

# Jubilee Park Reserve Management Plan

April 2016



## **PREFACE**

Located a short walk from the Levin town centre, Jubilee Park is an important and valuable neighbourhood reserve for both the town of Levin and the Horowhenua District. As such the review and preparation of the Reserve Management Plan for Jubilee Park was an important step in the current and future management of this reserve. The process involved a review of the Jubilee Park section of the Neighbourhood Reserves Management Plan (2000) and the preparation of this new Reserve Management Plan.

The purpose of this Reserve Management Plan is to provide clear direction and guidance as to how Jubilee Park should be used, managed and developed in the future.

Informal consultation was undertaken with neighbours, reserve users and interested parties and this information was used to inform the preparation of the Draft Reserve Management Plan.

The Draft Reserve Management Plan was publicly notified on 9 April 2014. The purpose of publicly notifying the Draft Reserve Management Plan was to provide for public inspection and comment (by way of submission) on the contents of the Draft Reserve Management Plan and the associated general policies in the Draft Parks and Reserves General Policy Document. At the close of submissions on 9 June 2014, Council had received no submissions in relation to this Reserve Management Plan.

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# **1. Introduction & Background**

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## **1.1 WHAT IS A RESERVE MANAGEMENT PLAN?**

A Reserve Management Plan is a document prepared under the Reserves Act 1977. It contains objectives, policies and actions relating to the use, management and future development of a reserve.

Council's Reserve Management Plans act as a guide for Council Officers in making both day to day decisions as well as the long term decisions about how reserves and open spaces under its control are to be used, managed or developed.

## **1.2 WHAT IS THE GENERAL POLICY DOCUMENT?**

The Horowhenua District Council has over 60 reserves and areas of open space that it owns or manages within the district. The majority of these reserves and open spaces are gazetted as reserve and classified under the Reserves Act. There are also a number of areas of open space, recognised and managed by Council as reserve land, which currently do not hold formal reserve status under the Reserves Act.

The General Policy Document provides objectives, policies and actions for management issues which are common throughout the majority of these Council managed reserves whether formally gazetted or not. This allows Council to adopt a consistent approach to the management of all reserves in a cost and time effective way.

This Reserve Management Plan provides objectives, policies and actions for issues which are specific to Jubilee Park and in some cases promote a targeted response for an issue which might also be addressed in the General Policy Document. These specific management provisions take precedence over the General Policy Document provisions where they relate to the same issue.

## **1.3 RESERVE MANAGEMENT PLAN REVIEW PROCESS**

All reserves that have been gazetted and classified as reserves under the Reserves Act, require a Reserve Management Plan to be prepared for their management and development (section 41(1)). Once a Reserve Management Plan is adopted, the Reserves Act (section 41(4)) requires that the Plan needs to be subject to continuous review to address new issues and opportunities as they arise for each reserve.

The process for preparing a Reserve Management Plan begins with Council publicly advertising its intention to prepare a Reserve Management Plan for an identified reserve or group of reserves. This triggers the beginning of an informal consultation process where the public are invited to provide comments and suggestions for how the Council's parks and reserves should be managed now and in the future. Although the Reserves Act sets out a prescribed process there is some flexibility around how the Council engages with the community during this stage of the process. Council under section 41(5A) does have the ability to resolve that written suggestions on the proposed plan would not materially assist the preparation and bypass this part of the process. Council will typically hold a series of public meetings or open days to enable members of the community to discuss ideas with Council Officers. Written suggestions and discussions during this phase inform the drafting of the Reserve Management Plan.

Following the preparation and public notification of the draft Reserve Management Plan, the formal consultation phase commences. Public submissions are received and summarised by Council

Officers. Following the close of the submissions period, a Council hearing is held to consider the submissions and submitters can have the opportunity to speak to their submission. A final Reserve Management Plan, incorporating decisions from the hearing, is prepared and adopted. The finalised Reserve Management Plan is submitted to the Minister of Conservation for approval. This concludes the Reserve Management Plan Review process.

## **1.4 NATIONAL STATUTORY CONTEXT**

The Reserves Act 1977, the Local Government Act 2002, Conservation Act 1987 and the Resource Management Act 1991 set out the core regulatory functions of local authorities in managing reserve land. Reserve Management Plans require the consideration of these statutory documents.

### **Reserves Act 1977**

The Reserves Act 1977 is the key piece of legislation for administering public reserves. The Reserves Act sets out how reserves are to be managed by administering bodies in accordance with the general purpose of the Reserves Act which is set out in section 3 of the Act, and summarised as follows:

- providing for the preservation and management of areas for the benefit and enjoyment of the public
- ensuring, as far as possible, the survival of all indigenous species of flora and fauna
- ensuring, as far as possible, the preservation of access for the public
- providing for the preservation of representative samples of all classes of natural ecosystems and landscape
- promoting the protection of the natural character of the coastal environment and the margins of lakes and rivers.

### **Resource Management Act 1991**

The Resource Management Act 1991 (RMA) is the key piece of legislation for managing environmental resources in New Zealand. The purpose of the RMA is to promote the sustainable management of natural and physical resources. Council as an administering body and owner of reserve land is required to comply with provisions in the RMA and documents prepared under the RMA such as Regional and District Plans.

### **Local Government Act 2002**

The Local Government Act 2002 enables and directs general administrative processes for local authorities in managing reserves.

## **Conservation Act 1987**

The Conservation Act 1987 was developed to promote the conservation of natural and historic resources in New Zealand. The Act has a number of functions including the management of land for conservation purposes and fostering recreation activities on conservation land, providing the use is consistent with the conservation of the resource. This is relevant to the management of reserves as the administering body of this piece of legislation, the Department of Conservation, is involved in the management and maintenance of reserves classified under the Reserves Act.

## **Treaty of Waitangi**

The Reserves Act 1977 is required to be interpreted and administered so as to give effect to the principles of the Treaty of Waitangi. Reserve Management Plans in the Horowhenua District context will therefore, take into account the following principles:

- Tino Rangatiratanga
- Active Participation
- Partnership (Mutually Beneficial Relationship)
- Active Protection
- Iwi & Hapu Development

Reserve Management Plans seek to recognise and provide for the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga.

## **1.5 REGIONAL STATUTORY CONTEXT**

### **Horizons Regional Council's One Plan**

Horizons Regional Council's One Plan is a document that contains the Regional Policy Statement and Regional Plan for the Manawatu-Wanganui Region. As a district council, Horowhenua District Council is required to comply with the requirements of the One Plan in managing their reserves and protecting regionally significant natural features.

### **Regional Pest Plant Management Strategy and Regional Pest Animal Management Strategy**

The purpose of these strategies is to address and remedy the degradation to environmental values caused by invasive plant and animal pests. Under these strategies Council is required to carry out plant and animal pest management pursuant to any Strategy rule on reserve land. These strategies identify pest species and outline the objectives, aims, means of delivery, monitoring and outcomes for each species as well as rules for implementing the strategic direction.

## **1.6 LOCAL STATUTORY CONTEXT**

### **Horowhenua District Plan**

Prepared as a requirement of the Resource Management Act 1991. The Horowhenua District Plan (2015) zones Council's parks and reserves as Open Space. Issues, objectives and policies have been developed for the Open Space Zone that provide a framework for managing the types of activities and structures that are typical to parks and reserves in the district. For each zone there are rules which include the bulk and location requirements for future development.

## Horowhenua Long Term Plan

Prepared as a requirement of the Local Government Act 2002. The Long Term Plan is a comprehensive document containing Council's financial policies, the activities and projects that Council intends on undertaking, the levels of service Council plans to provide, the prioritised capital projects, financial details and rating impact on the district for the next ten years.

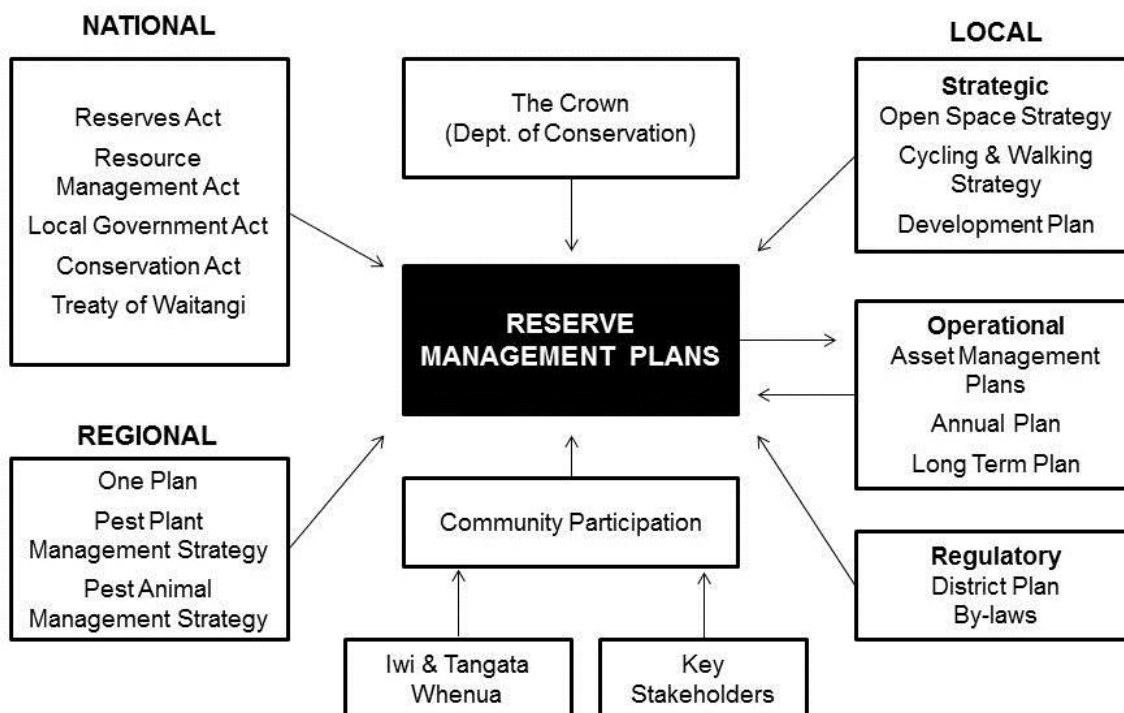
## Open Space Strategy 2012

This Strategy provides a strategic vision for open space within the Horowhenua District. It takes a long-term view of the future of open space in the District and proposes a large number of specific actions within a strategic framework. The implementation of this Strategy will be through a range of other Council plans including Reserve Management Plans, Asset Management Plans and the District Plan.

### 1.7 STATUTORY CONTEXT DIAGRAM

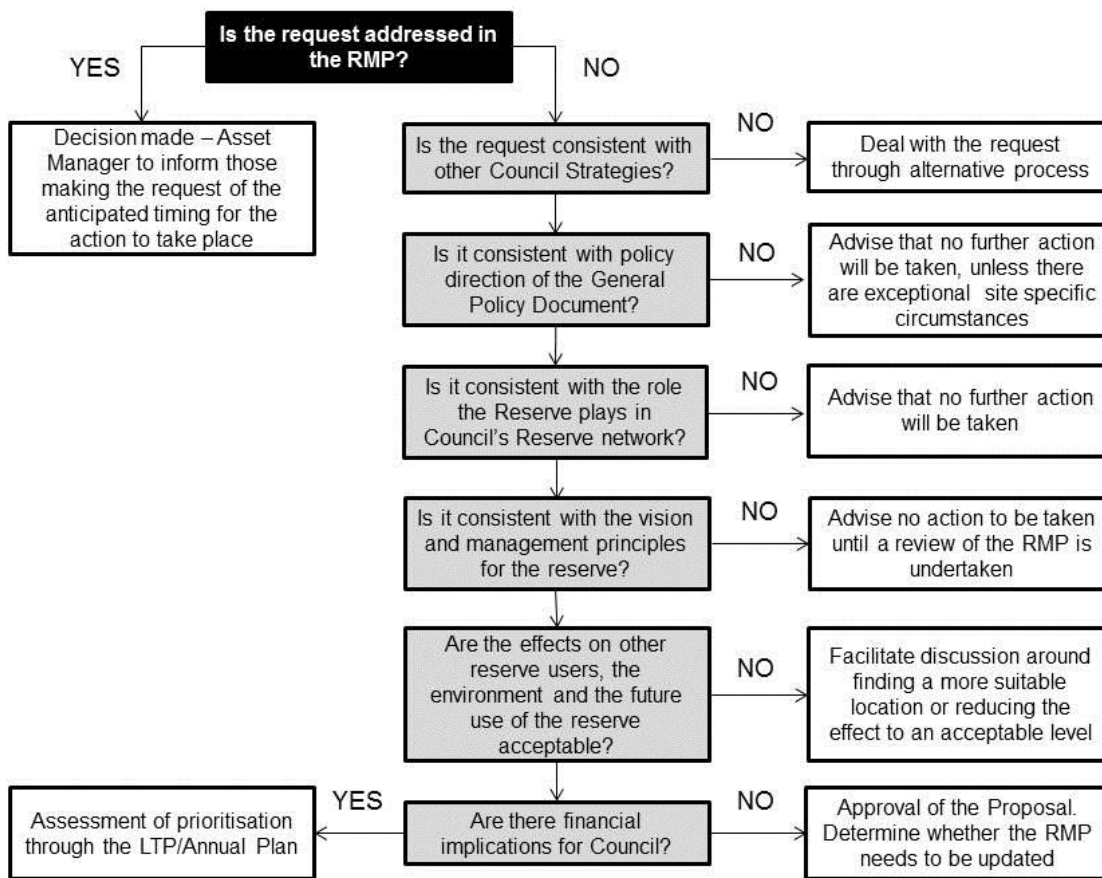
The following diagram details the statutory context set out above for Reserve Management Plans. The diagram also identifies the linkages and relationships that need to be considered and taken into account when reviewing or preparing Reserve Management Plans.

It is important to note that the examples listed in the diagram are not intended to be an exhaustive list, for instance other legislation at the national level can also be relevant (e.g. Heritage New Zealand Pouhere Taonga Act 2014). Also highlighted by this diagram are the different roles and functions that Council have in relation to the management of parks, reserves and open space.



## 1.9 DECISION MAKING PROCESS FOR REQUESTS NOT INCLUDED IN RESERVE MANAGEMENT PLAN

Reserve Management Plans are developed to provide both short and long term guidance regarding the use, management and development of reserves. At some point there are likely to be proposals submitted or requests made to Council that have not been specifically identified or included in the Reserve Management Plan. The following process set out below is intended to provide some consistency and guidance for making decisions about whether to proceed with these requests or proposals. The process outlined in the diagram below should be used as a general guide and is not intended to avoid the consideration of other potentially relevant information.





## 2. Reserve Context

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### 2.1 LAND STATUS AND LEGAL DESCRIPTION

The reserve known as Jubilee Park has a total land area of 0.8094 hectares and is held in one certificate of title.

Legal Description	Title	Area
Part Section 45 Levin Suburban (SO 12913 and SO 14904)	523332	0.8094 ha

### 2.2 COUNCIL CLASSIFICATION

Jubilee Park is zoned as Open Space in the Horowhenua District Plan (2015). The properties that adjoin the park are zoned Residential as too are the properties that face the park on Bath Street and Parker Avenue.

Jubilee Park is gazetted for recreation purposes under the Reserves Act 1977 (Gazetted 1948 p 506).

### 2.3 RESERVE HISTORY AND SIGNIFICANT EVENTS

There were a series of plans which were floated for the use of Jubilee Park from 1961 through to 1972 including the use of the land for a children's cricket ground, the establishment of a rose garden and reserved as an area for future bowling greens. The Committee responsible for managing Jubilee Park made a recommendation in 1972 to offer the park to Manawhenua (Buffalo) Lodge for the development of a proposed Disneyland Park. In March 1974 Buffalo Lodge handed over the Disneyland Park to Council. The park was to be a children's playground and dogs were not to be permitted.

### 2.4 PHYSICAL DESCRIPTION

Jubilee Park is located on the north-western corner of Bath Street and Parker Avenue, Levin.

Jubilee Park is a fenced children's play area. The park consists of a fenced paddling pool, play equipment including climbing structures and swings, public toilets, picnic tables, gas barbeque, seating, shade structures and rubbish bin facilities. Jubilee Park has areas of undulating grass in the west and flatter grass areas to the east of the park. The vegetation in the park consists of several mature trees scattered throughout.

The presence of several concrete Donald Duck characters has meant that the Park as become locally referred to as 'Donald Duck Park'.

## 2.5 RESERVE USE

Jubilee Park is a neighbourhood park which provides equipment for passive and casual recreation well known by locals for its Disney Donald Duck theme.

The Park's location attracts local residents from nearby although the presence of the free paddling pool (the only one in Levin) does mean that in summer months the park attracts visitors from further away.

The Park is occasionally used by primary school and early childhood groups for picnics and play.

Although the park currently does attract families, the Park's facilities are predominantly used by those with young children.

## 2.6 LEASES

There are no lease agreements in place for Jubilee Park.



## **3. Reserve Management - Jubilee Park**

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### **3.1 VISION FOR JUBILEE PARK**

To develop and manage Jubilee Park as a neighbourhood reserve with recreational, character and amenity values, characterised by children's play equipment, open space and low levels of development.

In achieving this vision

- Jubilee Park will be recognised as a popular passive reserve providing space for casual play, relaxation, family activities and other forms of informal leisure.
- Jubilee Park will be recognised as a neighbourhood park with a distinctive character and a novelty Disney theme.
- Jubilee Park will attract local residents and visitors to the district due to the recreational value of the park.
- Jubilee Park will attract local residents and visitors to the district due to the range of features available at the park.
- Jubilee Park will continue to be seen as a safe and child-friendly reserve by members of the community, particularly families with young children.
- Jubilee Park will be developed in a way that maintains the period style nature of the site and maintains the playground equipment and open space to provide for passive and casual recreation activities and is sensitive to the adjoining residential properties.
- Jubilee Park will provide recreational opportunities for a wide range of ages and abilities.

### **3.2 MANAGEMENT PRINCIPLES**

Maintain the park's recreational qualities and values as a neighbourhood reserve.

Recognise the value of the reserve to the Levin community and wider district in providing a safe and family-friendly open space for people to use and enjoy.

Provide appropriate facilities to support the function and use of the park that are in keeping with the existing character.

### **3.3 PROTECTION OF THE PASSIVE AND CASUAL RECREATION VALUES**

#### **Issues/Opportunities**

Jubilee Park is a well established neighbourhood reserve with a range of playground equipment and facilities for park users. An issue for neighbourhood reserves can be maintaining an appropriate balance between green, open space and built structures. It is important that the management of Jubilee Park continues to provide for both passive activities such as children playing on play equipment and also casual activities such as groups informally playing soccer or cricket on the grass areas. This ensures that the park can provide a range of activities to cater for all park users.

Furthermore in considering the future development of Jubilee Park, the former land use and any known history of ponding on the site need to be considered. Before the site was established as a park, part of the land was used for land fill purposes. Any development should therefore consider the historic use of the site and the potential contamination. The topography of the site also needs to be considered as the north-west section of the park has been known to collect water during

heavy rainfall events. This historical information must be taken into account in planning for appropriate and safe development in Jubilee Park.

The target user groups for Jubilee Park are currently families with young children. Safety is therefore a key issue. Restricted access, shelter, visibility and the condition of play equipment are all important considerations for maintaining a high level of safety for young children. Jubilee Park is currently fully fenced from the street and the toddler's paddling pool within the park is also fenced. This helps to ensure that young children are safely contained within the park area. There are a number of trees that offer shelter from the sun, this could however be improved so that picnic bench spots are shaded.

Jubilee Park is relatively flat with some sloped contouring and has minimal vegetation other than mature trees. This provides a visible and open play area for parents and caregivers to watch children play safely. The location of the play equipment and paddling pool at the western end of the park currently enables the eastern end to be used for informal sport without interfering with those using the play equipment or picnic facilities. Ongoing monitoring and maintenance of play equipment is crucial to ensure that all equipment is safe for children to use and enjoy. Council are responsible for managing the park to ensure that it is a safe environment for children and families.

Management, maintenance and monitoring of the park for safety and enjoyment of users requires Council funding and resources. It is therefore important that Council only install equipment that it has the funding to maintain over time. This will ensure that the safety of the park is maintained over time while the recreational values are also preserved.

Jubilee Park is located close to the town centre of Levin; as a result it is very accessible and has been subject to vandalism in the past and been used as a 'youth hang-out' area after dark. Issues of misuse of playground equipment and noise which is disruptive to the surrounding residential properties have been reported. Monitoring complaints and surveillance is important to create a safe and family-friendly environment during the day and a quiet space during the evenings. Security cameras have been installed at Jubilee Park and this together with some active surveillance from supportive neighbours has helped reduce the number of antisocial incidents.

There are several picnic tables in Jubilee Park and it is a popular spot for people to enjoy picnics. There are rubbish bins located in the park and it is important that these are located in appropriate and convenient places to encourage people to correctly dispose of their waste.

## **Objectives**

- 3.3.1 To maintain and enhance the passive and casual recreation values of Jubilee Park.
- 3.3.2 To provide opportunities for the public to enjoy and appreciate the values of a safe and family-friendly neighbourhood reserve while also encouraging the active protection of these values.

## **Policies**

- 3.3.3 Ensure appropriate security measures are in place to provide a safe play environment during the day and a quiet space during the evening.
- 3.3.4 Ensure new and existing playground equipment is installed and maintained in accordance with national Playground Safety Standards.
- 3.3.5 Support future development that seeks to enhance the recreational values of the Reserve while maintaining the open space qualities.

## Actions

- Prepare a Development Concept Plan for Jubilee Park.
- Carry out routine inspections of the playground equipment to ensure equipment meets national standards and is safe for children.
- Monitor the effectiveness of security measures in place to prevent noise and vandalism offences.
- Assess the impact of development proposals on the recreation values of the park.

## Explanation

The value of additional development on neighbourhood parks such as Jubilee Park, needs to be weighed up against the value of open space. Built structures contribute to the value of Jubilee Park but the green open space is just as important to provide for passive recreation and off-set the surrounding built-up residential land. By allowing for robust assessment when development proposals are presented to Council, Officers will have the ability to consider all values and make the best decision for what is appropriate for the site.

The quality of the park must be maintained to preserve the historic, social and recreational values of Jubilee Park. The prevention of vandalism and misuse of the site are important in keeping the park as a safe and high quality destination for families.

It is also important that the equipment and facilities at the park are maintained to meet national safety standards to make sure park users, particularly children, are safe within the reserve.



## **3.4 PROTECTION OF THE CHARACTER AND AMENITY VALUES**

### **Issues/Opportunities**

Jubilee Park is a popular neighbourhood reserve in Levin known for its unique character and high amenity values. Jubilee Park has a distinctive Disney theme with several concrete Disney characters located in the park. This Disney theme has become an important part of Jubilee Park's identity, with many locals knowing the park as Donald Duck Park. This theme creates a point of difference for Jubilee Park with other small neighbourhood parks not only within Levin and the Horowhenua but outside the district as well. It is important that the character of the park is not compromised by future development that isn't in keeping with the current park design. Over development of the park or the introduction of buildings or structures which are not suited to the current character can threaten the character and amenity values of the park.

Along with aligning future development of the park, it is important that ongoing management and maintenance of the park preserves the character and amenity values of Jubilee Park. The park's grounds include toilet facilities, a paddling pool, seating and table furniture and a series of play equipment structures. It is important that these facilities are maintained to ensure that the amenity values are not degraded. This includes working to prevent acts of vandalism and the improper disposal of rubbish on the reserve site.

### **Objectives**

3.4.1 To maintain and preserve the unique character and amenity values of Jubilee Park.

### **Policies**

3.4.2 Ensure that development seeks to enhance the green space and natural amenity values of Jubilee Park.

3.4.3 Encourage development that is in keeping with the existing character and theme of Jubilee Park.

3.4.4 Ensure that any development is considered in accordance with operations and maintenance budgets.

3.4.5 Avoid the disposal of rubbish and other inappropriate waste in the Reserve other than rubbish waste collected in the facilities provided (Refer to General Policy Document Policy 4.6).

### **Actions**

- Assess the impact of future development proposals on the character and amenity values of the park.
- Monitor the effectiveness of security measures in place to prevent occurrences of excessive noise and vandalism

### **Explanation**

New development should be in keeping with the current character and design of Jubilee Park. By assessing development proposals and their impact on the character values, this will ensure that these values are protected and enhanced. Maintaining an appropriate balance between providing

built structures such as play equipment, and providing sufficient grass space for informal sports activities is an important consideration in the planning and management of the park. Any new development must have support and endorsement from Council and the wider public while aligning with the overall vision for Jubilee Park.

Effective management of the current facilities such as the paddling pool, toilet block, furniture and playground equipment is also important in maintaining the high amenity values of the park. Council officers have a key role to play in ensuring that ongoing management maintains and preserves amenity values.

The quality of the reserve must be maintained to preserve the amenity values of Jubilee Park. Correct rubbish disposal and prevention of vandalism and misuse of the site are important in keeping the park as a safe and high quality destination for families.



## 4. Appendices

### Appendix 1 – Jubilee Park Aerial Map





## Appendix 2 – Actions Identified for Jubilee Park

Action	Importance
Prepare a Development Concept Plan for Jubilee Park.	Medium
Carry out routine inspections of the playground equipment to ensure equipment meets national standards and is safe for children.	High
Monitor the effectiveness of security measures in place which work to prevent noise and vandalism offences and subsequently reduce complaints.	Medium
Assess the impact of future development proposals on the recreation values of the park.	Low
Assess the impact of development proposals on the character and amenity values of the park.	Low

Note: The level of importance assigned to each action above is based on the context of this reserve and has not been considered in relation to levels of importance assigned to other reserves in the District.