

# WHISKEY CREEK PRIVATE PLAN CHANGE

PARKS AND RESERVES  
SERVICING ASSESSMENT 2022

# Document Control

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# 1 Scope

- 1.1 This assessment provides information for the planning of recreation reserves and facilities in the plan change area referred to as the Whiskey Creek Plan Change.
- 1.2 Figure 1 shows where the area is relative to the land uses of the city.
- 1.3 Figure Two shows the surrounding land use types including the relationship to the nearest reserves.

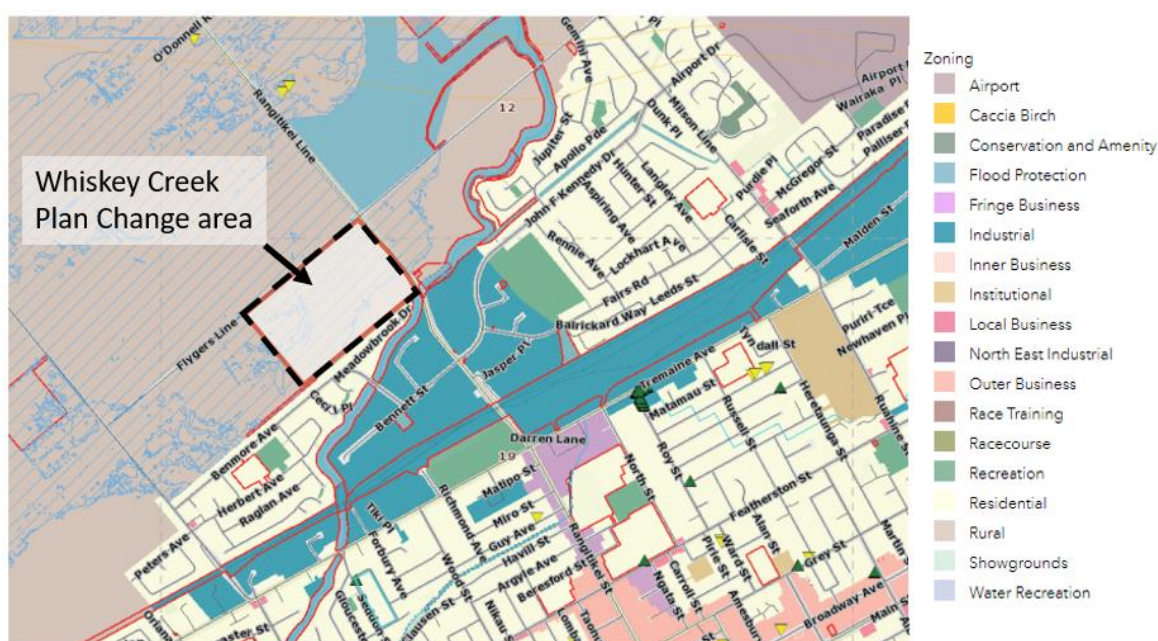


Figure 1: Whiskey Creek Plan Change study area

- 1.4 The category and purpose of each reserve type considered in this assessment is set out in the 2021 Parks and Reserves Asset Management Plan as shown in Table 1.

What we provide	Purpose
Local Reserves	This activity includes: Suburb, Neighbourhood, Small Neighbourhood, Esplanade Reserves, Ecological Reserves, Special Character Reserves. They provide open space in suburban centres and neighbourhood areas and improve the ability for people to move around the city.
City Wide Reserves	Citywide Reserves service a large area and are described as 'destination facilities due to their unique nature. They contain several amenity aspects not found in Neighbourhood reserves, such

	as native bush remnants, water features, paddling pools, and large play areas.
Sports fields	Sports fields provide unique spaces for the community to take part in recreational activities with a variety of surfaces for different sports/activities.
Aquatic Facilities	Aquatic facilities provide opportunities for residents to enjoy high quality recreational and competitive swimming and other aquatic activities.
Cemeteries and Crematorium	Council provides three cemeteries and a crematorium to ensure provision is made for persons dying within the district. Council also manages and maintains the historical Terrace End cemetery, which is no longer available for burials, but is of historical value to the community.

Table 1: Type and purpose of reserve categories

## 2 Suburb Reserves

- 2.1 Suburb Reserves<sup>1</sup> are larger in size than neighbourhood reserves and provide more facilities such as sports fields, toilets and more play facilities. Sizes of suburb reserves range from 11,000m<sup>2</sup> to 65,000m<sup>2</sup>.
- 2.2 Whiskey Creek plan change area is an extension of the Cloverlea suburb and is close to the western area of Milson.
- 2.3 The closest suburb reserves to the Whiskey Creek area are at Cloverlea Park and Colquhoun Park, as shown in Figure 2. These are approximately 1.2 km and 1.5 km from the midpoint of the study area.

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<sup>1</sup> As per Parks and Reserve Asset Management Plan page 142.



Figure 2: Distribution of Suburb Reserves

- 2.4 An upgrade of Cloverlea Park is planned in 2022/23 to bring it up to the Suburb Reserve Level of Service under Programme 1852 - Local Reserves - Improvements to existing reserves.
- 2.5 As part of the Kakatangiata Urban Growth area, an area to the west of Gillespies Line may also be developed for housing. That area contains a significant Kahikatea Forest remnant as shown in Figure Two.
- 2.6 If that area is rezoned the forest remnant would be retained as a significant ecological reserve. It would likely to be combined with a neighbourhood reserve and an adjacent stormwater function provide another major reserve environment,
- 2.7 The area is well served by surrounding Suburb Reserves. No new Suburb Reserve is required in the proposed Whiskey Creek plan change area.

### 3 Neighbourhood Reserves

- 3.1 Neighbourhood Reserves tend to be larger than 2,500 sqm but are not as large as suburb reserves. They are intended to cater for the surrounding neighbourhood community. Neighbourhood reserves generally provide facilities such as playgrounds, seating, and rubbish bins, amenity development and some open space for team or group play.

- 3.2 As a broad target Council aims to maintain or improve the percentage of residentially zoned land that is within 500 m walking distance of an open space. The open space must be suitable for open space play, e.g. kick a ball, and have a minimum size of 2,500 sqm.
- 3.3 Current provision in the city is approximately 80% of the residential lots being within 500 m walking distance of an open space reserve - neighbourhood, sportsfield or city reserves.
- 3.4 The closest reserve is Waltham Reserve, a neighbourhood reserve.
- 3.5 A 500m walking distance from Waltham Reserve covers approximately 27% of the residential lots in the plan residential change area, as shown in Figure 3.



Figure 3: Walking distance from Waltham Reserve.

- 3.6 73% or around 122 lots would be outside the 500 m walking distance. In addition, all of the multi-unit housing area would be outside the 500 m walking distance.
- 3.7 This is a relatively small catchment for a neighbourhood reserve. A neighbourhood reserve might typically have a catchment in the order of 700 to 1,000 households where a grid roading layout were applied and geography allowed.

3.8 In this case consideration has been given to how connected the area is likely to feel to the existing neighbourhood play and the other reserve development discussed in sections 5 and 6, as well as the multi-unit housing proposed.

3.9 On balance a neighbourhood is warranted.

3.10 The proposed neighbourhood reserve is positioned well:

- It is centrally located and associated with a walkway environment and ecological stream restoration that will add value to it.
- Being adjacent to the proposed multi-unit housing means it can function as the "backyard" for that housing typology.
- Approximately 40 – 50 metres from the stream channel meaning appropriate design can be used manage the risk of the proximity of water bodies to play facilities for children e.g. through the planting regime.



Figure 4: Neighbourhood reserve location

3.11 The Parks Planners have assumed that the Whiskey Creek plan change area will be captured in the Development Contributions Policy and therefore Council will be purchasing the land for the neighbourhood reserve. As such it would be useful for any structure plan to show the neighbourhood reserve as a separate land parcel, as has been done with the residential and commercial parcels.

3.12 While it is accepted structure plan implementation is "in general accordance" there have been instances in the past where subdivisions progress and neighbourhood reserves are acquired as part of a wider reserve e.g. stormwater function. There should a clear legal title separation to:



- Allow for management under the Reserves Act,
- avoid issues that may arise depending on the final form of the Three Waters central government proposal if that proceeds,
- to provide clear definition of primary purposes of administration between stormwater and parks; and
- ensure clean and clear sale and purchase processes separate to the vesting of stormwater assets.

3.13 There is a reserve labelled potential SW (Stormwater) Treatment and Open Space near the proposed neighbourhood reserve as shown in Figure 5. This reserve is not required for recreation purposes.

3.14 The primary purpose of this reserve is stormwater treatment. It should be labelled as such and make no reference to open space. This will avoid any perception or confusion that it will be developed or managed in a way that provides a recreation function.



Figure 5: Stormwater/open space reserve

## 4 Special Character Reserves

4.1 Special character reserves are unique parks and reserves that have themes or different kinds of facilities to other local reserves.

4.2 The Cultural Impact Assessment<sup>2</sup> noted the importance of the stream corridor and ecology. The stream corridor is considered under the esplanade reserves in Section 6 of this report. The Cultural Impact Assessment did not identify any other sites of importance in the plan change area.

<sup>2</sup> Tanenuiarangi Manawatū Incorporated, assessed by Siobhan Karaitiana

- 4.3 Other than the stream corridor, the area does not contain any natural features, habitats of note, or cultural sites, that indicate the need for a special character reserve.

## 5 Ecological Linkages

- 5.1 The purposes of Esplanade Reserves are defined in Section 229 of the Resource Management Act 1991:

### *Esplanade reserves*

#### **229 Purposes of esplanade reserves and esplanade strips**

An esplanade reserve or an esplanade strip has 1 or more of the following purposes:

- (a) to contribute to the protection of conservation values by, in particular,—
  - (i) maintaining or enhancing the natural functioning of the adjacent sea, river, or lake; or
  - (ii) maintaining or enhancing water quality; or
  - (iii) maintaining or enhancing aquatic habitats; or
  - (iv) protecting the natural values associated with the esplanade reserve or esplanade strip; or
  - (v) mitigating natural hazards; or
- (b) to enable public access to or along any sea, river, or lake; or
- (c) to enable public recreational use of the esplanade reserve or esplanade strip and adjacent sea, river, or lake, where the use is compatible with conservation values.

Section 229: replaced, on 7 July 1993, by [section 124](#) of the Resource Management Amendment Act 1993 (1993 No 65).

- 5.2 The District plan sets out the expectations and requirements for Esplanade Reserves in Policies 4.1 and 4.2:

## OBJECTIVE 4

**To ensure that the subdivision process secures the provision of esplanade reserves and esplanade strips in appropriate areas.**

### POLICIES

- 4.1 To require 20 metre wide esplanade reserves along rivers whose beds have an average width of three metres or more in respect of new allotments under 4 hectares, subject to 4.3 below.
- 4.2 To require 20 metre wide esplanade reserves along the following rivers and streams in respect of new allotments of 4 hectares or more, subject to 4.3 below:
  - Manawatu River

Palmerston North City Council District Plan | SECTION 7 | SUBDIVISION 19

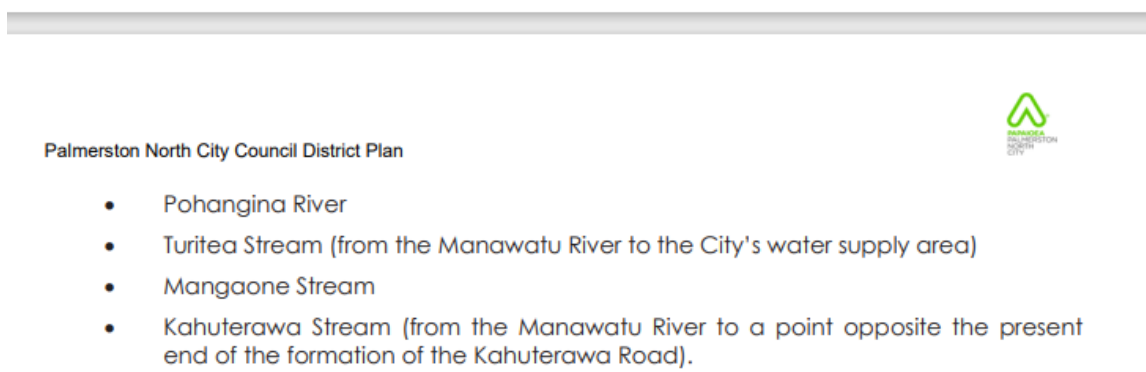


Figure 6: District Plan Esplanade Reserves policies

- 5.3 Whiskey Creek does not have an average width of 3 m or more and is not identified specifically in Section 4.2 of the District Plan
- 5.4 Given the flood/stormwater management requirements, a stormwater reserve is needed.
- 5.5 The draft National Policy Statement on Indigenous Biodiversity proposals the requirement for urban areas to have in the order of 10% of its area in biodiversity/canopy cover
- 5.6 The proposed plan, with the stream corridor restoration, would contribute to biodiversity.
- 5.7 The National Policy Statement for Freshwater Management section 1.3 (5) and objectives under section 2.1 sets out a hierarchy of obligations where the health and well-being of water bodies and freshwater ecosystems is prioritised ahead of the health needs of people and people providing for their social, economic and cultural well-being. Horizons Regional Council is the organisation response for implementation and therefore best placed to comment on any net affects. The Parks and Logistics division have only considered the general health benefit to the water course in terms of the revegetation.

- 5.8 At the time of preparing the 2021/22 Ten Year Plan parks staff had assumed planting based on the watercourse/wetland portion of Otira Park, shown in Figure 7. The budget assumption is 1 ha of wetland planting and 60 trees, with the balance in grass mown at a low frequency.



Figure 7: Otira Park ephemeral wetland and planting

- 5.9 At the time the budget was developed it was not understood whether the calculations for flooding included or excluded the effects of vegetation within the flood corridor.

- 5.10 The Stormwater Activity Manager and consultants has since advised that

*“the hydraulic model will allocate different land use curves or hydraulic roughness associated with the land use i.e. grass and dense planting have different roughness parameter.”*

*and*

“Although you can do this while modelling, there is no evidence that DHI did this. That is, the required volume may be greater if the storage areas are to be densely planted.”

- 5.11 In the order of 1.3 ha of vegetation would be required to meet the draft target proposed in the draft National Policy Statement on Indigenous Vegetation. This should be the minimum achieved.
- 5.12 Revision of the planting assumptions and budgets will be required as the integration of the stormwater and park/ecology functions are detailed.

## 6 Esplanade Reserves

- 6.1 On top of their ecological benefits, esplanade reserves can also provide for recreational access such walking or shared paths, biking or equestrian trails and general amenity values.
- 6.2 Recreation trails are well considered in the proposal and are show as the green line in Figure 8.

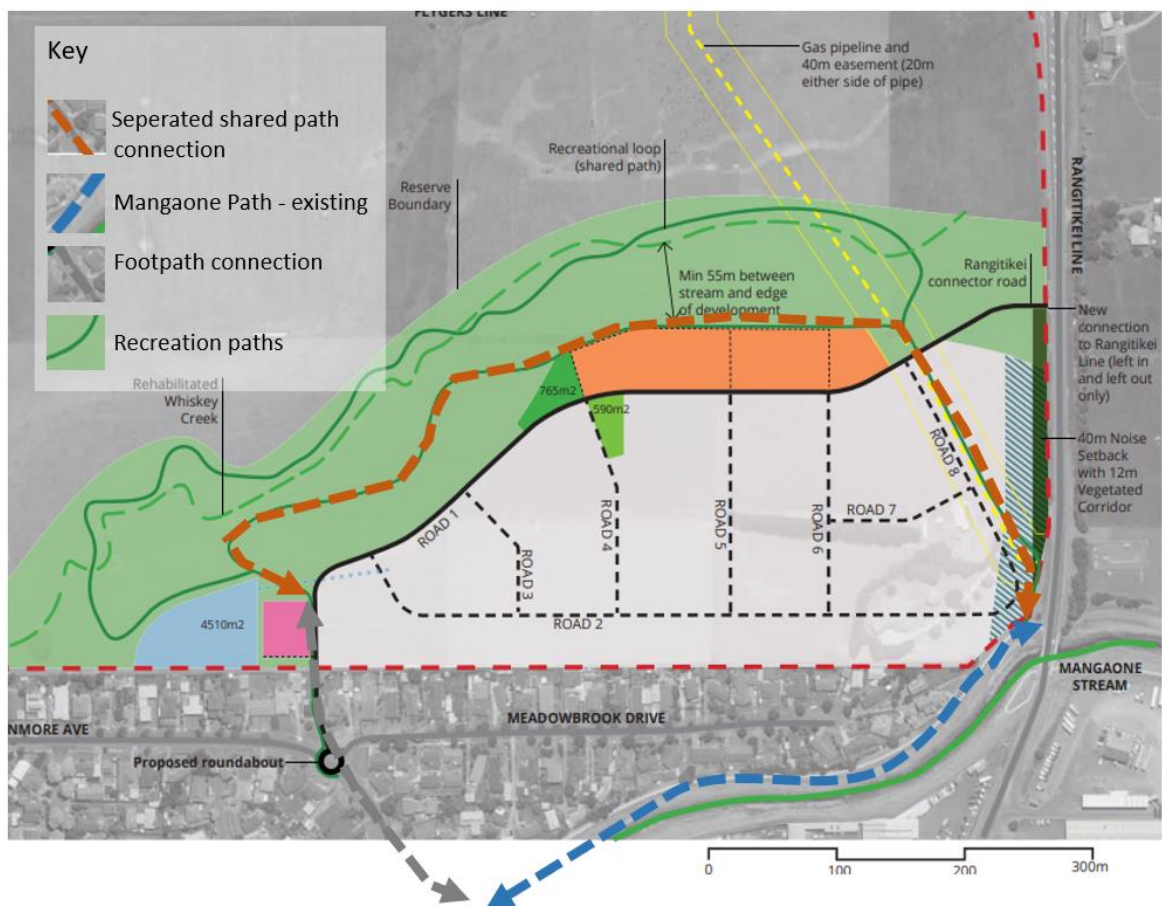


Figure 8: Paths in Whiskey Creek Plan Change and connections to the Mangaone Stream

- 6.3 The connections to the Mangaone Stream path are a benefit, both for active transport and recreation.

6.4 Three loops are created. In addition to the 1.7 km loop created within the development, 1.7 km and 2.2 km loops would be available in combination with the Mangaone Stream path, as shown in Figure 9.

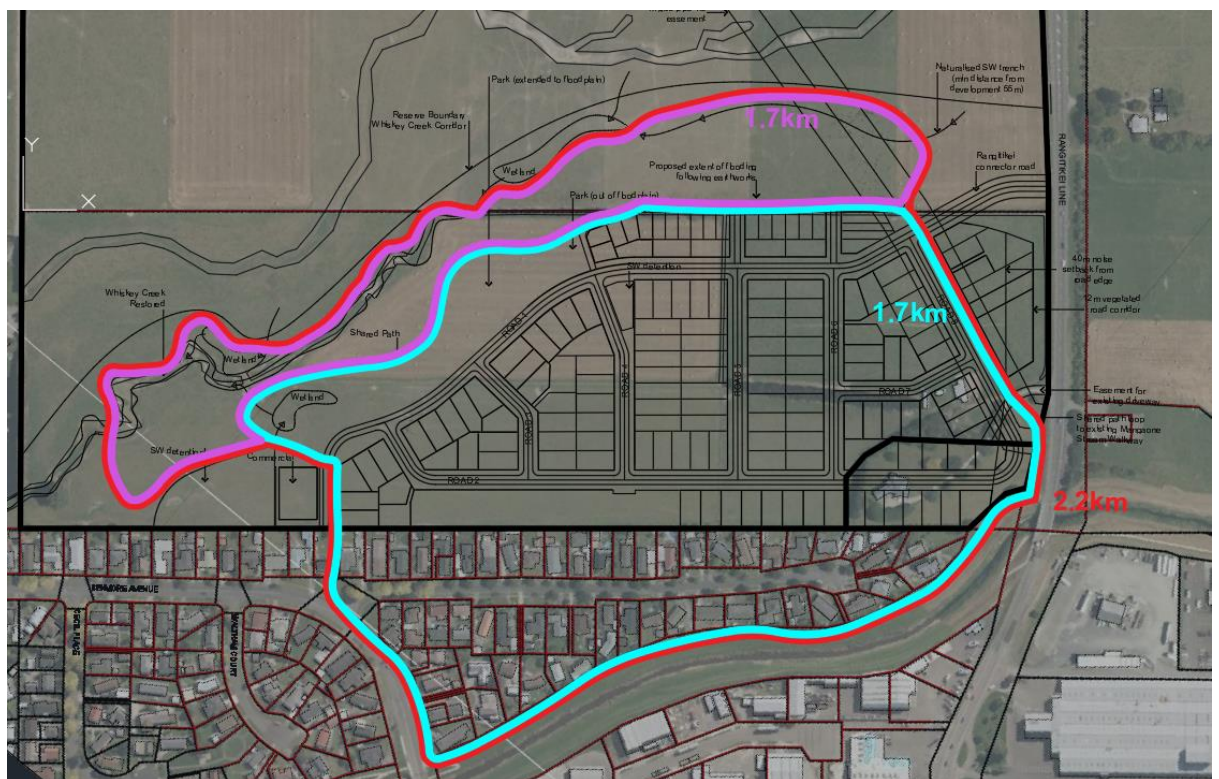


Figure 9: Recreation loops created

- 6.5 It is expected a loop or loops will be attractive to the community.
- 6.6 The Transport division advise that their requirement is for the a shared path to be created shown in Figure 9 as the dashed orange line.
- 6.7 Programme 1861 in the 2021/31 Ten Year Plan assumes construction of 750m of new recreation paths from the Parks and Reserves budget<sup>3</sup> of \$298,000<sup>4</sup>. This budget was based on an earlier iteration of the structure plan.
- 6.8 The current design increases the walkway length by about 250m. This is shown Figure 9 as the narrow solid green line in Figure 9.
- 6.9 If the plan change is approved in its current form, provision for the additional length will need to be in the 2024/34 Ten Year Plan. This will increase costs by:
- \$25,000 to \$40,000 path construction costs including additional stream crossings

<sup>3</sup> Funded by Development Contributions for the area.

<sup>4</sup> Includes post and rail fences to exclude vehicles from the reserve, signs, paths, boardwalks, planting and seats.

- \$1,000 per year in maintenance costs<sup>5</sup>.

## City-wide Reserves

- 6.10 City Reserves are destinations which are much larger than local reserves. Each city reserve has its own unique character and history, reflected in the theme of the park.
- 6.11 The purpose of a city reserve is to provide a large-scale reserve with a range of activities.
- 1.
- 6.12 Council has undertaken significant City Reserve expansion and development in the last 10 years including development at Memorial Park and along the Manawatu River Park and opening and developing the Linklater Reserve.
- 6.13 No new City Reserves are planned in the areas subject to Plan Change F.

## 7 Sports Fields

- 7.1 In 2019/2020, Recreation Sport and Leisure Consultancy completed a needs assessment for the provision of an artificial sports field in Palmerston North. The study found:
- Overall supply currently matches demand well but there is an allocation issue, with an oversupply of game fields and undersupply of training fields.
  - Over the medium term (the study looked to 2030), based on the population growth scenario rather than code predictions or 5-year trends, there is a projected deficit of 46 team uses per week across both training and playing fields. This included both training and game needs.
  - Either a new artificial field or 7-10 new grass fields would be required to bridge this gap.
- 7.2 Meeting the medium-term sports fields demand is planned through a combination of partnership opportunities with other providers, such as schools, and through provision of a cluster of fields in the Kakatangiata Urban Growth Area. Ashhurst Domain also has 7 ha on the upper terrace adjacent to the existing Domain sportsfield area that could be utilised.
- 7.3 For casual field sport practice or games Colquhoun and Coronation Parks are 1 to 1.5 km away respectively.
- 7.4 There is no need for sportsfield provision in the Whiskey Creek plan change area.

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<sup>5</sup> Assumes there are not large impacts from inundation during flooding events.

## 8 Aquatic Facilities

- 8.1 Council is undertaking an assessment of future aquatic needs in 2023, under programme 1899 in the 10 Year Plan.
- 8.2 Whiskey Creek Plan change area would not be identified as a suitable location for any new provision even if the need is identified.

## 9 Cemeteries

- 9.1 The provision for burial is well met within the City's existing cemeteries.
- 9.2 There has been some consideration to a natural burial cemetery in the past, but no current programme for development.
- 9.3 The areas covered in the proposed plan change are not required to be considered for future burial provision.

## 10 Responses to submissions

- 10.1 A number of submissions requested a buffer strip reserve adjacent to the houses on the north side of Meadowbank Drive as indicatively shown in Figure 11.



Figure 10: Submitters buffer reserve proposal

- 10.2 The effects and merits or otherwise of this proposed buffer strip in addressing the concerns of the submitters sits outside the remit of Parks to comment on.
- 10.3 If the submitters proposal of submitters is considered further, some observations are offered, based on the experience of the parks planners, for delivering an effective solution without unintended consequences.



- 10.4 The range of options in width offered by submitters was from 10 m wide to a full section length, to the proposed road to the North.
- 10.5 A 10 m wide width over that length bounded on either side by residential fences would make a poor-quality reserve if it included public access, i.e. a walkway. Over a 600 m length such a narrow route would be considered to have poor personal safety characteristics, assuming say 1.8m closed board wooden fences on either side and no natural surveillance.
- 10.6 Without public walking access it would be likely to become a green waste and rubbish dumping ground.
- 10.7 The length of the buffer would be in the order of 600m. At least two, possibly three, connections to the street network along that length would be recommended for both safety and accessibility.
- 10.8 The closest example to a layout similar to this in Palmerston North is Fredrick Krull Reserve. Fredrick Krull Reserve varies in width from 20m to 40 m as shown in Figures 12 and 13.
- 10.9 Assuming a 25 m wide buffer and including a walkway and planting, the unbudgeted costs would be in the order of \$60,000 in development costs and \$25,000 per year in maintenance.



Figure 11: Fredrick Krull Reserve widths



Figure 12: Frederick Krull Reserve looking west from Logan Way (20 m width)

## 11 Requested changes

11.1 The Parks and Logistics division of the Infrastructure Unit of the Palmerston North City Council request the following matters be addressed if the plan change is approved:

1. The neighbourhood reserve adjacent to the multi-unit housing be identified as a separate land parcel.
2. That the stormwater treatment reserve, discussed in sections 3.12 to 3.14 of this report, have any reference to open space or recreation functions removed.
3. That buffer reserves, if any, consider the form and function matters raised in Section 11 of this report.

# PALMY<sup>TM</sup>

PAPAIOEA  
PALMERSTON  
NORTH  
CITY