from the reaction of some of these other members that they were in strong disagreement with the planting of pines as it

was their understanding that the reserve was to be allowed to regenerate. This example demonstrates the problems that can arise when there is not a clear understanding of the basic purpose of a reserve.

Policy

Looking now at the policy section of the plan, that is the section of the plan which includes statements on how it is intended to achieve the basic purpose or management aims of the reserve, it is this section of the plan which may ultimately determine whether the plan is destined to end up on the shelf or to be used as a practical working document.

I cannot over-emphasise the fact that policy statements must be relevant to the reserve. To cite an extreme case, it would be pointless for example to include a policy statement (for the example reserve) on wildlife habitat protection when according to the reserve evaluation in the introduction and the management objectives, wildlife habitat protection is a non issue.

When preparing a management plan it is useful to recognise that management objectives can be achieved by having policy statements which:

- a) in one instance effectively enable the resolution of conflicts or issues that may have become apparent in the early stages of information collection and public participation and,
- b) in other instances may facilitate developments which may not have been specifically sought after by anyone but which one knows through experience in similar situations elsewhere should be encouraged.

For example, in relation to (a), it may be that during the preparation of the example reserve, representations may have been made by the local bridge club, table tennis club, football club and polo club for clubhouse facilities on the reserve and as a consequence it is quite obvious that some future decision had to be made in respect of these applications. Given this sort of situation then there is definite merit in having a related policy

statement to facilitate decision-making (refer to policy example 1.).

For example, in relation to (b) it may be that no one has expressed interest in the use of a large part of the reserve currently under pasture, and yet from experience elsewhere one knows that this land has potential for outdoor recreation and consequently policy statements on appropriate uses are required to ensure that management objectives are ultimately able to be achieved (refer to policy example 4).

It is important when stating policies to ensure that the logic upon which they are based is clearly documented, if decision making is to be implemented. Without this logic the reason for the policy can be forgotten and therefore fail to be implemented or perhaps worse still may be implemented but for the wrong reason.

Finally, I would remind you that while policies are necessary to help you make decisions consistent with the basic purpose of the reserve, it is not possible to anticipate every decision that you will have to make in respect of a reserve. As a consequence there will be times when a decision has to be made but for which appropriate policies do not exist. Under these circumstances, additional policies will have to be draughted and the management plan revised as necessary.

INFORMATION GATHERING

Introduction

The gathering of information is an important aspect of management plan preparation.

There are good and bad methods for collecting information. At this stage I would only comment that the gathering of information without knowing why it is being gathered is bad news.

Information Sources

There are a number of potential sources from which information may be collected to assist with preparing a management plan.

They include:

1. office files
2. staff field inspections
3. public organisations and individuals
4. libraries
5. educational establishments.

Office files should always be the first source to be investigated as they are readily available to office staff and can give a prompt appreciation of the values and conflicts that are or have been relevant to each reserve. They can also provide guidance for the need to pursue other sources for further information.

It is important not to forget that other staff often have knowledge of matters pertinent to a particular reserve or may know of someone who has an interest in the reserve.

Management planning cannot be undertaken without field appreciation of the resource. An officer can appreciate a reserve situation far better with one visit than with many volumes of descriptive text. Where public use of reserves is involved, visitor use surveys can complement or confirm visitor attitudes. Such monitoring should be undertaken for specific purposes and not just for the sake of collecting information.

Before undertaking visitor surveys it is essential to rationalise what information one is attempting to collect and to assess the manner in which it may assist with the preparation of the management plan.

Public Organisations and Individuals

There are a whole host of public organisations which can potentially contribute information relevant to a reserve. It is important to be aware of who these organisations are. They include:

- Government Departments - the publication 'Land Information Handbook' is useful for identifying information available from the various Departments.
- Local or Ad Hoc authorities - Catchment Boards, Drainage Boards, Historic Places Trust, Walkway Committees.
- Voluntary/Conservation Organisations - Royal Forest and Bird.
- Recreation Groups -
- Resident or Citizen Groups -

Educational Establishments

Here I refer to establishments such as universities, secondary and intermediate schools, training colleges. These agencies represent potentially important information sources either in terms of studies already completed, information in libraries or in terms of their willingness to gather information or to undertake special studies.

You should be aware of subsidised employment schemes offered by Labour Department, e.g. Project Employment Scheme, Student Employment Schemes, and the opportunities that they present to employ people to gather information.

PUBLIC INVOLVEMENT ISSUES AND VALUESIntroduction

Public involvement, issues and values is in fact quite a wide subject and we could probably spend a whole day discussing it. All that I am going to do is:

- to mention some advantages and disadvantages of public involvement,
- to touch on some opportunities for public involvement,
- to look briefly at the issue of appropriate techniques for public involvement.

Some Views on Advantages and Disadvantages

It is generally accepted that people who own land should have the opportunity to influence the manner in which the land is used.

It is general government policy that the public should have the opportunity of making representations on the management of public land. This is evidenced in various land management related legislation whether it be National Parks, State Forests, Crown land or reserves. In the case of reserve management planning, public involvement is seen to have merit because:

- it makes the reserve manager more aware of public aspirations. In view of the fact that reserves are supposed to be managed on behalf of and for the benefit of the public, this would seem to be an important advantage.
- It makes the public more aware of the reasons for decisions made by the reserve managers. This is certainly important as individuals who criticise decisions often do not have a full understanding of all the issues that pertain to a particular situation and therefore do not realise the full implications behind decisions.
- The public represent a valuable source for information and original ideas. This recognises the fact that there is no one person who holds all the answers.
- Reserves staff may also find it useful, as management plans which have been made public may make the difference with Council in making money available with estimates.

Having said this, there are those who see public involvement as unnecessary and unhelpful. The disadvantages seen are that:

- it costs money,
- it slows up progress with preparation of plans,
- it seems to raise more potential use conflicts than it solves.

Public Involvement : Enforced and Fostered

Opportunity for public involvement in management planning can be accommodated in two basic ways. It can be:

- enforced through legislation and
- fostered through the adoption of appropriate administrative procedures.

The actual opportunities provided by an administering body are often interpreted as a reflection of the administering body's willingness or lack of willingness to involve the public in management planning. Certainly there are some administering agencies who see public participation as a bind and a waste of time and will therefore only do what is required by law. There are other agencies however who do subscribe to the view that public participation is valuable and as a consequence will not be content merely to satisfy legal requirements but will also take their own initiatives to ensure the public are able to take full advantage of the opportunity to influence future management of the reserve.

Enforced (Legal) Opportunities for Public Involvement

The Reserves Act presently prescribes three opportunities for public involvement in the preparation of management plans. These are provided for:

1. By way of a public notice which advises of the intention to prepare a plan, and which extends a general invitation to send in written submissions. This provision was mandatory but is now left to the discretion of the administering body.
2. By way of a public notice which advises that a draft plan has been completed and which extends a general invitation to make written objections or comments on the draft management plan. Individuals/agencies who may have taken advantage of the opportunity to comment under 1. above must each receive a written invitation to object or comment on the draft plan. In these invitations the public are also invited to advise whether they wish to be heard in support of their written submissions.

3. By way of public hearings where individuals/agencies have advised that they wish to be heard in support of their written submissions.

Fostered Opportunities for Public Involvement

I understand various initiatives over and above legislative requirements have been undertaken by reserve administering bodies to ensure effective public involvement in management planning. These initiatives include:

- Not only advising the public of the fact that they have an opportunity to be involved, but also attempting to explain to them what they are being asked to become involved in. Matters such as what's a management plan? What sort of comments are relevant etc. have been raised.
- Perusing office records for names and addresses of interested organisations/individuals and sending them circular letters and/or asking them to comment on specific management issues.
- Convening meetings with known interest groups to discuss specific and general management issues.
- Sending out notices with rate demands or other Local Authority notices.
- Encouraging the local paper to run news articles.
- Invitations and exposure through the use of the local radio either as a news item or an interview.
- Preparing public statements on apparent management issues and conflicts for public to react to.

The Issue of Techniques

I would like to examine in a bit more detail the opportunity for public involvement before the actual preparation of the draft plan.

As I indicated earlier the legal requirement for public involvement during this stage is now optional where it was previously mandatory. I understand this change in legislation was based on the premise that public involvement at this stage provided only limited benefits when one took into account the cost of advertising, the time involved and the limited to nil public response.

I believe that one could conclude of course that the lack of public response to this invitation for submissions was a

reflection of the inadequacy of public notices as a technique for communicating with the public rather than as an indicator of the public's interest and desire to be involved.

I took out some statistics on public response to the general public notice inviting submissions to assist with the preparation of draft management plans.

Of the six plans I examined, five relied only on the public notice for public response and the sixth relied on the public notice plus a circular letter sent to 33 interested organisations and individuals whose names and addresses were obtained from the office file on the reserve.

In the case of the first five, three had no response, one had two responses and the fifth had one response.

In the case of the sixth management plan, 31 submissions were received of which 25 were on the list who had been forwarded the circular letter (i.e. 75% return rate).

Now I realise that there are many variables and uncertainties when making such comparisons but there certainly seems to be a message there somewhere about the need to adopt appropriate techniques for involving the public if there is the genuine desire on the part of the administering body to involve the public.

It is often stated that the public do not respond until they have something to respond to, e.g. a draft management plan. I am sure there is an element of truth in that view, however, I suspect that a lot of people do not respond because they do not understand what is actually being asked of them.

Look at the typical public notice! Would members of the public understand? Do they know what management plans are?

Conclusion

To conclude I would like to say that public involvement is obviously something that can be done because the law requires it or it can be done because one believes that it does have long-term benefits for both the public and the administering body and therefore worthwhile fostering.

Obviously the stance that is taken, is the decision of the administering body, who must of course accept the consequences of whichever option it selects.

* * * * *

OBJECTIVES AND POLICIES IN MANAGEMENT PLANS

Objectives and policies should be the framework on which to test decisions, that is decisions to do things or decisions to not allow things to happen.

The questions should be "Is it possible to allow this or that to happen in the reserve? Will the policies allow it? Will it go against the objectives?"

Objectives and Policies are reference statements to guide parks and reserves managers.

ONE PRACTITIONER'S GUIDE TO THE NEVER-NEVER

A.D. Jellyman, Director of Parks and Recreation, New Plymouth City Council

INTRODUCTION

These are my thoughts on the issue before us based on the New Plymouth experience. I am mindful that the course was initiated following the turmoil which many Local Authorities are in on the Management Plan issue.

At the 1982 Counties Conference a remit was passed proposing that the Reserves Act 1977 be amended to enable Local Authorities some discretion in whether or not they prepare Management Plans. This same remit was one of three presented by the Waitemata City at the Municipal Association Conference just two weeks ago. Along with it were others on the question of delegated authority for classification and a simplified procedure for the Revocation of Reserves.

Of course this was not the first time the issue of Management Plans had been a subject of heated discussion at this venue. From my knowledge of these Conference discussions, much of the concern has been based on the question of where on earth to start and what to do when you find that point.

I suppose a good point to start is by reading the course literature. So I ploughed through the draft Guides and Policies in the Exercise of the Reserves Act to remind myself what Management Plans were all about. As I read along I wondered whether it was all worthwhile - I asked myself whether they were a formalised procedure for planning the future management of reserves and if so, what would be achieved in the 80 or so reserves my Council administers.

Then I got to Appendix A, the 10 cardinal steps to please the Minister and his Commissioners of Crown Lands. Well that was simple enough and so I came to Appendix B. 'Guide to Planning Team or Author of Plan' and the six pages of suggested steps boggled the mind and would send fear rippling down the spines of many Local Authorities looking at Management Plans. Certainly I

became more and more confused and was quite thankful that I couldn't read the fine print.

How Complex?

I think it brings me back to the dilemma I have found and to which I hope this course may provide an answer. How complex does a plan need to be to be a practical management tool? My Department's efforts have been plain documents of stated policies, assessed values and worthy objectives, complete with plain cover. By contrast I have seen plans prepared by the Lands and Survey Department for a private reserve near Whangarei which was right in line with Appendix B - each suggested step carefully addressed right down to an inventory of the seaweeds on the coastal reef and a list of every native plant recorded on the property. Filled with complex maps, diagrams of seats and signs. A publication fit for a Royal Command Performance was produced.

My purpose in making this comparison is not to pour scorn on, or to be envious of resources and attention paid to detail by the Department to accomplish these magnificent plans, but rather to draw attention to two things:

- (a) the difference in technical resources between a typical local authority and a Lands and Survey Department Office, and
- (b) the problem of whether a Management Plan should be simple or complex.

I can accept that a complex management plan would be needed for a large area such as Egmont National Park, but wonder just how far it is necessary to go with city parks.

To get to the point perhaps I can chronicle the steps we have taken and list some of the anomalies and frustrations encountered.

The Beginning

To start with we looked for guidance from centres like Wellington which with characteristic gusto lead the field with the forthrightness of a belted Galloway bull. So the concept of grouping reserves was adopted.

We selected a four zone basis which is now incorporated in our District Scheme Reserves Policy.

While this was grinding its way through the system we began the process of preparing submissions for the classification of our 80 plus separately identified reserves. In this process we were mindful of various approaches to classification. Some authorities were going to apply for Local Purpose Reserve status and to keep reserves on land where titles were in 'fee simple' unchanged to avoid the need to undertake Management Plans at all.

We chose to accept the general philosophy that there was a positive value in Management Plans and so resolved that as far as possible we would apply the 'recreation' classification.

Bear in mind that in my Council any work required by the Act had to be prepared within staff resources where technical staff is limited in the extreme, and where the major purpose is to get on with the job of maintaining all those areas our community and city fathers expect of us. Also, where the ability to increase staff complement by one suitably qualified person may represent one half of a percent of the annual rate increase.

In these circumstances the bulk of work was carried out by my senior Technical Officer whose normal duties are to control and plan for the horticultural section with one half of his time in the field on the job, the other involved with landscape and project development and programme planning. So between all of these things 'certificates of title' were gathered in triplicate and classification applications finally submitted in modest batches to the local Commissioner's office. I am not sure to this day whether the sinking lid or the sheer volume of work this step involved for us and the Department of Lands and Survey was the problem, but even today a good number of classifications are not yet resolved.

Many of our Green Belt Zone reserves follow along stream and valley systems and were variously titled, but mainly as 'esplanade'. Based on our starting philosophy we opted for all Recreation Reserves. I wonder now if we didn't make rods for our own backs.

In the middle of all these we were negotiating a site lease for a joint development which would provide a Youth Hostel, Social Centre for the Blind in addition to an established tennis court complex, a Scout Den and a valley of local remnant forest. In addition, the site provided a further area on which a community and recreation centre or otherwise could be accommodated - all of this in a piece of reserve of maybe three hectares. Well, what a to-do! As if it wasn't enough that some of the neighbours didn't want a Youth Hostel near their place - and all their daughters were married years ago. We argued that the case was a simple one of 'Recreation Reserve'. The Commissioner took issue to insist that the Scout Den, Youth Hostel and Centre for the Blind should be classified 'Local Purpose', the bush remnant 'Scenic' (no nose blowing here without the Minister's consent) and the tennis courts area could be recreation.

Hours and hours of time were expended on this issue. Meanwhile, the Youth Hostel went somewhere else and the Blind lost sight of the City Fathers and bought a property and eventually the Commissioner conceded that a Scout Den could be part of a Recreation Reserve. He did, however, insist on 'Scenic' for the bush. That was in 1977-78. The other day I got a letter requesting a class B. survey to define this drafted Scenic Reserve. Oh Boy!

Further irony was added when we were informed that one reserve could not be classified because of its historic title and that we didn't have to prepare a Management Plan for Pukekura Park because it was constituted by the last Act of The Taranaki Provincial Government in 1875.

Having dealt with the trauma of classification we set about dealing with a management plan by the book for a reserve called Barrett Domain. This 30 hectare reserve had been largely managed by a citizens' committee and as dependence on my department grew so the citizens' suspicion of my motives were increased. The reserve included historic sites, a lagoon, bush remnants, grazing paddocks, native plantations and was rich with water fowl.

Not unnaturally part of the Domain was a wild life habitat. A four man team set about doing most of those things set out in Appendix B. This comprised myself, my Senior Technical Assistant, and two leading lights from the citizens' committee. As an exercise in itself many of the suspicions of my motives were allayed in the exercise, so the subsequent stages brought little response in the way of public participation. We had to placate a Commissioner who insisted that parts of the Domain be classified 'Scenic', but humour was restored and the first plan was done. Not the Rolls Royce version Lands and Survey would produce, but a reasonable plan with reasonably clear objectives. At least I thought so.

Not long after that we were approached by a local group involved with disabled riding who wished to use the areas of the Domain in which horse riding was allowed.

The organization was a worthy community group, had a lady Councillor (and another Councillor's wife) in its ranks, had no resources cash wise, was one of two such groups (who did not speak to each other) in the city and who without a site and approval for a building could not raise funds or claim on International Year of the Disabled bonanza.

The Management Plan contained a policy that was meant to express that buildings should not be part of the rural scene of the Domain.

The Riding Group required a riding arena, a building with loosebox storage and instruction room as well as access to the grazing areas to keep horses on site. When reporting on the application I trotted out the Management Plan provisions chapter and verse, but unlike Harold Robbins, whose explicitness leaves no-one in doubt, I found that those Councillors sympathetic to the cause found a way to rationalize the adopted policies because they lacked that Harold Robbins quality.

So not withstanding the provisions of the Management Plan my Council, after some acrimonious debate, agreed to a lease. In the midst of this hoo-ha I was seen as an obstinate, truculent

bureaucrat, commonly known as a petty public official, completely out of touch with realistic assessment of community needs. My idealism for a united equestrian fraternity based on our underused fractionated racecourse facilities, was a lost cause in the effective use of open space areas.

Was the Council right or was the Management Plan merely an impediment?

While a marginal advantage was gained in that a site remote from the main stream of the Domain was finally selected to reduce the impact on the Domain, and while a limited period of lease was agreed to enable review, I wonder what chances there are that a future Council would require a group of this nature to move from the site when the lease expires, no matter what their performance or impact.

So much for the Domain. We figured that the next most important area to cover was that of sportsgrounds where playing fields, club leases and other demands were most likely to arise. Following Wellington's example we set about establishing a general set of policies applicable to all sportsgrounds zone parks. In these we spelled out such things as definition of seasons, flood lighting, car parking, buildings, access and landscaping policies. The next stage dealt with individual parks where in addition to the general policies we documented an inventory of what facilities the park had, what site leases existed and any other factual matters.

From the factual we moved to the area of assessment. We developed our assessments into policies designed to be a guide for future management of the park. For example, we may have expressed the opinion that building facilities were adequate on the park and promoted a policy statement to the effect that there should be no more building development on the ground. A normal corollary policy would be a statement advocating a lessee making club facilities available to a wider range of community uses.

With that sort of approach we circulated a draft plan to every code, club and group with use or tenancy on our sportsgrounds. The draft was also tabled at liaison committee meetings for each park where all user clubs and codes met to discuss problems. By and large submissions were minor and virtually none came from the clubs and codes themselves even though some policies suggested stringent controls on the ambitions of some users.

Having done this the Parks Committee met to consider the submissions and following minor changes the plans were adopted and confirmed by the Council.

From an operational point of view we have used the Management Plan in dealing with the constant stream of requests which come from clubs, codes and tenants. Where appropriate we quote the relevant policy. So it can be said that the Plan has been a useful tool. Two instances in which the Plan has been put to the test bear comment. In the first instance we dealt with an application to rebuild and enlarge a soil shed system. This was right in itself excepting that the structure was utilitarian, stuck out like organ stops and became a considerable impediment to a panoramic view. With characteristic enthusiasm I reached for the Management Plan certain that here was my defence and saviour. To my horror the Plan made no comment on this type of development and the lack of explicitness gave little grounds for support of stringent conditions I would have liked to impose. While the matter was resolved without too much problem, it did illustrate to me just how easy it is to completely overlook what could be vital issues in park management planning.

The second instance concerned a park with three playing fields established, but with potential for three more. Facilities were limited and there was a limited social room used by one code. On the reserve adjacent a recreation lake of 12 hectares was nearing completion and could bring a requirement for social facilities. So in addition to three separate clubs being resident on the park there was a likelihood that another recreation area within 400 metres would also require facilities. Most unexpectedly the Management Plan policies advocated a single facilities unit in

which all users of the area would be accommodated.

Splendid! Applauded in principle by our City Fathers as a most prudent provision.

Last year I read in the local paper that the resident rugby club was launching a fund-raising campaign for the new club rooms it was going to build on the park. Tut! Tut! - no authority of the Council, let alone compliance with the Management Plan! Suitably chastised the Club made a formal submission to the Council complete with sketch plans of what it intended to build. In reporting on the application I again consulted the Management Plan and quoted the very specific policies on facilities development. Nonetheless, I was in a quandary as to which approach was most likely to gain support of the Parks Committee in line with the policy without giving an outright refusal to the application. In the event I recommended that before proceeding any further, all other users be consulted to see if some common interest could be reached. My committee ruled that my attitude was unduly restrictive and that the applicants' initiative should be encouraged not thwarted. So out the window went the policy and a resolution was passed showing a discernable degree of Council enthusiasm for the project.

Now you can draw whatever conclusions you like on these issues, but there is a case for growing cynicism with regard to Management Plans where support for policies is forthcoming if it suits, but can be judged ill conceived and restrictive when it doesn't suit. Is that the fault of the Plan?

Despite my growing cynicism on the value of plans and the enormous amount of time taken to draught them in a department like mine, we next decided to attack the Green Belt Zone Reserves. Using the same technique as for sportsgrounds we set about drawing up a general statement for these areas. In New Plymouth the Green Belt Zones comprise the six valley systems which thread their way from the coast to the southern boundary of the city. In these areas a wide variety of small reserves are provided including play areas, a campsite, a scenic reserve, grazing reserve, a formal

garden, historic sites, bowling greens and a few sites which had potential for community type needs such as scout halls. You will now perhaps understand my remorse in recommending these all be classified as recreation reserves instead of Local Purpose for Esplanade.

The sheer complexity of the systems meant that the general policies had to provide alternatives. So we listed maintenance options -

- Formal - for billiard board finish
- Informal - where periodic mowing may be needed
- Grazing - where full grass control was practical
- Regeneration - where no maintenance other than actions which would assist natural regeneration would be required.

The general policies and statement were arrived at using one valley system as an example and having listed all our ideal policies we separated general areas from those specific to an area. We found we had to adopt a completely different technique from that we had used for sportsgrounds. As we set out proposals for the individual parks within a valley system and listed its inventory and stated policies for, say, maintenance we found we had to make continual cross reference to a specific alternative in the general policy statements.

All that was in January 1982. Kingsley Clark and myself were completely bogged down - so I went off on holiday and haven't done anything further since. I haven't done anything other than wonder whether there is a case for all this effort. Certainly I was not in the least consoled by my colleague from Wanganui who assured me that their Management Plans for the whole city had been processed in three months by the Town Planning Department and they were doing very nicely thank you.

It appears that two similarly sized authorities were a hundred miles apart both in physical distance and approach to the problem.

So my saga comes to the point where I must confess to a measure of disillusionment and uncertainty about the whole concept of management plans for urban reserves. As a document for chronicling inventory and well established policies of a Council there is no doubt about the benefits. But get yourself into the realms of idealist policies where you are in essence recommending judgement by your own values and you will find this area subject to attack. Do not be fooled that these judgements are sacrosanct - they are not, but be assured your judgements will be judged and a Parks Committee will be the eventual jury. Hence, I am here bewildered and feeling like a vase full of weeds displayed at a floral art exhibition under the title 'The mixture of a muddled mind'.

In the remainder of this course we will all have to apply our thoughts to finding a workable solution to the quandary many local authorities find themselves in. The question which must be addressed is - can simplicity be achieved yet a positive management document be created?

Finally, may I draw your attention to the question of time. I know just how much time is involved in these exercises. I am also conscious of the hours our communities expect of city fathers in their work as Councillors. Too few people know how many hours our Councillors give to fulfil the community expectations. Excessive loadings of your Councillors to effect management plans should be avoided. In this aspect alone there is a challenge.

There is a phenomenon known as maximising the wrong function.

THE HAMILTON CITY COUNCIL'S APPROACH TO MANAGEMENT PLANNING

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Within the Recreation and Welfare Department of the Hamilton City Council, the Management Planning process has been evolving and changing as the understanding of its application has increased.

From an initial, rather negative attitude, we have gradually discovered the considerable potential the process offers. If the Reserves Act was removed from the statute books we would probably continue to do Management Plans at the same rate we do at present. It is also planned that we will eventually extend the process to include all of the public facilities and land under the Department's control. This includes facilities such as the Centennial Pools, the Founders' Theatre, the Mardon Road Community Centre, public lavatories and pensioner flats.

Our enthusiasm for Management Plans has been confusing other local authorities whose main objective in producing Management Plans appears to be 'to meet the requirements of the Reserves Act'.

For Hamilton, this has become a very secondary objective. At the present stage we have three main aims -

1. to involve the public in the planning process.
2. To undertake a forward planning exercise.
3. To provide guidelines for the day to day management of a facility.

1. To Involve the Public in the Planning Process

This occurs in five areas -

- (a) Asking for suggestions, asking people to identify the needs and finding out the longer term aims of groups or organisations involved in a public facility.
- (b) Seeking public comments and objections to the proposals or existing plans.
- (c) Explaining to anyone interested, what is intended - sometimes in detail.

- (d) Getting people actively involved and committed in the development of a public facility or amenity.
- (e) Promoting the use and public awareness of a facility or amenity.

2. To Undertake a Forward Planning Exercise

The Management Planning process provides the opportunity to sit down and identify needs and to direct change towards an ultimate goal.

Forward planning often receives a low priority in terms of the time that is made available. However, its value cannot be underrated. In the long term it gets priorities into perspective, and avoids duplication and unnecessary use of scarce resources.

3. To Provide Guidelines for the Day to Day Management of a Facility

A Management Planning document is a tool which can be used by Council staff. It sets out policy priorities and objectives so that everyone is pulling in the same direction.

It provides a safeguard to the park environment replacing 'Environmental Impact Reports' and zone development plans with a much more effective tool.

The Management Plan provides a broad brief for park managers, planners and designers so that they can work with confidence within a brief that has been approved by Council and the public.

All three of these objectives are common to good planning for public facilities and not just parks. The Management Planning process just provides the formal discipline and framework to make sure that the time is created to meet them and that the planning stages occur in a logical sequence. If a Council is already committed to public involvement in planning, then the Management Planning process can rationalise the workload rather than increase

it. Of course, our approach to Management Plans suits the Hamilton situation, but it may not work in other local authorities, particularly smaller Councils.

Our Department is fortunate compared to many other local authorities -

- * We already have a comprehensive recreation zoning in our District Scheme which has become generally accepted by the community.
- * Our Council is committed to public involvement in planning and so can appreciate the value of the Management Plan process and treat an endorsed Management Plan document as a contract between Council and the public which should not be changed on a whim.
- * The Management Planning process involves all Council departments, but it is controlled and administered by the Department which manages the facilities. In some Councils, the planning is done by town planners or administrators who will have no direct involvement once a plan has been drafted and hence, there may be less commitment and feedback.

If you can appreciate why we are so positive about Management Plans, then you can also understand our broader definition of the Management Planning process.

"A process whereby Council and interested groups or individuals resolve the optimum strategy for the management and development of a public facility."

Management Plans are no longer just a report, but a continuous process, punctuated every five years by an updated statement or summary which is officially approved by Council. Ideas and feedback are not just confined to the period on which the document is prepared.

The process is also very broad, involving all senior Recreation and Welfare Department staff, outside specialists and community groups. It involves a wide range of activities, including meetings between staff and sports groups, public meetings and other development plans. The Management Planning process has no defined edges and the report itself is only the tip of the iceberg.

Hamilton's 120 odd parks and the other small sections of reserve land will be covered in about 12 Management Plans based around straight forward management units.

These are defined by -

- * Special topographical features (e.g. gully parks and riverside parks)
- * Areas defined by historical associations (e.g. the Town Belt)
- * Small parks collectively defined by the District Scheme (e.g. small neighbourhood parks)
- * Specialised facilities (e.g. the cemeteries and crematorium)

Within these larger management units, it has been practicable to further subdivide into management zones.

Within the large park known as 'Hamilton Lake' for example, there are five zones, each of which fulfils different functions, can accommodate different levels of use, development and maintenance. These are - aquatic wildlife areas, active water sports areas, natural parkland areas, lakeside recreation areas and active sports areas. This may at first appear to be a further complication, but in practice it can make the process and the documentation more straight forward and useful.

Methods of presenting the information to the public will vary. For example, it has taken the form of newspaper articles, displays, lectures, workshops, park tours, comic strips and pamphlets, and other possibilities such as video will be tried.

However, in each case a standard A4 report is being produced that is generally a collection of objectives and policy statements that can provide a guide for management and development. They are written in straight forward English with a minimum of legal or planning jargon.

Apart from a general introduction, all background information is confined to a separate document that is issued on request. These Management Plan appendices will eventually be combined into

a series of background and resource information reports which will also have to be updated from time to time. They are proving popular as resource material for schools. Our Management Plan documents do not include resource data such as geology, geomorphology, soils, flora and fauna, climate, etc., unless it is relevant to the Management Plan.

The documents do not include briefs for standard design detail such as signs, litter bins or boundary detail. These are covered under standard Department policy. Our Management Plans do, however, make reference to regional plans, district scheme, Council policy, Department policy, community recreation objectives and capital improvement budgets.

In our experience, each Management Plan presents different problems and opportunities and needs a different approach, not just in the written document, but also in the process of public involvement. There is no magic recipe for the right length and form of the Management Planning process and it can probably never be completely and accurately defined within a legal framework or a flow chart.

Whether a Management Plan is on the right track or not can only be determined by testing it. For Hamilton, this means turning to our three main objectives and expanding on these functions.

Here are a few examples -

1. Involving the Public in the Planning Process

- * To engender continuous public involvement in the use and development of a facility.
- * To present the information in a clear and understandable form which will encourage a wide cross section of public feedback.
- * To give a fair and honest guide to neighbouring residents as to what might happen in the foreseeable future. (For example, could a carpark or playground be located near their property? Or will the property be shaded by dense trees?)

- * To rationalise the process of public involvement and avoid unnecessary duplication (e.g. Zone Development, Leases, Environmental Impact Assessments, Notified Departures and Park Development Plans).

2. Forward Planning

- * To define the short and long term development and maintenance objectives and to give an indication of where things are generally heading and what changes in direction are proposed.
- * To address all existing site activities, future demands and needs and the aims of other organisations involved in a facility.
- * To work from stable assumptions where possible so that the management document will not need to be re-written in 18 months.

3. Providing a Management Tool

- * To address existing or potential problems such as conflicts in use or between use and environment.
- * To define priorities and the level of development, maintenance and use that will be practicable and possible within each area of the facility. (This definition can be tested against the District Scheme and a list of possible or improbable activities. For example, can a rugby club build and lease a building on the park? Could a charitable trust hold a fair on the park? Could a concessionaire introduce 'rent a bike' or a hydroslide?)
- * To identify significant historic, environmental or aesthetic features on the site and provide protection for those where practical.
- * To provide a broad brief that has been approved by Council and the public for further detailed planning and design work, and to clear the way for proposed development, leasing, and other charges.

This last function alone makes the whole exercise worthwhile for us.

If a Management Planning process is fulfilling these sorts of functions, then it is probably more than adequately meeting the requirements of the Reserves Act. That is not to say the Reserves Act should be ignored and that at least the basics should not be understood, but it is very easy to get bogged down in the technicalities of the Reserves Act.

From our point of view, the Reserves Act and particularly its classification units is based on Lands and Survey and A.R.A. types of parks. To make it work for city parks and facilities we have had to modify the tool that the Act has given us. The results can only be truly tested over a period of time, but to date, it has made our planning process more rational and more public orientated.

MANAGEMENT PLAN FORMAT

Grant Webley, Section Drafting Officer (Maps), Department of Lands and Survey, Christchurch.

COVERS

First impressions are important - cover must look good - "sets the scene" for the rest of the document.

Use whatever material is available - photographs, drawings or simply wording, but use some imagination when setting out - invest in a sheet of Letraset for instance.

Sample 1 is a typical management plan cover of ours. We have been able to have a drawing done and have screen printed it on to card. Sample 2 is the same art work xeroxed on to card. This service is readily available at any xerox copy service for approximately 15 cents per copy (for 50 copies).

TEXT

Page after page of typewritten text can make for tedious reading. This can be overcome to a degree by breaking up the text with photographs, maps, diagrams, etc., and paying attention to layout.

Some modern electronic typewriters have a proportional spacing facility, with several type faces, specially designed for better presentation. These machines cost a few hundred dollars more than the conventional typewriters, but have many other features which are useful in general typing work. They are, for instance, very fast and so output generally is increased.

Using the proportional spacing facility, you get more words per line and so you can utilise larger borders. Use the same border left and right - makes printing back to back easier (samples 3, 4 and 5).

LOCALITY MAPS

A portion of a topographical map with identification data superimposed is ideal. Use a little imagination when pasting up. Compare the map in the Hukanui report with sample 14. It took very little extra effort to enhance the Godley Head map with a border and Letraset type.

COLOURED INTERLEAF - TITLE PAGES

These are ideal for separating sections of a management plan and report and can contain simple wording or drawings or photographs (sample 15).

DIAGRAMS, CHARTS, SKETCHES

These can be used anywhere in the text to reinforce the subject matter or simply relieve the typewritten text (samples 16 and 17).

The sketch at the bottom of sample 18 was the result of a lunch-time "doodle". We had room for it so we used it.

NOTE: Some references in the text have not been included in these proceedings. Examples are: Sample 1. This is a glossy card. Sample 15. This is a coloured interleaf.

PHOTOGRAPHS

Photographs can be included anywhere in the text to illustrate a feature or just for general interest.

Simply leave a space in the text and paste in a screened bromide print and print it with the rest of the text. These prints can be copied from any photographic print (coloured or black and white) and enlarged or reduced. Enquire with any printer, graphic arts firm or local newspaper. Cost: approximately \$5 each. Specify 100 line screen - this suits most printing processes (samples 6 and 7).

PLANS, MAPS

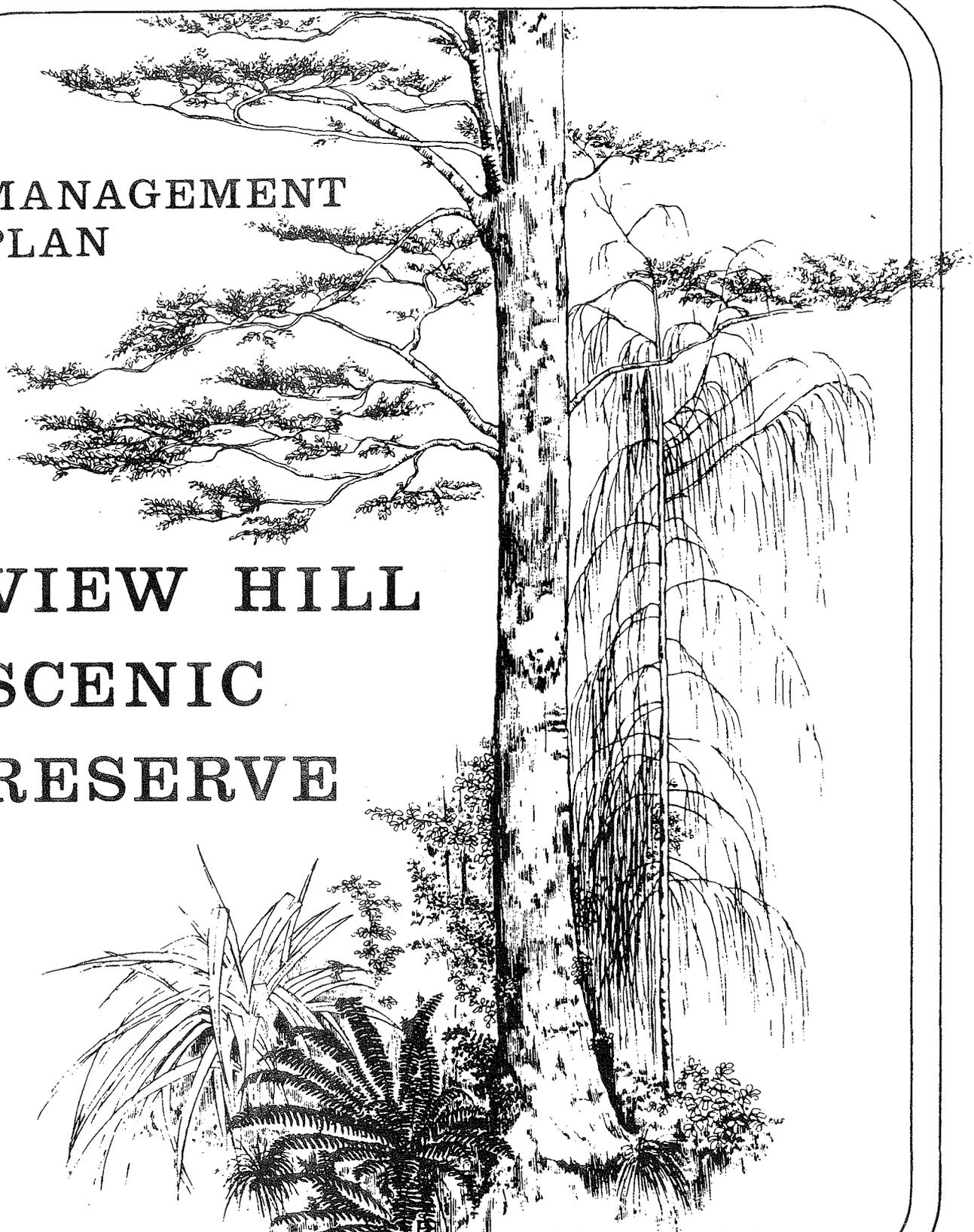
A plan of the reserve should be included in each management plan. We use a pre-printed plan form for general use, showing reserve

boundaries and significant topographical features interpreted from aerial photographs (sample 8). Occasionally we take a transparency from the base plan and alter it to illustrate features or proposals, sometimes "glossing it up" a little with Letraset type (sample 9).

An ideal base plan which we have been using of late is a screened bromide print from an aerial photograph, marked up to show relevant data. Sample 10 was taken from a contact print which can be ordered through any Lands and Survey office at a cost of \$3.50. If the contact print is not at a convenient scale than an enlargement of a half tone transparency may be ordered. These are ideal for important reserves where working plans may be required from time to time. Cheap prints can be run off on an ordinary drawing office printer and the transparency is also suitable for the final printed management plan.

The marking up of the bromide or half tone transparency may be done directly on to the print or on a transparency. The advantage of the latter method is that the linework can be "reversed out" if offset printing is utilised (sample 12).

The drawing up of these plans is a specialised job and your local Lands and Survey drawing office should be able to advise on who could undertake the work. Survey firms and town planning consultants are the most likely.



**MANAGEMENT
PLAN**

**VIEW HILL
SCENIC
RESERVE**

DEPT. LANDS & SURVEY
CHRISTCHURCH

MANAGEMENT PLAN SERIES NO. SR 20

1980

Resource Information

21. THE PHYSICAL RESOURCE (Refer Figure 14)

21.1 Coastal Form

The Taumutu to Rakaia River coastline is a product of sea erosion on the Rakaia River fan and the beach ridges formed round the Lake Ellesmere embayment (refer also to 10.1).

The present coastline is made up of a steep gravel/sand beach rising to a gravel bank some 4 m above mean sea level and some 30+ m wide.

Rakaia Huts are on the highest coastal land, being perched on the edge of a river terrace. North-east along the coast the land falls to its lowest level at Coopers Lagoon and then rises to the sand/gravel ridges at Taumutu.

21.2 Drainage Pattern

Historically the seven present streams flowing out to the coast would have coalesced into a lagoon formed behind the gravel bank and would have flowed to Lake Ellesmere or to the Rakaia Lagoon.¹ At higher water levels the lagoon may have broken out to sea through the gravel bank. Nowadays one stream flows out to Lake Ellesmere at Taumutu, and the rest flow to sea through four pipe outfalls. The north-eastern end of the Rakaia Lagoon is blocked by infilling from the gravel bank.

The streams are generally spring-fed and have clear water, often quite deep and swift-flowing. Small meanders and wetland areas have remained or formed inland of the gravel bank, Coopers Lagoon being the largest of these wetlands.

During southerly storms, high seas and gravel accumulation can block the outfalls, and floodwaters spread over considerable areas around Coopers Lagoon.

21.3 Coastal Processes

The coastal gravel bank is "rolling" inland at an average rate of about 1 m per year, as the coastline erodes. The low land at Coopers Lagoon offers less resistance to coastal erosion, consequently there is a distinct "hollow" in the coastline profile at this point.

1. An unofficial name. Technically the Rakaia Lagoon is an estuary.

Implementation

To contact appropriate people and organisations as regards carrying out research essential to future management of the reserve, to establish a resource inventory and photographic record for the reserve, and to prepare interpretative signs, plaques and leaflets.

6.25 Public Health and SafetyPolicy

- (i) To provide and maintain a water supply meeting Health Department standards and capable of meeting the peak demands of visitors.
- (ii) To ensure that toilets, when erected, are of the septic tank type or other approved system. Effluent to be drained in such a manner so as to prevent any health hazard.
- (iii) To make available first aid facilities and have park staff trained in first aid.
- (iv) To make park visitors aware of the nature of the park as regards steep cliffs and hidden under-runners.
- (v) To provide safety barriers only in areas where high public pressure is likely.

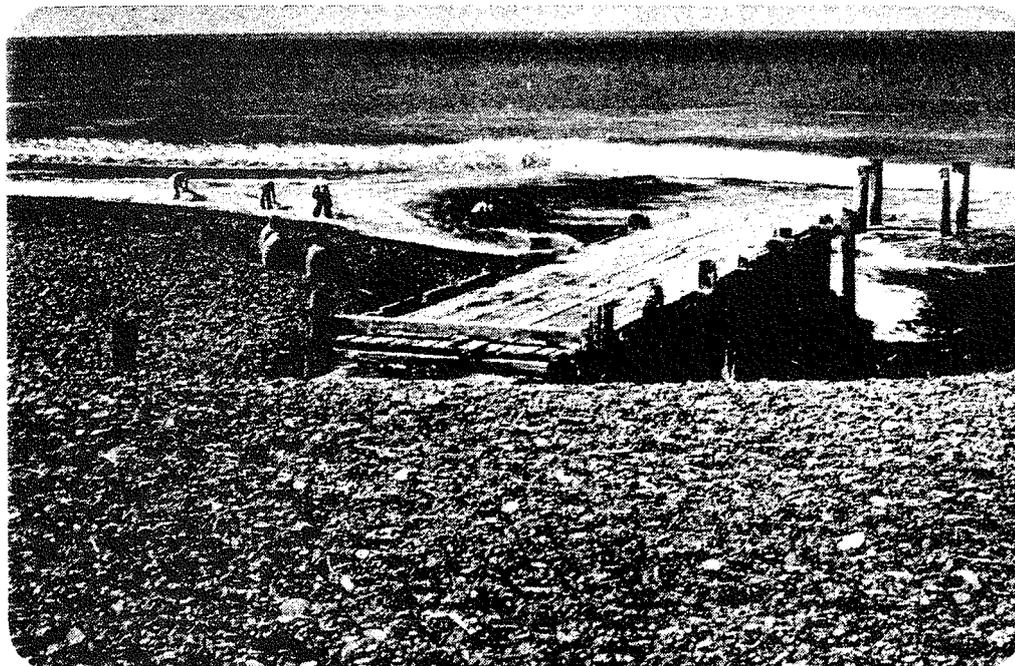
- (vi) To ensure that essential management operations such as weed and pest control are carried out with high regard for public safety.

Explanation

The park is situated on a headland where precipitous cliffs and uneven terrain are a feature. Certain essential management operations such as rabbit control involve a measure of danger. A high standard of safety and hygiene within the park is essential to minimise health risk and ensure public confidence in the area.

Implementation

Upgrade the water reticulation to meet Health Department standards and water requirements. Establish facilities in accordance with these policies. Arrange for park staff to receive training in first aid. When preparing interpretative material, include comment on the precipitous nature of the headland. Provide safety barriers at dangerous points on the walkway and elsewhere where visitor pressure is high. Ensure that all management operations are carried out with high regard for public safety and, where necessary, close all or part of the park for short periods.



Whitebaiters at the Rakaia No. 2 culvert.

23.2.2 Gem-stone Collecting

Although the best gem-stone collecting area is the Kaitorete Spit beach, especially at Birdlings Flat, rocks of gem-stone quality can be found at any point along the Ellesmere coast (and south to the Rangitata River). Gem-stone collecting is often an added family attraction to fishing.

Gold panning of the black-sand beach deposits can produce a "glimmer". [Commercial gold mining of the black sands did occur about 1896, as a "Depression" activity during the 1930s, and has been the object of mining applications in recent years.]

References : Allen, 1980; Graham & Chapple, 1965.

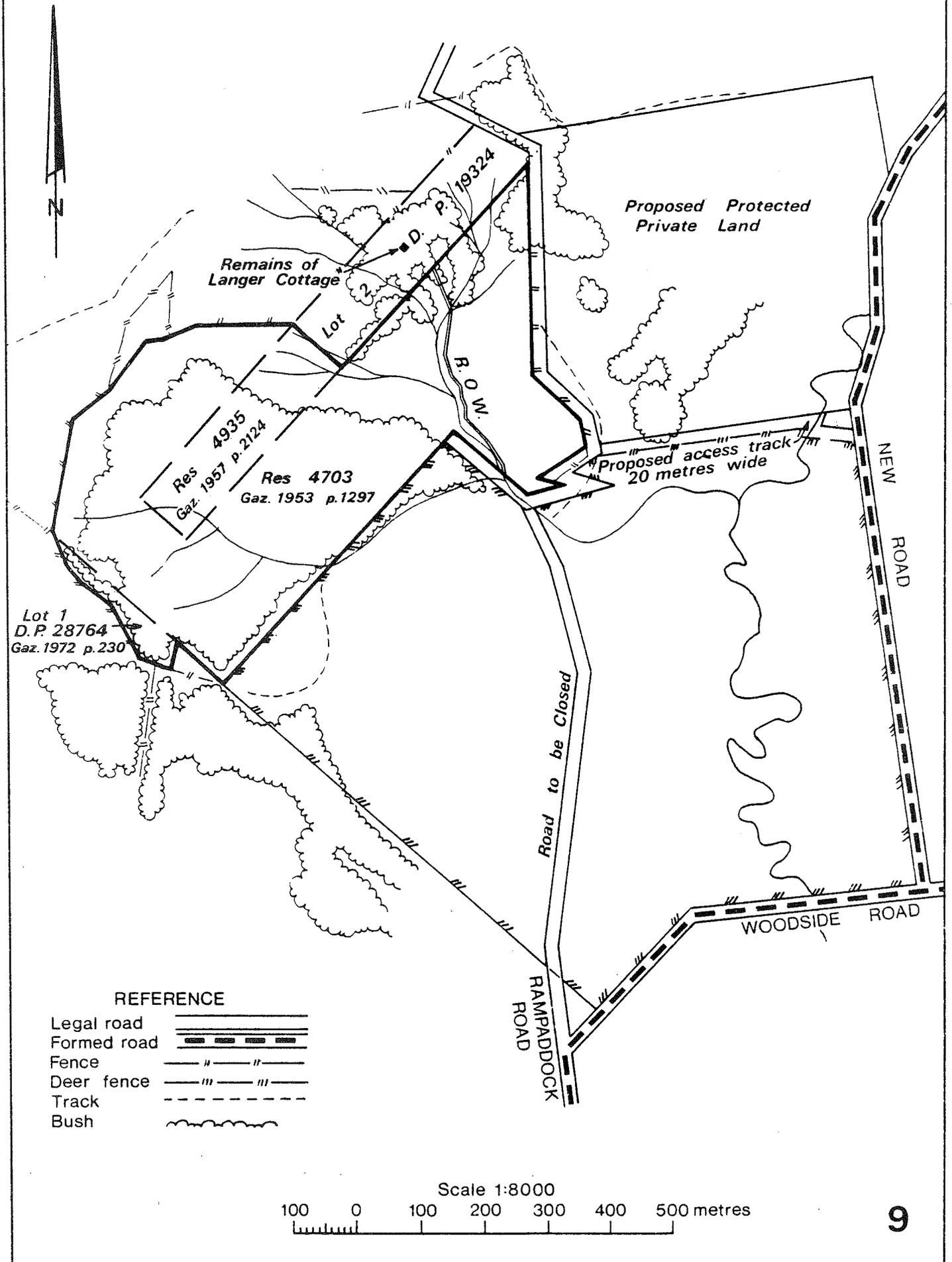
23.2.3 Birdlife-related Activities

Two rather different activities related to wildlife are ornithology and waterfowl shooting. The first is a popular activity at Coopers Lagoon and to a lesser extent at Rakaia Lagoon. Waterfowl shooting also occurs at Coopers Lagoon and at other wetlands along the coast.

23.2.4 Other Activities

Passive activities such as picnicking and beach strolling often occur in conjunction with fishing and ornithology. Rakaia Huts is a popular picnic destination. Sailing used to be a common activity on Rakaia Lagoon, and the area is still popular for boating activities, although mostly related to fishing.

VIEW HILL SCENIC RESERVE





NIMROD SU
III | IV

LEGAL ROAD

BACK LINE ROAD

41546

39577

39578 →

Pt 24988

Pt 36469

LEGAL ROAD

39579

Pt R 3346

39580

40144

Marata Scenic Reserve

Gaz 1979 p3777

Pt R 3346

Pt Run 305

10

F Freehold
 R Reserves
 CL Crown Land
 Formed Access
 Municipal Reserves



Negotiate for the Protection of Significant Botanical Values under the provisions of the Reserves Act

Proposed Wildlife Management Reserve

Maori Reserve

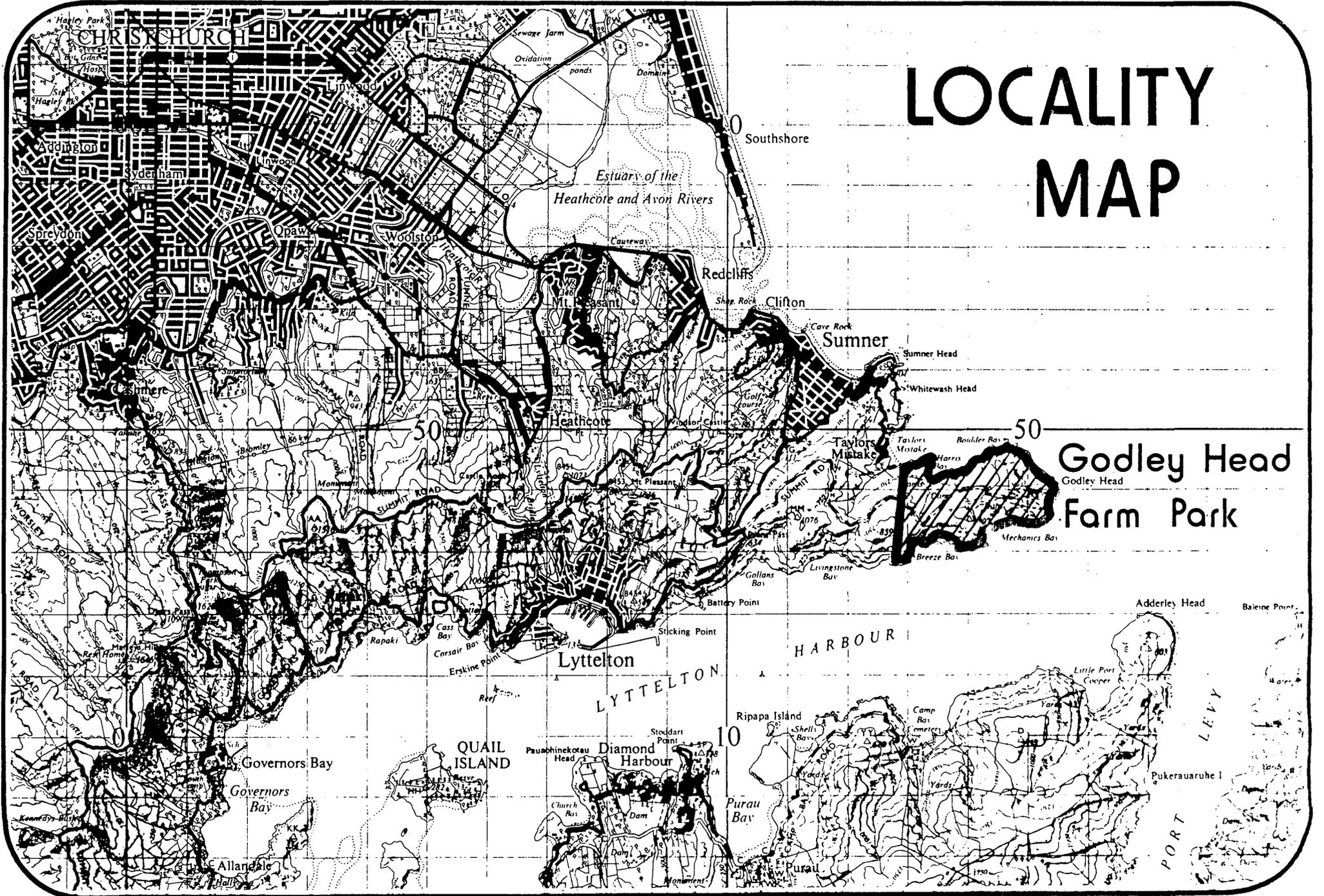
Aho Bay Beach Lagoon

Paparua Bay

Recreation

12

PROPOSAL 6
AMBERLEY BEACH GOLF COURSE LOCALITY
 0 100 200 300 m
 Air Photo Flown 25.10.73
 Dept. of Lands & Forests, Wellington
Fig 13
 Ref. P. 254



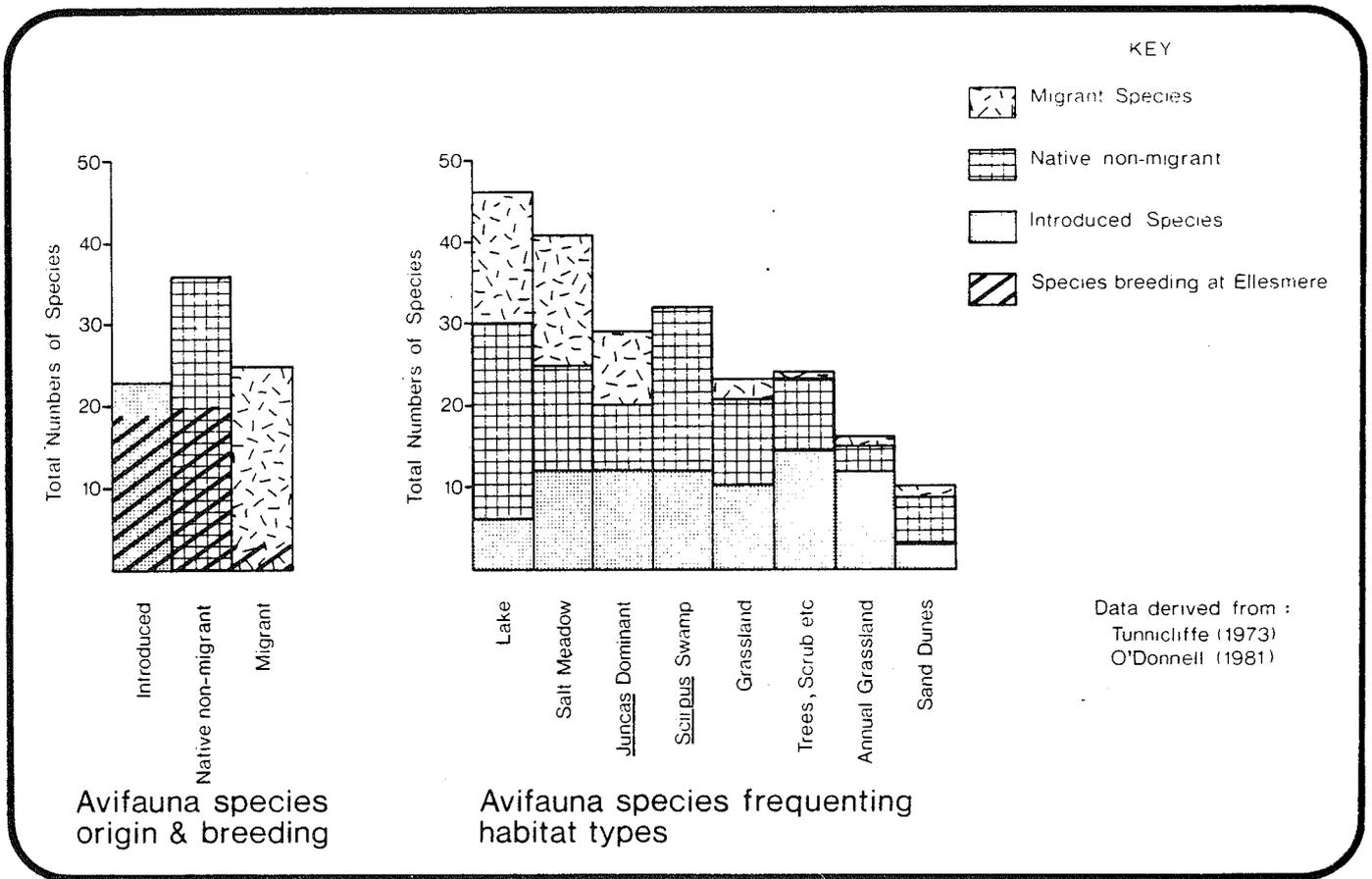
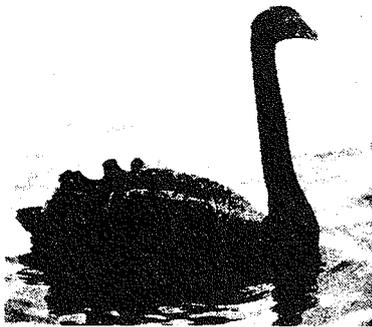


FIG. 7 : Origin and frequented habitat for Ellesmere avifauna.



Game-bird species are profuse at Ellesmere although the black swan population is currently declining following the 1968 Wahine storm decimation of the birds and their aquatic-weed food source. Lack of breeding age birds and no weed recovery has hindered population recovery. In food-scarce years, feeding swans have damaged adjoining farm land. Current Wildlife Service policy is to maintain swan numbers compatible with natural food sources, although feed crops are being considered should suitable land be available.

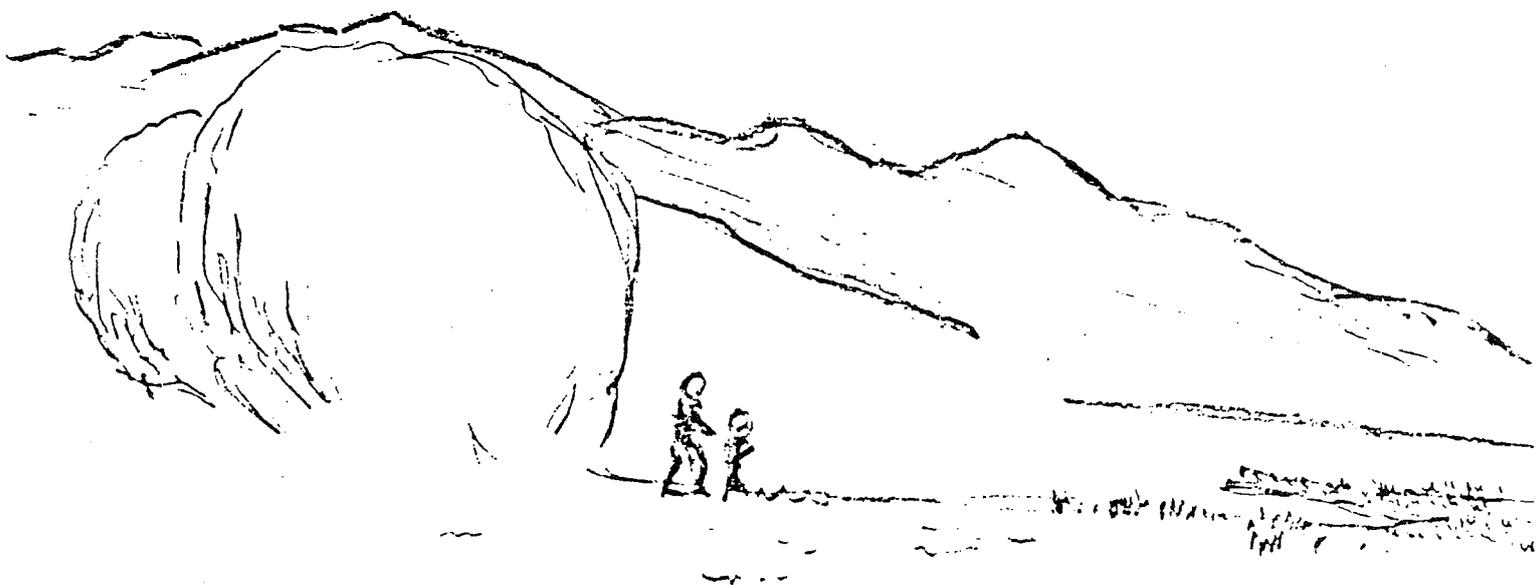
As an historical note, the black swan is not the first swan to frequent the Ellesmere wetlands. The extinct native swan *Chenopsis sumnerensis*, considered to be of the same genus and possibly of the same species as the black swan, was plentiful until hunted to extinction about 600 years ago.

The significance of the Ellesmere wetlands for wetland bird species, while recognised implicitly, has not been publicly well-documented. Tunncliffe in 1973 noted that most publications

	UNRESTRICTED PUBLIC ACCESS		ACCESS RESTRICTED TO LICENCE HOLDERS	NO PUBLIC ACCESS. (LIP/ ENDOWMENT LANDS)	TOTAL
	Legal Road	Res's/ Unocc. C.L.			
A (cadastral bdy)	0.6 km (1%)	19.8 km (24%)	8.1 km (10%)	53.7 km (65%)	82.2 km (100%)
B (0.99m contour)	0.6 km (0.7%)	16.5 km (18.3%)	14.9 km (17%)	56.5 km (64%)	88.5 km (100%)

Table II: Public access around lake-edge.

Figure 13 and Table II show clearly that the "ordinary" public has legal access to only some 19 to 25 percent of the Ellesmere shore line. A further 10 to 17 percent of the shore line is accessible to holders of shooting and fishing licences. Other legitimate recreational users (e.g., ornithologists, walkers and photographers) currently have no legal access over some 64 to 65 percent of the lake-edge lands.



HALSWELL DOMAIN

*J.D. Annan, Engineer, Paparua County Council and
M.D. Rykers, Parks Officer, Paparua County Council.*

Note: Participants at the Block Course visited the Halswell Domain in order to observe the general lay-out of facilities, to note the condition of buildings, pathways and the general landscape amenities.

Mr Annan and Mr Rykers explained the procedure which was followed in drawing up the Management Plan for the Halswell Domain. Classification as a Recreation Reserve was approved by the Department of Lands and Survey and duly gazetted.

All clubs associated with the Domain were notified by public notice and by letter and they were asked for their assistance and for their suggestions to enable better use and development to take place. The response was almost nil. Five of the clubs asked for more car parking space, more shelter from wind was requested and better night lighting.

A draft management plan was drawn up and made available. It was publicly notified and duly adopted in principle by the Council. The final plan has not yet been completed.

HALSWELL DOMAIN - FACILITIES ETC.

- A. Halswell Pool
Heated Pool - Summer use, well used and popular.
- B. Soccer Pavilion
- C. Cricket Pavilion
- D. League Pavilions
- E. Pony Club Pavilion
- F. Scout Den
- G. Tennis Pavilion
- H. War Memorial
- I. Historic Trees

HALSWELL DOMAIN - DESCRIPTIONA. CLUBS1. Halswell Bowling Club

Membership as at 1/12/78 = 100. Eight-rink green, own pavilion and Ancillary Liquor Licence. New green planned. Permission to remove macrocarpa trees granted to enable expansion. Trees still to be removed - major priority now because of their deterioration due to drought and storm damage.

2. Halswell Tennis Club

Membership as at 1/8/83 = 230. Five courts (two recently constructed). Own club building. Pays yearly rental.

3. Halswell Rugby League Club

Membership as at 1/5/83 = 420. Two grounds at Domain, one at Warren Park. Two pavilions, old one Juniors. Lease of Grounds. Has Ancillary Liquor Licence. Present pavilion extended, needs more grounds in Halswell.

4. Halswell United Association Football Club

Membership as at 1/5/83 = 400. Three grounds at Domain. New pavilion recently completed. Lease of grounds recently negotiated. One ground water-logged. Need one playable ground.

5. Halswell Pony Club

Membership approximately 122 as at 14/6/79. Waiting list of approximately 40 - list now closed. Financial problems, would like to extend area if possible. Propose to erect more hitching rails.

6. Scouts/Cubs/Brownies/Guides

250 use the den each week. Details of present numbers not known. Den used every night of week and Saturday mornings being contemplated. New group will need to be formed.

7. Swimming Club
Uses outdoor heated pool in summer only.
8. Addington Cricket Club
Fifteen members as at 1/12/78. Sunday Social Club.
Own small pavilion - no toilets.
9. King George Cricket Club
Did not use grounds 82/83 season. Membership as at
1/12/78 = 24. Sunday social club. Ground and pitch poor.
10. Softball Club
Halswell Softball Club (affiliated to Rugby League Club).
Five teams.

PROBLEMS

1. Leases
See details of leases. Should these be for building sites only
or should ground be included? Are Clubs being given too much
use of Domain, e.g. Soccer, at expense of others such as picnics.
2. Liquor Licences
Club expansion - see League re building too small and parking
inadequacy.
3. More Fields/Facilities
More fields, greens, etc., needed in growing district. Club
buildings inadequate in some cases, e.g. scouts, bowls.
Domain expansion?
4. Drainage
Inadequate but no real solution in sight.
5. More Picnic Facilities and Grounds Needed
Two Sunday cricket clubs and extensive use by soccer make this
difficult.
6. Parking
Adequate but needs defining, landscaping and tidying.

HALSWELL DOMAIN - Reserves 110 and 5164

22/4/73. Deputation from Domain Board approached Reserves Committee (as the unanimous decision of a Public Meeting held earlier) to ask Reserves Committee to take over the administration of the Halswell Domain. Committee agreed and this decision later ratified by Council.

28/6/73. Domain administration change advertised by Lands and Survey and no objections received.

Domain Gazetted as a Recreation Reserve and vested in the Paparua County Council.

Council approved plan for new building for Halswell Rugby Club.

Sept 75. Christchurch Archery Club cancelled their rental of part of Halswell Domain.

Sept 75. Council entered into small lease agreement with Halswell Rugby League Club.

Apr 76. Plunket Rooms in Domain burnt down. Approval to rebuild in adjacent Fern Drive Reserve given May 1976.

Aug 76. Archery area tidied and given to Pony Club.

June 77. Approval given for extension of Halswell Bowling Club, club rooms.

July 77. Halswell Bowling Club applies for Ancillary Liquor Licence.

Nov 77. Ancillary Liquor Licence granted for Halswell Bowling Club. Public toilets repaired and locked.

Dec 77. Lease granted to Halswell Bowling Club. Public toilets repaired, doors locked and Scouts and Tennis Club given keys.

Mar 78. Canterbury Greyhound Breeders Owners and Trainers Association request for use of Domain (granted land elsewhere).

May 78. Halswell Tennis Club given permission to remove and construct two new courts.

May 78. Halswell Rugby League Football Union granted Ancillary Liquor Licence for clubrooms.

Feb 79. Halswell Bowling Club granted approval to remove macrocarpa trees to enable extensions to be carried out.

Apr 79. All Clubs advised of Council's general policy regarding sports ground usage, i.e. Winter 1st April to 31st August. Summer 1st October to 28/29th February.

Apr 79. Bowling and League Clubs supply information as requested on details supplied to Liquor Licencing Commission.

Apr 79. Halswell United Association Football Club granted lease for buildings and car park area.

Aug 79. Pony Club applied for driveway and parking access to existing clubrooms. Advised to consider resiting clubhouse adjacent to oval area of Domain to existing parking and access facilities.

Oct 79. Halswell Softball Club given portion of Domain for practise.

July 80. Drainage improved on soccer grounds - waterlogging of grounds alleviated.

Sept 80. Car park area in front of Scout Den upgraded.

Feb 81. Halswell Pony Club seek permission to erect new clubrooms. Permission withheld until Management Plan has been prepared and approved.

June 81. Halswell Lions Club given permission to construct barbeque area.

Oct 81. Halswell Cricket Club given practise wicket to use on soccer grounds.

Oct 81. Halswell Softball Club given permission to prepare diamond for competition use.

July 82. Halswell Rugby League Club given approval for extensions to clubrooms. (Began construction February '83.)

Mar 83. Car park adjacent to oval rugby league field is upgraded.

Apr 83. Approach from Halswell Netball Club to use car park area in front of pool.

Apr 83. Halswell United Association Football Club apply for ancillary liquor licence.

GROUND CHARGES (as at 1/5/83)

Field	\$69/season	Tennis	\$40/year
Picnics	\$14/day	Scouts	Nil
Bowls	\$55/season	Pony Club	\$34/year

SAMPLE OBJECTIVES FOR HALSWELL DOMAIN

(Note: The Block Course participants divided into four workshop groups and presented the following objectives.)

- Group 1: To administer and develop an attractive park that provides for a variety of sporting and informal recreation activities. To rationalise the internal organization of the park in order to minimize use conflicts and optimise the effective use of the resource.
- Group 2: To maintain the park as a major active sporting centre for the district. To retain and enhance the site character and aesthetic appeal. To promote the park as a community focus.
- Group 3: To provide for outdoor recreation using the existing playing fields and facilities. To further the recreational potential of the total area of the park. To encourage the use and enjoyment of the park by the community with emphasis on open space.
- Group 4:
- (1) That the reserve management shall be on the basis of a multi-purpose leisure amenity for the primary use and benefit of the local catchment.
 - (2) That the positive existing visual qualities of the reserve be not only preserved but enhanced,
 - (a) provided it complements (1) above, and
 - (b) to provide optimal use of the reserve.
 - (3) To preserve features of historical interest in the reserve where they do not conflict with (1) or (2) above.
 - (4) That the reserves management shall be on a basis of minimising present site conflict and that development be viewed within the context of surrounding reserves.

Consensus Objectives

To provide and develop an attractive park for a variety of sporting and recreational activities for the benefit of the district.

To preserve features of historical significance within the park.