



16<sup>th</sup> – 17<sup>th</sup> September 2006  
Te Papa, Wellington

## **Full Notes of the Proceedings**



New Zealand Recreation Summit

## **Mountains to Sea**

Putting Kiwis in touch with their country

Strategies for the Future.

16<sup>th</sup> – 17<sup>th</sup> September 2006  
Te Papa, Wellington

**Full Notes of the Proceedings**

**Compiled by Steve Sutton**  
**Research Development and Improvement Division**  
**Head Office**  
**Department of Conservation**

**October 2006**

## **Summit programme**

- Key note speakers discussed such things as known management issues, societal trends, global issues and a Maori perspective.
- ‘Interest’ groups representing Hunters and Gatherers, Frontcountry and commercial, Backcountry, Manage and Serve, and Health and Education were represented by speakers who gave a short overview of their view on the challenges for the future.
- Interest groups used workshop format to discuss challenges and opportunities for their ‘sector’ for the future of Outdoor Recreation on public conservation lands, with a report back on priorities for the Government to consider.
- Mixed groups used workshop format to reconsider the recommendations from day 1, to develop agreement or identify disagreement, reported back to the plenary and discussed.

## **Format of notes**

The following notes are grouped as follows:

1. Final recommendations from the Summit to Government, reflecting the two days of discussions.
2. Minister of Conservation speech notes
3. Keynote speaker main points
4. Saturday 16<sup>th</sup> Interest Group priorities
5. Summary of Interest Group discussions
6. Interest Group workshop notes; challenges, opportunities, priorities
7. Sunday 17<sup>th</sup> Mixed Group workshop notes on draft recommendations

## **Appendix:**

Wild Animal Control Act 1977 extracts

## DRAFT RECOMMENDATIONS TO GOVERNMENT

Note: Comments on each recommendation are from the five mixed working groups, which are numbered 1-5.

### **Recommendation 1: Develop a New Zealand Outdoor Recreation Strategy, using a whole-of-government approach, with communication and advocacy. A subset of this may be to form a statutory outdoor recreation strategy.**

1. Develop a NZ Outdoor Recreation Strategy, whole of government.
2. Statutory body to formulate, advocate, monitor and report the implementation of an outdoor recreation strategy.
3. Agreed.
4. Agreed.
5. Agreed (ensure cross entire sector – government, local government, voluntary and private) Ensure the statement is enabling not prescriptive, broad agreement, subject to discussion with stakeholders on scope & purpose. Reservations about statutory dimensions.

Plenary points to note:

1. Develop a NZ outdoor recreation strategy, whole of government, with input from voluntary and private interests.
2. More discussion required on whether or not to set up a statutory body for outdoor recreation.
3. Need to incorporate concepts from Recommendation 2.

Proposed wording: “Develop a New Zealand outdoor recreation strategy, using a whole-of-government approach, and with real input from all stakeholders. This would include defining the core values of recreation, and determining management of recreation.”

### **Recommendation 2: The core values of recreation to be determined by the broad range of people who have a vested interest in the outdoors.**

1. Subset of number one.
2. Subset of number one.
3. Subset of number one.
4. Agree.
  - Core values of outdoor recreation to be defined by a broad range of stakeholders to be included within the strategy – must be commonly agreed.
  - Concern about how this will happen, currently no way for the recreation voice to be heard.
  - Shouldn't look like current ROS spectrum.
  - Use process like the national tourism strategy.
  - Define 'outdoor recreation'.
  - Need to know current decision-making frameworks.
5. Subset of number one.

Plenary points to note:

The process of determining the core value sets need to be fully inclusive.

**Recommendation 3: Manage recreation opportunities and facilities with real input from stakeholders, including hunters and fishers, commercial operators and landowners.**

1. Treat as a principle related to 1. Include educational element and eco-recreation concept (restoration projects).
2. Manage recreation opportunities and facilities with real input from stakeholders.
3. Manage recreation opportunities and facilities with real input from all stakeholders.
4. Broad agreement with this.
5. Broad agreement – make sure stakeholder list is comprehensive.

**Recommendation 4: Management decisions to be based on comprehensive research, while accepting the need for adaptive management in the absence of perfect information.**

1. Focus should be on management research.
2. Agree with wording.
3. Management practice and decisions informed by ongoing pragmatic, applied research and knowledge.
4. Build in feedback loops, decisions based on best information available while longer term research underway.
5. Remove words from ‘in the absence’ etc and insert ‘while having regard for precautionary principle.’

Proposed wording: “Management decisions to be based on comprehensive research, while accepting the need for adaptive management based on the precautionary principle.”

**Recommendation 5: Consistency of decision making across the DOC estate and consistency between DOC and local government.**

1. Focus needs to be on consistency of process and decision making rather than consistency of outcomes.
2. This point would be resolved by statutory body and recreation strategy.
3. Change words ‘DOC estate’ to ‘public conservation land’
4. As above. Yes to consistent policy across DOC, eg CMSs, collaboration with DOC and local government – consistency in policy across agencies.
5. As worded but add in ‘with regard to different legislation’ – consistency should be around processes and procedures. Add in ‘other statutory bodies’.

Plenary points to note:

- Lack of clarity on whether this meant people wanted a separate statutory authority such as an Outdoor Recreation Authority, or if an existing statutory body would be charged with leading such work as creating and overseeing an outdoor recreation strategy.
- A show of hands indicated more people did not favour creating such a body, but a significant minority did.
- An Outdoor Recreation Strategy would assist resolving issues of inconsistency of approach.

Proposed wording: “While taking into account different legislation, seek consistency of decision making around processes and procedures across public conservation land, and consistency between DOC, local government, and other statutory bodies.”

**Recommendation 6: The outdoors are for New Zealanders, as part of our rights of citizenship, while overseas visitors are guests. Ensure that recreation has priority over tourism, as per S.6 (e) of the Conservation Act 1987.**

1. Recreation needs should be set by New Zealanders.
2. The outdoors are for New Zealanders, as part of their right of citizenship/residency while overseas tourists are welcome and valued guests.
3. The outdoors are for New Zealanders, as part of citizenship and overseas visitors are welcome guests.
4. Terms need clarification.
5. Resolved vision should come from core values – premature to do before this is done as part of the strategy:
  - Does tourism refer only to overseas tourism – need to explore conflict between visitors and tourists – other issues recorded

Plenary points to note: There was profound disagreement on this recommendation.

- Retaining the first sentence appeared to gain general acceptance
- Rewording the second sentence would be necessary
- Focus on issue of responsibilities and rights
- Reaffirm the Conservation Act wording regarding fostering recreation and allowing tourism.
- Progress this as part of the proposed Outdoor Recreation Strategy
- Does tourism refer to overseas tourists or all people undertaking tourist activities?
- There is a need to explore further the issue of conflict between visitors and tourists.

**Recommendation 7: Maintain and enhance the quality of places, such as wilderness. Manage for environmental sustainability, which would include setting clear limits on use, including on cumulative effects.**

1. Maintain and enhance the quality of places for recreational experiences managed for environmental sustainability which would include setting clear limits, including on cumulative effects. Also add concepts of values. (DOC/whole of government).
2. Agree – with addition of social sustainability.
3. Accept wording but delete ‘such as wilderness’.
4. Agree in principle.
5. Agree – define environmental sustainability – include cultural.

Plenary points to note:

- Priorities will need to be decided – the development of Conservation Management Strategy “Outcomes at Place” will help.
- Look at the concepts of sustainability when clarifying the wording.
- Refer to the Conservation Act and the definition of conservation.
- Add reference to values.

Proposed wording: “Manage the quality of places for recreation on the basis of environmental and social sustainability (e.g. stability of communities).”

**Recommendation 8: Manage safe facilities while encouraging self-responsibility in the outdoors.**

1. Agreed, add educational aspects and legislative issues (DOC, whole of government).
2. Emphasise self-responsibility, NOT safe facilities.
3. As above.
4. Mountains without handrails! Requires legislative changes to OSH.
5. Noting that there is a concern about us becoming too risk averse, provide opportunities for recreation by removing barriers to participation, encourage personal and where appropriate group and operator responsibility in the outdoors.

Proposed change to wording: 'Encourage self-responsibility in the outdoors while managing safe facilities.'

**Recommendation 9: Improve access, with something for everyone, with the use of zoning and otherwise optimising the supply of recreation opportunities.**

1. First issue is 'to DOC lands'. Second issue is removing barriers to appropriate participation (link to 11).
2. Agree but zoning must include time and place.
3. Recommendations 9 and 11 merged. Enable recreation opportunities to optimise participation of diverse users; enabling includes removing barriers, creating and promoting pathways, optimise includes matching activities to setting, diverse users includes current and future users.
4. Whole of government, clarify 'zoning', have 'no surprises' approach.
5. Agree – identify 'heritage sites' for ALL interest groups.

Proposed change to wording: Improve access to the public conservation estate by removing barriers to participation, and, e.g. with the use of zoning (spatial and temporal).

**Recommendation 10: Educate New Zealanders about the outdoors and conservation; foster an outdoor culture, part of which is safety.**

1. Education New Zealanders about the outdoors, recreation and conservation; foster an 'outdoor culture.'
2. Ditto.
3. Ditto.
4. Agreed - Ministry of Education, SPARC, voluntary sector, not just schools, total immersion.
5. Agree – emphasise youth, 'in and about the outdoors'.

Plenary points to note:

- A request that where filming at public conservation areas has an educational component that the concessions approval process be more supportive.

Proposed change to wording: "Educate New Zealanders in and about the outdoors, recreation and conservation; foster an outdoor culture, with emphasis on youth."



**Recommendation 11: Provide opportunities for recreation by removing barriers to participation, such as increasing motivation and creating pathways for increased participation.**

1. Encourage participation and opportunities for recreation.
2. Provide opportunities for recreation by removing barriers to participation.
3. (Combined with recommendation 9).
4. Agree in principle (whole of government).
5. (Merged with recommendation 8).

Plenary points to note:

- A preference expressed to keep the recommendation focused.
- A need to explore the needs of youth.
- Also think more widely than the traditional users, attention to different ethnic groups, large urban centres.

Proposed change to wording: “Encourage participation and opportunities for recreation.”

**Recommendation 12: Research recreation values and needs.**

1. Research required to support the proposed outdoor recreation strategy.
2. Agree – will inform strategy.
3. Research the outcomes and contributions that outdoor recreation experiences have to the personal and social development and health of our communities and the environment.
4. Link to priority 4. Agree in principle.
5. Ensure that there is sufficient information to inform stakeholder groups, planners, politicians and the public on outdoor recreation issues. Information needs to be based on quality research which addresses values, needs and barriers to participation. Importance of research: recognises value to society, health and wellbeing. Research and consultation should be combined.

Plenary points to note:

- Research is about more than just the perceived management needs.

Proposed wording: “Management decisions to be based on comprehensive research, while accepting the need for adaptive management based on the precautionary principle.”

**Recommendation 13: Statutory recognition of the positive value of introduced game species and the values of hunters and fishers, which would improve the image of hunters and fishers.**

1. Seek recognition of the positive values associated with hunting, fishing and food gathering.
2. Statutory recognition of recreational value of introduced species and the values of hunters and fishers.
  - Rewording needs to recognise agreement areas, eg cultural harvest.
  - Did not agree on statutory recognition – suggested way forward was to ask the public the question.
  - Majority decision but several dissenters.
  - Remove the last phrase regarding the image of hunters and fishers.
3. As per 1. Statutory recognition of specified introduced animals.
4. Delete reference to improving image. Fears on both sides – game species will be wiped out. More damage to native vegetation. Statutory recognition will lead to more scientific management of game species. Add 'positive recreation values'. What other recreational groups have statutory recognition of their values?
5. [Statutory]?\* Recognition of the positive value of all introduced game species. Recognition of the value of hunting and fishing as recreation. Disagreement within the group on this topic.

Plenary points to note:

- Disagreement on the exact focus and strength of the recommendation.
- More discussion is needed on the statutory recognition of introduced animals (note: specify animals), and/or recognition of their value to hunters and fishers.
- Both sides to the discussion have concerns:
  - Hunters concerned that game animals will be wiped out, thus a loss of recreation opportunity.
  - Ecologists concerned about unnecessary and unacceptable damage to native vegetation.
  - Statutory recognition should lead to more scientific management of game species.

### **Further recommendations**

14. Resolve the inflexibility of various statutes across the public conservation estate and adequate resourcing for existing planning and policies.
  - a. There is perceived to be inadequate resourcing for existing planning tasks.
  - b. It may be that the statutes are not so much the issue as some inflexibility in their interpretation.
  - c. The main issues are such things as the Building Act, rather than the Conservation Act.
15. Ensure the public conservation estate remains in public hands.
16. Concern that youth are being excluded because of risk averse management. Some uses are excluded because their activities are associated with high risk.
  - a. Some uncertainty over how much the issues surrounding risk assessment and management are influencing the level of participation in outdoor recreation by youth.
  - b. Observations that schools are not taking advantage of the opportunities that currently exist to use outdoor recreation areas.
17. Enhance the quality of recreational experience; manage visitor expectations.
18. Educate New Zealanders about conservation and foster outdoor culture.
19. “Don’t leave home until you’ve seen the country”. Use savvy technology to get message out, such as text messaging, spam etc.

**Honourable Chris Carter**  
**Minister of Conservation**

**Speech to Outdoor Recreation Summit – Te Papa**

Ladies and Gentlemen,

Welcome to the first national outdoor recreation summit organised by the Department of Conservation.

Thank you for giving up your weekend to come along. I hope you find the speeches and discussions ahead informative and provocative.

The idea for this event has grown out of conversations I have with many of you over the past four years about your anxieties and ambitions for outdoor recreation in New Zealand.

DOC and I have been thinking about bringing those discussions together in an effort to overcome the fragmentation the outdoor recreation sector struggles with.

We've picked now to do that. We've picked now because next year all working New Zealanders will be legally guaranteed a fourth week of annual leave. For many this will mean more recreation time than ever before, and for you and the organisations you represent, this offers a significant opportunity.

This summit is about grasping that opportunity with both hands. It is about forging a collective vision around the challenges of the next twenty years, and how to respond to them. And it is also about underscoring and fortifying the importance of outdoor recreation to our national identity.

New Zealand began as a frontier nation, and the skills forged in the early days of exploring and shaping this country are kept alive in many of the recreation activities you are involved in.

The chance to pick up a pack and retreat to the quiet of the wilderness, or take the kids on a summer camping holiday, or teach a child to shoot a deer responsibly, are opportunities generations of New Zealander's have valued, and most continue to do so.

Even though we are becoming an increasingly urbanised society, these opportunities remain an essential part of how we see ourselves, and how we promote our Kiwi lifestyle to world. The etiquette of the outdoors is inextricably linked to the social values the majority of New Zealanders share, and it underpins the comparatively high level of environmental awareness found here. It is part of our national identity.

It has always been my view that conservation and recreation are intimately entwined. People develop a love of nature, and an appreciation for its complexity and fragility

by experiencing it. The more time someone spends walking in native bush or biking in high country landscapes, the more likely they are to advocate for the preservation of those places.

So the trends that are occurring in outdoor recreation are critically important to the future of conservation. The public expenditure necessary to preserve much of our biodiversity in the future will only be achieved by maintaining links between urban populations and the outdoors through recreation.

That is why DOC and I are becoming more and more interested in the long-term health of outdoor recreation, and why the Labour-led government is exploring what more we can do to support and celebrate it as part of our work to promote national identity, and the wellbeing of Kiwi families.

But more on that later. First, I'd like to outline a few thoughts on just what state outdoor recreation is in, and what kinds of issues we will see arise over the next twenty years.

I know that among you there is a general anxiety, which I share, about broad social trends. It would appear that we are becoming an increasingly urbanised, sedentary and time-starved society. These trends are manifesting themselves most graphically in our young people, and in the obesity epidemic sweeping the nation.

Logically, these social changes must be having an impact on the extent of outdoor recreation undertaken by New Zealanders, in the same way as they affecting participation in sport more generally. But exactly how hard hit outdoor recreation has been is very difficult to pin down because sadly there is a shortage of good, reliable research.

We are trying to fill this gap. DOC is studying the constraints on outdoor recreation participation at the moment. A paper derived from this research will be published later in the year.

There are a few interesting facts that have emerged from the literature review for this research. About 70 to 80 per cent of New Zealanders report visiting a national park at least every two years, and about 40 per cent have visited one in the past 6 months. Somewhere between 12 and 16 per cent have no interest in ever visiting one.

Men appear more likely to participate in active outdoor recreation than women. There may be some ethnic variation in participation rates in outdoor recreation as well, although it is hard to tell because different cultures and socio-economic groups tend to have different recreation preferences.

About a third of New Zealanders are regular campers. Up to 40 per cent go on day walks, and up to 36 per cent go fishing.

Intriguingly though, the proportion of New Zealanders regularly tramping and overnighting in the back country appears to have dropped since the 1970s and 80s, despite population growth, better health in old age and tourism increasing the overall

number of people on tracks. The studies we have suggest this drop may be in the region of 30 percent.

The same studies indicate there has been an even more dramatic fall in the proportion of people regularly going hunting. This fall could be in the region of 50 per cent, but it is likely to vary widely from region to region. If accurate, the fall is a cause for concern given the significant rise in deer numbers in some parts of the country, notably Fiordland.

In contrast to these declining trends, the proportion of New Zealanders fishing and the proportion day walking appear to have increased over the past twenty or thirty years. Most importantly, there has been an explosion in the popularity of new recreation activities that were barely a blip on the radar in the 1970s, such as mountain biking, kayaking, rafting, tubing, horse-trekking and so on.

Mass participation in outdoor recreation events, such as mountain biking and multi-sport, has also grown strongly in the past decade. At least 150 events engaging more than 50,000 participants are now held each year.

There has been a significant increase in the number of people walking our Great Walks, comprising both New Zealanders and overseas visitors. This suggests where New Zealanders are doing multi-day tramps they are choosing tracks which offer more comfort and infrastructure.

So what can we make of such a confused picture?

Again, each of you will have your own views on this, but I think we can safely say that overall outdoor recreation remains popular in New Zealand.

People are still visiting the outdoors a lot, but they seem to be visiting more accessible areas for less time, and to do different, sometimes more passive activities than they might once have done.

There has always been more use of the front-country than the backcountry, but this bias is becoming more pronounced.

Society is increasingly seeking instant immersion in a wilderness-type experience – get there quickly, experience it and leave quickly. As a result, there is rising demand for vehicle access (often 4WD) in to back country areas, and air access into national parks.

There is evidence that those types of traditional outdoor recreation that require longer time commitments are falling in popularity, and people are substituting them for new, more thrill-orientated activities. People are also becoming involved in outdoor activities through different social routes than they might once have done. For instance, alpine climbers no longer start off in tramping clubs; many get involved through sport climbing.

From where I sit, these shifts in recreation present some real challenges in the future.

If we are to continue to entice people into the outdoors and sustain support for the protection of natural areas, we must be responsive to new types of outdoor recreation. We must be flexible enough to adapt because the diversification in outdoor activity we have seen in the past twenty years is only going to grow in the next twenty.

At the same time, there is a very strong argument for trying to promote and retain the older more traditional types of outdoor activities, such as multi-day backcountry tramping. If too many people start to lose interest in these sports, there is a risk of a decline in the more sophisticated outdoor skills and etiquette that can only be acquired by extended periods in the backcountry. A loss of skills is likely to present further barriers to use of the backcountry by future generations unless addressed.

How then do we cater to both the old and the new? And how do we cater for a rising number of outdoor activities while maintaining the integrity of some very sensitive environments?

Obviously, there are places where there is a neat separation between one type of activity and another. Generally speaking, you can't paddle a kayak at a rock-climbing site, but that is not true of all sports.

Unfortunately, there are a growing number of collision points between activities, and these have spurred calls for zoning of different types of recreation areas in the outdoors. We already have wilderness areas, and recreational hunting areas, and I suspect we will see the zoning debate intensify further in future. This is particularly so when you stir in rising tourism, and rising demand for instant immersion in the outdoors. One person's transport is another person's loss of a quiet, pristine environment.

The debate over mountain biking and its impact on walkers is indicative of what we can increasingly expect

Mountain biking is a booming sport, but as you all know it is unpopular with many walkers who feel unsafe when bikers come hurtling past.

DOC has sought to accommodate the demand for mountain biking by specifically creating new tracks for them, such as the one opened recently in the Whirinaki Forest Park. This has eased the conflict with walkers somewhat, but there still remains the vexed issue of whether mountain bikes should be allowed in national parks.

Excluding such a popular activity from national parks troubles me, especially if mountain biking use can be managed in such a way that it is safe for the environment and other users. I've said as much to the Conservation Authority, and like many others I await its decisions with interest. I suspect this won't be the last difficult recreation issue with the Authority has to deal with over the coming years.

In addition to balancing the competing demands of different recreation activities and the environment in future, we also face some difficult questions about what to do to preserve the front country in New Zealand.

As I indicated earlier, there appears to be a growing tendency among New Zealanders to visit the front country in preference to the backcountry.

The trouble is DOC administers much less front country than it does back country, and the unprotected front country close to urban centres, near the coast and around waterways, is under growing development pressure. The Waitakere Ranges in my local area is one example.

In the future the front country is likely to be the doorway through which many New Zealanders experience the outdoors, even more than it is now. Road ends like Catchpool, Holdsworth and Otaki Forks near Wellington are crucial outdoor access points for many people.

Families with young children go there, and sometimes overnight because they are relatively close to home and feel safe. In doing so, these parents plant the seeds of outdoor recreation in their children. They begin to teach them basic outdoor skills, and in time these families, or their children, may move further back into the wilderness.

A camping ground, and the iconic Kiwi summer camping holiday, provides similar opportunities. It is an outdoor activity that breeds certain skills, and leads on to other outdoor activities.

Earlier this year I announced a review of the availability of family-friendly camping areas following public anxiety about the number of camp grounds closing. It appears that anxiety was well founded.

The review, which I am publishing today, has found that although the number of camping areas nationally has shrunk by 6 per cent in the past ten years, there has been a far larger and more rapid decline in the commercial camping capacity in the upper North Island, where the vast majority of New Zealanders actually go camping.

A whopping one third of the commercial camping capacity in the Coromandel has been lost in the past decade, most of it since 2001. Notable reductions have also occurred in Auckland, East Coast/Hawkes Bay, Rotorua/Central North Island, and Waikato/Bay of Plenty regions, despite no apparent drop in demand.

The situation appears likely to worsen in future thanks to rising land prices, and the attractiveness of alternative development.

Importantly, the review has also found that the vast majority of New Zealanders – 91 per cent – consider access to places to go camping either "extremely important" or "important", and I suspect we would find similar levels of support for other types of outdoor recreation.

What can we do about the shrinking number of camping areas?

Well, the review proposes the following options for further discussion:



- Extending the network of camping areas on public land, and letting more contracts to private providers to run campgrounds on public land;
- Establishing a fund to purchase select camping grounds for public ownership;
- Encouraging the expansion of existing camping areas on to adjacent land over peak periods;
- Encouraging camping on unused sports fields, open space reserves, and rural school grounds, where there is clear demand to do so over the peak season;
- Seeking a review of the Camping Ground Regulations to enable other organisations to provide basic camping experiences similar to those provided by DOC;
- Providing better information to the public about available camping opportunities.

My colleagues and I will be carefully considering these options over the next few months and consulting on them further with the commercial camping sector. But as a starting point let me say that I am very attracted to more effectively using the public land we already have before buying more of it.

The review has identified a provisional list of 30 new areas where camping could be located on conservation land in the four regions where there has been the most significant loss of campgrounds. There may well be a lot more areas on public land if councils went through a similar exercise looking at the land they manage.

I have asked DOC to do some more detailed analysis of the areas it has proposed.

This review of camping is one example of how the government can help underpin outdoor recreation, and it complements the other work we have already begun.

In 2002 we announced a \$349m 10-year package to revamp and reorganise recreation facilities on DOC land to meet current and future demand. This was the largest single commitment any government had ever made to New Zealand's outdoor recreation infrastructure. A great many of you will have been involved in the local planning for how this money is spent, and what huts and tracks in your area are built, upgraded or removed.

Since 2004, the government has also been investing heavily in the tenure review process in the South Island High Country, and assembling a network of new conservation parks that enshrine public access to an amazing array of outdoor recreation opportunities, often those that are difficult to integrate in other existing conservation areas. For instance, mountain biking fits well in the high country on old station tracks.

Those parks that have already opened are already proving a success. Up to 10,000 people are believed to have visited the Ahuriri Conservation Park in North Otago in its first year. Over 60 per cent of visitors are thought to have been first-time users of the area.

The permanent protection of the spectacular Molesworth Station in Marlborough has also resulted in a rise in recreational use, and this is expected to increase further as DOC invests \$2.7m over five years in the park.

The government is continuing to work on the vexed issue of walking access to the outdoors across private land. Public consultation is underway around the country by a specially formed panel, and this panel will report back early next year.

We've achieved a lot in the last five years, but as the camping review demonstrates the government is not drawing a line under our work to support outdoor recreation, quite the opposite.

We are very interested in hearing new ideas from you on ways in which we can help in the future, and DOC has worked hard to ensure this summit acts as a forum for those ideas.

Over the next two days, I'd urge you to be innovative in your thinking, robust in your debate, and try to set aside some of the day-to-day differences among you, and with DOC.

This summit will achieve nothing if its only outcome is 200 different viewpoints, and 200 different goals. That will simply give politicians an excuse to ignore you. I want to know whether this gathering can reach some common ground and form a collective vision, while fully respecting the significant differences that may emerge.

I want some practical outcomes that enhance recreational opportunities to result from this weekend work. If there was ever a time to look beyond points of conflict then it is now. Let's lift our horizons and look to the next twenty years.

Thank you.

## Keynote Speakers

### **Graeme Dingle**

**Founder and Chief Executive of The Sir Edmund Hillary Outdoor Pursuits Centre  
Founder and Chief Executive of The Foundation for Youth Development**

It is all well and good to be out there enjoying the challenge of the outdoors, but ultimately, if you aren't active in sharing that experience with others, it is an essentially selfish activity.

Many people grow up with very limited exposure to New Zealand's great natural settings.

The natural environment, the challenges faced in living and travelling within it, and the interactions that result, create very powerful emotional experiences and can change people's lives for the better.

### **Ropata Taylor**

**Project Manager Wakatu Incorporation  
Chair of Nelson / Marlborough Conservation Board**

Maori are traditional a maritime people. The people and the land are one.

Sustainable use, as apposed to protection, describes the Maori philosophy in respect to the use of the Outdoors.

New Zealand needs to encourage Maori to better connect with the public conservation lands, in their cultural context, while current planning approaches inhibit Maori in their ancestral right of occupation of the outdoors.

Maori values are the inherent values of mankind, which must be incorporated into conservation and recreation management.

Conservation should be about sustainable management of all lands, all the catchment, from the mountains to the sea. It should not be about protecting one part and indiscriminately using the rest. It should be holistic.

### **Dr Clive Pope**

**Senior Lecturer, Department of Sport & Leisure Studies, University of Waikato**

We all need to understand that there are obvious generational differences in attitudes and behaviours. Recognising this helps us in relating with others, and in planning for the future.

1. Baby Boomers (1946 – 1964) accept conformity after exploring freedom, have taken opportunities, but also have been irresponsible, making excessive use of resources and time.
2. Generation X (1965 – 1976) learned about diversity and flexibility, have limited interest in conformity and mistrust institutions
3. Generation Y (1977 – ) celebrate diversity, re-write the rules, object to the concept of institutions, assume technology is available, have been nurtured

and have high expectations. These are the BIT generation (Because Its There), hopping from one activity to another, trying things out, but not offering loyalty to a product or concept for any length of time. This is not a generation that will support clubs and organisations.

These are generalisations and it should not be assumed that everyone thinks alike, nor that the values of our grandparents are not going to be held in some way by our grandchildren.

The challenge for decision makers of today is to relate to the needs of the recreation users of tomorrow, as well as looking after the needs of the aging Baby Boomers with more time on their hands.

A 'Youth Forum' managed to draw directly on the thoughts and aspirations of today's youth must be part of the development of a strategy for Outdoor Recreation.

Solutions include planning to support activities that can be enjoyed, that can build confidence, remove barrier to participation, allow for continual changes in preferences.

#### Discussion

- Curriculum changes to incorporate more outdoor recreation is not going to be effective without funding to facilitate the activities, to release the experienced teachers or to pay for the professional providers.
- There is a risk averse attitude in society that has resulted in regulations and policies that inhibit people volunteering to be involved in taking youth into the outdoors.
- It has been observed that today's children appear to be less able to undertake physical climbing tasks, presumably because of less exposure to physically challenging environments.
- DOC should have a commitment to education.
- DOC could be a world leader in the provision of Outdoor Recreation opportunities.

## **Interest Group Presenters**

### **Bryce Johnson**

#### **Director Fish and Game New Zealand**

Hunters and fishers feel they are tolerated but are not welcomed by land managers when they use the outdoors.

Conservation should be about sustainable use, not protection.  
Managers of public lands should recognise that introduced animals and fish are here to stay, whether we like it or not.

Access to the public conservation lands becomes increasingly important as lowlands become increasingly degraded.

Four wheel drive access is important for getting to hunting and fishing spots, and should not be so constrained.

### **Brian Stephenson**

#### **President Federated Mountain Clubs of New Zealand**

Outdoor recreation is an irrational interest, challenging oneself in harsh settings that are inherently dangerous.

The mountains are core to New Zealanders' national identity.

People take on life-long participation.

Several tasks are paramount:

- Preserve the wilderness
- Mountains without handrails
- Better access
- Overcome the trend for risk version by regulators
- Resolve tensions due to different values associated with land use
- Genuine consultation with recreationalists when managing the outdoors
- Connect with the next generation

### **Sandra Coney**

#### **Representative of Waitakere on the Auckland Regional Council**

#### **Chair of the Parks and Heritage Committee**

Recognise the importance of outdoor recreation areas close to urban centres, where there is unfortunately limited public land available.

- Auckland, the largest city with over 1/3 the population of New Zealand has the lowest participation rates for outdoor recreation.
- Urban people are interested in visiting the coast and camping.
- Four wheel drive and motor bikes are creating serious damage to dunes.
- Large group events conflict with small family groups.

Promote programme to get people from lower socio-economic backgrounds and migrant communities into the outdoors

There is a new type of recreation activity undertaken by volunteers; 'eco-recreation'.

Parks are many things to many people.

### **Geoff Canham**

#### **New Zealand Recreation Association**

Feedback from a census of Territorial Local Authority managers on relationships with DOC

- DOC perceived to not be able to resource the needed relationship management with TLAs
- DOC appears not to have ongoing commitment to projects
- There are opportunities being missed to share staff development, training, involvement in common local projects
- TLAs tend to know where funding can be found, DOC doesn't
- Recreationists generally can't tell the difference between DOC and TLA managed land
- The continuum in the range of opportunities includes TLA managed land at the urban and urban fringe end of the spectrum
- DOC should get out of the 'stealth' mode of management

### **Kay Booth**

**Senior Lecturer in parks and recreation**

**Lincoln University**

**Member of the New Zealand Conservation Authority**

Society seems to be disengaging from the key values associated with the outdoors.

More research is needed on visitor attitudes and behaviour

Advocacy is needed for the values associated with outdoor recreation

A key step forward is to develop a national Outdoor Recreation Strategy, to provide a clear direction for all managers and stakeholders, uniting an otherwise fragmented group.

### **Fiona Luhrs**

**Chief Executive of the Tourism Industry Association New Zealand**

- Tourism is key to the New Zealand economy
- The tourism industry is committed to environmental sustainability
- We are all tourists at one time or another
- People tend to take shorter breaks from work, and the 2-3 week holiday around the South island has turned into a 2 days to one week holiday, perhaps to Australia.
- There is a new group on the holiday scene, the Grey Nomads, retired people well off enough to travel around a lot.
- Let us work together to manage recreation opportunities
- There is a need to charge for access to some places

- The discussions to be had should be based on facts, and this will mean comprehensive research is needed
- There is a need to see better compliance checking for commercial use of the outdoors, so that the good operators are given the credit for their effort, and the poor and illegal operators are brought to task.
- Encourage New Zealanders to get out into the outdoors

Al Morrison – Acting Director General  
Closing poem

### Mountains to Sea

There are those who want wilderness, free of track  
While others hail taxis to carry their pack  
Some want four wheels, some want two  
Both have to battle the no-wheel view

Tourism's good and we need it to thrive  
But please keep the numbers to somewhere round five  
More tax, less tax, which way to go  
Fleece the customers or give up the dough

Deer can be wild animals, game or pests  
Each has its advocates beating their chests  
Fishers want trout to catch on the fly  
They're feeling unloved and they're asking why

Save all the kiwi you'll hear people say  
As others protest to keep 1080 at bay  
We want free access to lands, lakes and sea  
That's one of the things on which we agree

We want it all, and we want it now  
We know the 'what' but does DOC know the 'how'?  
If it doesn't the solution is simple to see  
Just shift the money from them to me

We argue and bicker beyond out tether  
But something beyond that brings us together  
A love of the outdoors, the freedom to be  
So thanks for coming to our Mountains to Sea



## Saturday 16<sup>th</sup> September 2006

### Back Country Group

#### Priorities reported back to Plenary

##### Top 5

1. Maintain and enhance quality of places (don't domesticate – keep them wild).
2. Users should be responsible for managing risk.
3. Public conservation estate is for New Zealanders – it is part of our citizenship – overseas visitors are guests.
4. Ensuring good access is available to all areas according to their statutory classification (something for everyone – zoning).
5. Set clear limits on use, particularly cumulative effects – through research by management – understanding effects.

##### Other points

6. Strong leadership in DOC to advocate with other agencies / departments (e.g. tourism, OSH) for recreation.
7. Finding ways to incorporate new recreation activities
8. Right of access ahead of commercial operations
9. DOC to get planning up to date – Conservation Management Strategies & Management Plans (National Parks).
10. Educate New Zealanders about the outdoors and outdoor culture – DOC role as facilitator and safe use.
11. Taxpayer funding needs to recognise health, education, wellbeing benefits.
12. Continuity (of employment) and training of DOC staff, especially visitor centres.
13. Finding most effective way to real and equitable consultation e.g. building relationships with backcountry user organisations

#### Summary of discussions

Challenges identified by the Backcountry group range across a great variety of topics. The changes occurring in the outdoor recreation opportunities include threats to the local biodiversity, through use and through introductions of unwanted organisms. However, it is the social setting that received most attention. A desire to ensure that there are no impediments to access has a counterpoint in the preference to see 'tourism' managed so as to not unduly impact on 'non-commercial' users. A clear distinction has been drawn between New Zealanders and people from overseas, with preference given to the wants and needs of New Zealanders first. The term 'visitor' causes offence because of its general application to all people, and because this term does not imply ownership of the resource, but a disconnection instead.

There is a clear recognition that management agencies, such as DOC, have a role in dealing with problems. There is also a preference to reduce the level of regulation and what is perceived to be too much focus on people's safety. While a range of activity types should be allowed, there are some activities that are not compatible. The conflict between motorised access and gaining a 'wilderness' experience has solutions in zoning, although there appears to be some wariness of DOC's existing zoning approaches.

Improvement can be achieved through better information, with focussed monitoring and research, and more effort put into consultation, with DOC encouraged to listen more. Effort is needed to promote outdoor recreation, especially with youth. This management and promotion of outdoor recreation areas is a whole-of government issue.

## **Workshop notes**

### Challenges

#### Subgroup 1

1. Tourism in good - But
2. It can degrade the back country
3. Needs to be managed
4. Fringe areas may be best for high use
5. Management of concessions includes policing of infringements
6. Need a conduit for funding from tourists to pay the cost of managing tourism in the conservation estate
7. Tension between easy and fast tourists access vs wilderness experience – e.g. aircraft
8. Something for everyone – including families
9. Monitoring for new biosecurity and environmental threats
10. Quality of strategic planning to manage the conservation estate effectively

#### Subgroup 2

- Access to the back country through private land and front country.
- Manage the pressure for air access.
- Growing regulation and litigation for safety.
- High pressure in specific areas.
- Monitoring and recording use of facilities, and back country areas.
- Increasing use by overseas users, without paying or recording.
- Inexperienced users in back country.
- Multi-use of tracks- mountain bikes and events and horses.
- Funding of facilities.

#### Subgroup 3

##### Pressure of number

- Effective management by DOC
- Compromising safety
- Conflict of use

##### Research

- Number of users?

##### Inconsistency of party policies

##### Car Crime

##### Skill levels

- DOC staff turnover
- Loss of knowledge
- Training needs

##### Risk aversion

- Cotton wool
- Attitudes/legislation

Access – beaches, farms  
Funding (by govt)

#### Subgroup 4

Access

Commercial Access

Access of tourist → No's in Huts, Pressure environment

Membership → Declining → Reduced funding

DOC Structure → Overwhelmed → Issues Maori Protocols

Burden section 4 Conservation Act.

→ Red Tape → Lack planning

Fragile Environment → Rubbish → Smell

→ Didymo

→ Noise

Hut booking system More usage?

Access → 4WD's

→ Air

→ Safety Culture

→ Liability Issues

→ Impacts → Environment

→ #'s of people

→ Permits → orienteering pay at present.

#### Subgroup 5

Access: Planned sensible access.

On private land

marked access

Wants community involvement.

Getting more people to get out there

Young people don't have more time

- Request not to domesticate natural landscapes
- Don't want motorised transport on DOC lands
- Mountains without handrails
- A greater understanding of NZ indigenous biota.
- Pressure on SAR as a volunteer organisation.
- Recognition of back country people's belonging to the back country – not visitors – “its where I come from” identity, tangata whenua.

New Zealanders are NOT VISITORS. We are public.

New Zealanders – drive character of recreation on DOC lands.

1. Access i.e. maintaining FREE access

2. Keeping facilities i.e. HUTS

Basic, Small, Cheap, Same number

- Maintaining wilderness – commercial guiding/aircraft
- Increasing pressure/numbers commercial uses e.g. helicopters guides
- Better security at road ends

1. Managing risk

How to get rules right

Not providing too much, people should be able to manage own risks

- Zoning

3. Pest control so can enjoy where I get to.

Maintain / Preserve quality of natural environment e.g. weed control

Opportunities

Subgroup 1

1. Getting young people involved in outdoor recreation.
2. New activities and new user should be welcomed and integrated rather than merely together if appropriate to the area.
3. Revenue opportunities for cost of managing conservation estate. (Robin Hood tax from tourism → other traditional users)
4. The grey nomads.

Subgroup2

- Agency to facilitate access.
- Full consideration of opportunities for use of land ex tenure review and new purchase.
- Zoning of areas for air access.
- Support for training agencies and national bodies, e.g. NZMSC, NZMGA, FMC, and NZAC.
- Policing of concessions.
- Charge to overseas visitors.

Subgroup 3

More continuing dialogue- action with DOC with stakeholders

National policies – consistency between conservancies

Stronger relationship SPARC, DOC, Health, User groups TPK, Education

Zoning

Research users, motivations, solutions, i.e. – use the research

Benefits of outdoor recreation

Data base of knowledge -facilitate sharing of knowledge

Coordination of training, etc

“Toughen up” campaign?

Acknowledge the risks

Regulatory change – (e.g. ACC, OSH)

Improve participation in back country recreation by...

- Promote a culture of personal responsibility that acknowledges that risk is a part of life and important to personal development.
- Use zoning to manage conflict between user groups.
- Continuing participatory consultation between govt agencies and user groups with joint outcomes (e.g. health, education, DOC, SPARC).

- Continuity and training of DOC (esp. visitor centre) staff.
- Protection and improvement of access options (including improvement to facilities, coastal access, access across private land, lake and river access) and thereby recognising the health, economic and social benefits of outdoor recreation.

#### Subgroup 4

- Access
- Clarification Legal Issues.
  - Differential Fees – Tourist Control No's
  - Green Tax Tourist
  - Technology – use off granting concessions
  - Set rules around Air access

Education – Pros and Cons

Planning up to date - DOC

Hut book system- control #'s at Huts major.

#### Subgroup 5

- Good basis in NZ for outdoor recreation – huts, tracks, network, parks, mountains...
- Longer active lives
- Technology – information available to all, easily
- Better road end monitoring/technology (security of cars)

Priorities for managing Outdoor Recreation.

#### Subgroup 1

1. Leadership – Is it entirely a DOC job? (Conflicts: tourism, building codes, occupational health and safety)
2. Ensuring that access is available to all areas, according to their classification (e.g. wilderness → great walks.) - something for everyone
3. Protection of environment.
4. Better connection between strategic plan and practical day to day decisions.
5. Policing concession and illegal activity.
6. Ways to incorporate new recreational activities into the conservation estate.

#### Subgroup 2

- Finding the most effective way to real and equitable consultation.
- Minimising the impact of overuse by people on high pressure areas.
- Building relationships with back country user organisations.
- Providing clear information on regulation and litigation (OSH).
- Managing air access.
- Finding broad solutions to the management of facilities.

#### Subgroup 3

4. Risk aversion

Zoning, continuing consultation, to reduce user conflict and control numbers

Increasing participation

Health

Effective management  
-Continuity and training of DOC staff.  
More facilities/tracks/information/access  
Consultation continuing participatory

#### Subgroup 4

DOC getting planning up to date.

Discourages over commercialism in Backcountry

- Legal issues – clarification. – Need to reduce private landowner anxiety about perceived liability issues.

Access – NZers priority

Education → Outdoor users – Reduces fear factor.

→ Clubs Doing

→ Involvement in schools

→ Altering culture –

Restrict access to ECO areas

Sort priorities of clubs can have ECO access

1. Right to Access – part of NZ'ers citizenship
  - Ahead of commercialism and tourists
2. DOC get their planning up to date (CMS CMP etc)
3. Educate NZers to outdoor culture. → Introduce via DOC as facilitator → SPARC

#### Subgroup 5

1. Place

Maintain/enhance environmental (avoid domesticating landscape)  
(natural, quiet) maintain wilderness

1. Risk

2. a. Enable users to manage/ be responsible for their own environmental/activity risk

- DOC -safe structures/facilities
- Appropriate structures in right place

- b. keeping facilities basic (smaller, cheaper, simpler) or none in some place

3. Public conservation “estate” is for NZ to enjoy → our lands place. Part of citizenship “Visitors” – overseas guests → involvement in management by citizens.

Collation of subgroups

Challenges

- Legislation and interpretation e.g. Conservation Act, National Parks Act
- Loss of pedestrian access to public land
  - commercial pressures on adjacent land
- Lack of base data on natural scientific values
- Accepting Δ's in manmade structures

- Understanding use patterns and demand trends for backcountry recreation. → do research!
- Setting clear limits on tourism and immigration
  - overuse of some areas e.g. Abel Tasman
- Retaining good experience in travelling from front country to backcountry
- Commercial vs amateur/ public interests greater financial contribution to hut/facility rebuild etc.
- Conflict between purest and recreationalist
- Managing cumulative effects of human impact

#### Opportunities

- Continued use by more people due to greater access
- NZ still has a lot of backcountry land which still caters for wide range of opportunities
- Consultation process
- Add land for new recreation users e.g. Takaka purchase for mountain bikers
- booking system for huts/facilities
- Research

#### Agreed Priorities

- Advocating for back country recreation values. --1
- Setting clear limits on use --2
- Understanding effects – outgoing research - accumulating effects --2
- Funding – recognise health, education, wellbeing benefits as well as conservation via participation in outdoor recreation. --3
- Foster safe use of back country areas. --1

## Hunters and Gatherers

### **Priorities reported back to Plenary**

1. Seek statutory recognition of the positive values of species introduced for recreation and the values associated with hunting and fishing.
2. Management of these species should involve participation and real input from and by hunting and gathering groups, including relevant research initiatives and emphasis on the quality of the experience.
3. Propose the formation of an Outdoor Recreation Authority, with a statutory basis, and representation from fish and game organisations.
4. Improve access and recreational facilities with real input from hunter and gather groups on decisions and policies.
5. Ensure recreation has priority over tourism and commercialization (refer to Section 6 (e) of the Conservation Act).

### **Summary of discussions**

A main theme from the Hunter and Gatherer group is to see hunting as a legitimate and ongoing component of managing public conservation areas, and not a time-bound convenience subject to DOC's pest management activity. Also there is a preference that these activities not be seen to be at odds with other forms of outdoor recreation. One solution to this issue is through enacting change in legislation to give game animals the same status as game birds and game fish. A statutory authority, similar to the NZ Conservation Authority, should be formed to provide the policy advice for outdoor recreation, as the NZCA are seen to be compromised by their dual role providing policy advice on conservation and use.

Research effort should be committed to better understand and manage the resource of game species. Overall, outdoor recreation requires a higher profile in society, identifying the values and benefits that accrue from people's involvement. More opportunities for the whole range of uses is needed, and more tolerance of the various forms of access, including motorised vehicles.

There is a desire to see consistency in the application of policy across the country, and that access not be constrained just because of the nature of the recreation activity. A review of the existing Recreation Hunting Areas was suggested. This issue of equity is also applied to funding, suggesting that overseas visitors be specifically taxed, to match the requirement that New Zealanders pay tax to fund the ongoing management of public conservation lands.

### Challenges

#### Subgroup 1

1. Getting rid of perception that hunting and other forms of recreation are incompatible. (priority 4)
2. Encourage new hunters into activity. Younger involvement
3. Access to PC lands as a matter of right for hunters and fishers (priority 1)
4. No exclusive capture of any access to the estate (of part of estate) (priority 2)
5. To cause DOC to give recreation priority it deserves in the Cons Act.
6. Increasing numbers of hunters onto estate to gain more advocacy



7. Recognise right of game animals and fish to be on conservation land (not as pests) (priority 3)
8. Risk averse nature of DOC dealing with visitors to land administered by DOC. Need to teach self reliance
9. Ensure angling and hunting have equal status to all other recreational activities – not second-class citizens (priority 3)
10. Greater consistency and acceptability rules for dogs on estate
11. Negative perceptions of department creates a division with hunters (e.g. 1080 debate)

#### Subgroup 2

1. Enduring recognition of game/fish species as valued and legitimate inhabitants of con land

(A) Game Harvest (all game/ plants)

#’s mgmt (viable/ sustainable as an activity)

Toxins

(B) Research

Recreation

Harvest

2. (C) Public Access

Appropriate access to land and water

Appropriate access to harvest product

4WD/helicopter/mtn bikes

(D) Huts Tracks

Volunteers and groups involvement

Front country vs Back country

3. (E) Pressure of #’s (maintain quality experience)

Limiting #’s

Maintaining for New Zealanders

(F) Who pays and who benefits

Equity issues

Priorities for recreation funding expenditure

Recreation vs tourism

(G) Change from pest to being a resource

(H) Continue responsible use of firearms

(I) Tenure review → Provision of access

#### Opportunities

##### Subgroup 1

1. Involvement in DOC’s planning/ review process
2. Review Wild Animal Control Act 1977 in relation to game animals as pests (and other related legislation)
3. Facilitate improved management between NZ Fish and Game and DOC:
  - i. alignment
4. Tenure Review and Walking Access Consultation Panel: that these processes result in guaranteed access to the DOC estate
5. Greater neutrality in DOC’s planning processes.
  - i. DOC not as judge/ jury and executioner
6. Do away with hunting permits

##### Subgroup 2

- (A) United front: Identify common ground
- (B) Recognise and manage big game as a valued resource.  
Control of the resource independent of the land manager.
- (C) Funding for youth involvement
- (D) Awareness of value of recreation to wider community → value to whole society
- (E) DOC to work closer with groups/ councils etc
- (G) Change DOC name to encompass Recreation.  
Dept of Recreation and Conservation
- (H) Facilitation of part in Recreation – families, social groups
- (I) Recreational Hunting Areas  
review locations,  
review numbers
- (J) User management

### Priorities

#### Subgroup 1

- A statutory body to formulate, advocate, monitor and report the implementation of an outdoor recreation strategy
- Statutory recognition of recreational value of introduced species and values of hunters and fishers
- The outdoors are for New Zealanders, as part of their right of citizenship / residency, while overseas tourists are welcomed and valued guests.

#### Subgroup 2

##### Statutory

1. Access to DOC land is a matter of right for hunters and anglers including no exclusive capture of access to the estate.

##### Statutory

2. Recognition of the right of game animals and fish to be on conservation land and angling and hunting have an equal status to all other recreational activities.

3. Removing the perception that hunting and other forms of recreation are incompatible.

4. Ensure recreation has priority before tourism and commercialisation. (Section 6E Conservation Act 1987)

#### Subgroup 3

- Enduring recognition and management of game species as valued and legitimate species on public conservation land.
- Public Access – appropriate access to land and water (including 4WD/mountain biking etc)
- Maintaining the quality of the recreation harvest experience (quality/numbers)
- Research to guide the future recreational management including harvesting on public conservation land.

## Front country and Commercial group

### **Priorities reported back to Plenary**

1. Consistency across the country in the way that commercial matters are dealt with in DOC.
2. Creating collaboration between Central and Local Government, the commercial world, users and the community.
3. Establish a New Zealand Strategy for Outdoor Recreation
4. Establish the core values held for the outdoors by parties with a vested interest on an environmentally sustainable base.
5. Access for all

### **Summary of discussions**

Key themes from the Front country and Commercial group discussion are the mechanisms by which commercial activity is regulated, making better use of the front-country infrastructure, and educating people that the outdoors is available for use, and that there are appropriate ways of using it. DOC is challenged to make more effort to build relationships with commercial users of public conservation land, and to work more closely with Territorial Local Authorities, community groups and iwi. Consistency of approach is the goal, which is currently seen as a weakness in DOC. There is strong support for an Outdoor Recreation Strategy, to guide the management of this complex natural and social setting where outdoor recreation occurs.

The variety of activity types and user groups associated with the front country is illustrated by the variety of issues discussed; physical access for the disabled, legal access for outdoor education groups, security at carparks, ensuring people recognise their duty of care, recognising the diversity of users, managing 'iconic' sites. In recognition of this complexity, there is a desire to see improved planning practices that deal with issues of visitor flows, appropriate infrastructure development, quality 'product' and achieving benefits for the local community .

The opportunity to connect a broader range of people with the natural environment, and the issues associated with this sees the use of terms such as 'eco-recreators', 'maintain environmental values', 'sanctuaries versus playgrounds', and 'environmental and social sustainability'.

### Challenges

#### Subgroup 1

1. Concession compliance & enforcement – consistency in authorising commercial activities
2. Balancing/ meeting the needs of all users
3. Sound research – to make decisions  
Retaining free and enduring walking access
4. Resolving competing demands – allocation of limited opportunities (between concessionaires)
5. Getting the balance between concessionaire at place and freedom to use that place – when there is limited supply

6. Pressure on “Free Places” from growing short stay, budget tours (that may be characterised by the China market)
7. DOC implementing the NZ Disability Strategy ensuring access for all – part of DOC philosophy.

#### Subgroup 2

- Funding
- Compromises
- Building partnerships
- Attitudes towards overseas use of public land
- Consistency
- Attitude of/ to DOC
- Meaningful consultation
- Sustainable development in/ on/ near front country
- Lack of understanding of tourism interests and magnitude of sector
- Ability to offer quality product (infrastructure facilities)

#### Subgroup 3

- Diverse range of needs and agendas
- Recognising the role (value) tourism has in preserving the environment
- Educating and managing independent use of the environment – code of conduct
- Facilities to cope with increasing numbers
- Identification of core principles
  - environment
  - facilities
  - availabilities/ demand
- Educating the young e.g. Tidy Kiwi
- Sustainability
- Risk management

#### Subgroup 4

##### Key Points and Trends

- urbanised, sedentary, time-starved
  - more walkers, fishers, thrill-seeker, less intense tramping/ mountaineering
- Demand for access e.g. 4WD, air (vs “natural quiet)
- Demand for front country opportunities – DOC doesn’t have much (Territorial Local Authorities other land managers – but what DOC does manage is iconic, e.g. Milford Sound)
- Access/opportunities for camping holidays important
  - Access to PCL
  - Access for disabled
  - Outdoor education important (vs DOC concessions policy)
  - Evaluate sustainability
  - Volunteers/eco-restorers (new recreation group)
  - Maori connection/perspective
  - Sea fishing vs marine access (limiting opportunities)

- Management of risk (visitor safety and comfort)
- DOC concessions policy/ entertainment
- RMA/coastal development – charges for moorings etc
- Sanctuaries vs play grounds?

### Challenges

- Managing the resource/ appropriate management
- Security of commercial viability
- Cost
- Contractual certainty of time frame and commercial viability
- Local govt and DOC – structures
- Community support
- Commercial vs Public
- Crime rate – safe car parking/ signs/ etc.
- Obtain more front country land for recreation purposes specifically
- Consistent approach

### Subgroup 5

- If concessions are required to use the DOC estate by commercial purpose then they need to be policed. e.g. helicopter operators private parties organises out of state don't have to
- Increase in demand (How do we manage this?)
- Freedom of operation/ access
- Accessibility
- Motorised access etc. issue
- Environmental over-protection
- Managing the diversity of use
- Compliance (Risk allocation)

### Opportunities

#### Subgroup 1

1. Growing the season
2. Tapping into environmental ethics arising from education
3. Greater national consistency in providing recreation opportunities (supporting policy)
4. Creating private – public sector alliances
5. Government working together (local/ regional/ national)
6. Encouraging young people to engage in the outdoors – promoting the “first” experience (introductory)
7. Rediscovering your “back-yard” experience in an urban environment – remove restrictions

#### Subgroup 2

- Build better partnerships between DOC, Councils and tourism operators and agencies
- Add value (activities) to existing front country developments - make better use of existing infrastructure (may result in changes to concession rules/ policies)
- Meaningful consultation (transparent)

- Understanding visitors (changing) preferences, needs- product diversity ( the “older visitor”)
- Best practice park and visitor mgt.
- More icons?!

#### Subgroup 3

- New areas for specific needs
- Economic
- Social
- Education
- New activities
- Improve the way we manage our environment

#### Subgroup 4

- Looking for more opportunities to educate using existing resources
- To work in partnership with community and commercial operators
- DOC taking a proactively role in building relationship with all groups public, Maori, commercial operators to encourage use of the front country
- Local area benefit from fees collected

#### Subgroup 5

- Increase capacity/availability of sites
- Collaborative Management approach (Research/ Monitoring/ Decision making)
- Better design for accessibility and range of users
- Improving the image/ recognition of the diverse users (4x4, Mountain bikers etc)
- Provision of introductory experiences
- Tourism industry to lead/ participate sustainability (also other users)

### Priorities

#### Subgroup 1

1. Research – good information helps make good decisions
  2. Agreement on planning framework for decision making
  3. Overall strategy for the outdoors – an outdoor recreation tourism strategy (14 votes)
  4. Fair and equitable and inclusive access for all/ future generations
  5. Sustain a strong relationship between local and central government
  6. *Txt yg pple to find wot they want* (i.e. use their language, their concepts) A necessary, active focus on outdoor education
  7. Removing the challenges for schools in running active outdoor recreation programme (3 votes)
- 6.1 ensure engagement of youth (generation Y) in outdoor experiences – commercial sector a major provides especially youth

#### Subgroup 2

1. Best Practice Park and Visitor Management (21 votes)
  - a. Better “both-way” understanding between DOC ↔ commercial world
  - b. Consistency across country in way commercial matters dealt with - in regards criteria, e.g. operators who go across several conservancies
2. Planning that more clearly directs visitor flows, infrastructure development and product development – quality product delivery. Active participation in planning by govt (DOC) and private sector and local govt. (2 votes)
3. Clarity of high-country to review and opportunity for commercial activities and re-look at current ROS zoning. (1 vote)

#### Subgroup 3

1. Protection of the environment – sustainable
  - a. Establishment of care values, Finding common ground from all parties with a vested interest (14 votes)
2. education and awareness
  - a. Succession planning
  - b. Getting young people into the outdoors (5 votes)
3. Access for all (14 votes)

#### Subgroup 4

- Security of commercial viability incl- consistent approach
- Infrastructure – security, facilities
- DOC taking proactive role in building relationship with user groups stakeholder to identify opportunities
- “Where maintaining for environmental values of the front country”

#### Subgroup 5

- Management strategies for balancing increased visitation in a environmentally and socially sustainable way (4 votes)
- Creating collaboration between govt, local auth/commercial world users and community (22 votes)
- Providing quality introductory experiences (6 votes)

## Health & Education Group

### **Priorities reported back to Plenary**

1. Research on values and preferences / needs, motivations, barriers to participation, pathways to participation.
2. NZ Outdoor Recreation Strategy, sustainable, whole of government, for communicating and advocating the benefits of outdoor recreation, and education sector links, and preserving the integrity of biodiversity and public conservation lands.
3. Create pathways to increased participation, through lowering barriers, such as risk management requirements, and through promotion of the outdoors. Develop resources close to population centres.

### **Summary of discussions**

A key theme from the Health and Education group is the concept of ‘pathways to participation’, with a clear recognition that connecting with the today’s youth will have a flow on effect for an active, healthy and caring society of tomorrow. This requires knowing the values associated with public conservation lands, and learning about what motivates people to be active. There is a strong convergence of views within this group, represented predominantly by the education rather than the health sector.

Solutions to enhancing participation lie in the formal controls provided through the school curriculum and permitting systems, as well as in the mindset of people in society. Exploring how people relate to each other, as well as to natural areas is necessary for understanding the links that must be made, and modern communication techniques and style will be important to connect with the new Y Generation. This requires dedicated research in these topic areas, focussing on such issues as how people relate to nature, the social construct of recreation in the outdoors, longitudinal studies of activity patterns, risk perception and management, and influencing decision makers.

An Outdoor Recreation and Education Strategy is suggested, ensuring that the education component of participation in the outdoors is not lost. Risk management should be appropriate to the setting, and some easing up of the overly safety conscious regulations and management would be welcomed. A whole-of-Government approach would encourage other agencies (such as SPARC) to expand the focus from sport, and to see integration of effort.

### Challenges

#### Subgroup 1

- A. Securing accurate information on trends (long term) on young people’s part in outdoor recreation
  - B. Unified voice and united advocacy – listen to others and hear
  - C. Motivating others to participate sustainably (knowledge, skill, awareness, desire, responsibility)
- Sustainability education



### Subgroup 2

- Other things competing for attention
- Conflict of values Hard line conservation vs sustainable vs free for all
- Curriculum -What's to appear if ideas are conflicting?
- Understanding spread of values associated with conservation estate.
- Passing on passion/appreciation of outdoors to younger people – how do we do it? What motivates them
- Sustainability of resource vs increase in numbers (i.e. push/prediction for more tourists) Preserving biodiversity and using wisely and managing equality of the experience
- Over compliance – lets not regulate too much
- Philosophy behind clear/green marketing – hypocritical
- Understanding what the recreationists want so as to avoid conflict/ confrontation
- Recreational qualifications should be avoided
- Understanding cultural diversity of place
- Cost of recreating access

### Subgroup 3

- Focusing of voice including common perspectives within the diversity
- Researching (lit review) the value a need for recreation for the benefits of health social development, personal development, sustainability → policy → strategy
- Sharing good practice
- Measuring/accountability systems
  
- The power semantics (e.g. visitors construe a separation/ dislocation)
- The existing compliance costs and regulating framework

### Subgroup 4

Risk aversion trend (3 votes)

The paradigm of planning vs spontaneity freedom... booking space (4 votes)

- #'s doubling pop (users) within 30-40 years and international tourism. #'s growth

Accessibility of local areas. Resource allocation./renewal or removal Information on paper roads (five votes)

- Privatisation/exclusivity of areas that limit access

### Other topics

- Motivating others to go
- Unification – advocacy , common concepts
- School programme growth encourage and enable
- Valuing of the outdoors
- Promotion of sustainable education practices
- Link health, recreation teacher and environment
- Acknowledge urban and cultural
- Accessibility – use conflict
- Time-frame of conscription culture

- Embracing of environmental values
- Conservation of recreation
- What is OE. What message
- Accurate information for trends and funding – usage, value

#### Subgroup 5

- Understanding what is happening. – Target groups – motivations and barriers
- Integrated environmental education strategy, non existent
- Lack of strategic plan
- Lack of encouragement at school level
- Outdoor education as part of the curriculum
- Insufficient skills in teachers to run outdoor education
- Insufficient integration between schools and MSC/Outdoor Educators
- Engaging non participants
- How outdoor recreation can be used for health benefits – communicated widely
- Convincing families to play with children
- Risk aversion vs safety management

#### Subgroup 6

- Understanding the competitive environment – Outdoor Recreation competes for time in people’s lives
- Having to adjust to changes in OR from indoor to outdoor recreation activities – variety of act’s people choosing to do
- Family cycle – build a system to support knowledge passing from generation to generation.
  - Eco system/cycles
  - understanding the why
  - education system carries responsibility
- How do you help, make, support people care?
- All-of-government approach DOC, Ministry of Education, SPARC, Ministry of Health
- Educating people in outdoors may overpower traditional use of the outdoors
- Pragmatic
  - Paradox between access and need for DOC to manage safety
  - Conservation and recreation sometimes work against education
- Absolute right to go onto public conservation estate attitude – balance with need to restrict access for preservation outcome
- Only one form of concession perceived– education, commercial

### Opportunities

#### Subgroup 1

- Ensure and promote diversity of access, participation
- Historical connectors (Maori/Pakeha/Cultural) people – land- relationships- spirit

#### Education of trainers

- Enrichment of whole experience –physical, emotional, spiritual, intellectual

## Subgroup 2

Can reduce barriers do participation in outdoors – through this forum and through schools/courses

→ New approaches to recreating, to volunteering – ecotourism

→ Develop pathways to participation

- getting recreation to schools
- develop draw cards

1. Tiered regime for costing access and facilities – so New Zealanders as birthright get cheaper/free access and can freedom camp vs tourists pay their ticket/permit/tax.
  - Develop pathways for all (minorities)
  - Can use youth passion and willingness to engage if we lead them – support the leaders/ mentors/ teachers/ parents/ schools
  - OR is opportunity to promote health, a solution for a lot of social ills → we have a good product – if we get it right for this generation then that will flow on to the next.
  - Need data on NZ OR users – more research
  - Baby boomers can mentor/volunteer opportunities to share knowledge

## Subgroup 3

- Collaboration e.g. TLA, DOC
- Sharing of ...
- Develop a comprehensive strategy
- Provide information easily accessible e.g. IT
- Promote adventure
- Develop resource close to populations → partnerships but TLA, DOC – Health Dept
- Accessibility, grading of resource

## Subgroup 4

- Build participation through a variety of activities (one vote)
  - Programmes to develop/ influence/ examine attitude, values related to recreation (2 votes)
  - Recreation as an integral part of living, families and society (more New Zealanders doing it in NZ) (6 votes)
1. Diversity of sports
  2. Enrichment of experiences
  3. More guides and accessible interaction
  4. Increase knowledge
  5. Physical fitness
  6. Holistic –
  7. Problem – solve
  8. Health
  9. Reconnections

- 10. Maori values and enhancing the communication
- 11. Historic connections, People connections
- 12. Relationships

#### Subgroup 5

- Loud and large size → voice and influence (Unification of voices) – gain benefit from stronger professionalism in education sector
- Increased environment protection
- Uniting range of initiatives as a result of a strategic plan – creating public value
- Influencing school programmes by demonstrating how learning through the NZ curriculum is achieved through the outdoors
- Increased opportunities for volunteer to work with school groups in a co-ordinate way

#### Subgroup 6

- To reduce barriers for educational use of conservation lands as opposed to commercial use.
- Use outdoor as context to reduce degradation of personal responsibility
- All-of-government outdoor recreation/ outdoor education STRATEGY
- Harness the interest of international visitors to benefit the conservation estate –e.g. financial contribution green tax or fee
- Reach young people (5 yrs and over) to get into conservation estate and experience bush, beach etc.
- Taking opportunities to ensure regulation reflects risk – people have opportunity to value Outdoor Recreation experience in relation to their other options
- Differentiation between front/ back country. Access may turn back country into front country

### Priorities

#### Group 1

- Information
- Voice
- Implementation
  
- Continued/Increased research
  - Social trend (risk) identify
  - Participating in outdoor
  - Process of society - family, school, clubs etc
  - Changing demographics
- Integrating school and outdoors sector to influence school programmes across the school curriculum using public conservation land
- Communicate to politicians benefits of outdoor recreation to meet their objectives (wider social objectives)
- Communicate to public benefits of outdoor recreation e.g. high profile individuals accessibility and marketing to specific target groups
- Strategic integration of current education, health, and recreation initiatives to create better public value

### Group 2

- Getting outdoor education as a stronger part of curriculum in schools at all levels.
- Making outdoor recreation opportunities more accessible.
- Doing some research to understand motivations and of user groups.
- Develop pathways to participation in conservation estate (based on understudy groups motivations)
- Preserving the integrity of the biodiversity / conservation estate and using it wisely.
  - Walking lightly
  - Controlling the traffic (not permits)
    - i.e. some walkways, signage, designed pathway that manipulates how people move – soft experience – to handle bigger numbers.
- Take opportunities to celebrate people who are helping outdoor recreation – Take interest off sport and onto outdoor recreation – take message to SPARC.
- Develop sensitive philosophy to work from – DOC, schools, users
- Dialog with DOC regarding attitude to outdoor recreators as users – people are participants not visitors, we are people with relationships.

### Group 3

- Collaboration to develop resources close to population (priority 1)
- Promote recreation as a critical integral part of a healthy individual, community, society. (priority 1)
- Research the value and need of recreation for the benefit of health, social and personal development, sustainable community (priority 1)
- Develop a recreation strategy (priority 2)
- Investigate how spontaneity and freedom can continue within recreation experience (priority 3)
- Investigate the power of semantics (priority 3)
  - e.g. the concept of visitor implies a separation/ dislocation with the outdoor
- Reverse the risk aversion trend (priority 3)

### Group 4

- Creating clear perceptions in the public mind (expectations) of front country, back country in terms of level of risk/facilities provided/level of personal responsibility etc (priority A)
- Lower barriers in terms of cost and paperwork for personal and educational use of conservation estate (international/commercial uses ok to pay) (Priority C)
- Find ways of making young people care about the outdoors (0 yrs up)
- Outdoor recreation/outdoor education strategy – whole-of-government to support NZers getting into the outdoors (priority B)

## Summary

### Research

- value and need
- motivations
- pathways and participation

### Developing Strategy to promote understanding

- in the community
- politicians
- unified voice

### Lowering barriers to participation

- reverse risk aversion
- motivations to participate

## Manage & Advise

### **Priorities reported back to Plenary**

Top 4 recommendations:

1. Conservation including education.
2. Collaboration with users and other agencies, seeking consistency of approach.
3. Provide opportunities for participation by removing barriers, e.g. regulations, access, provision of more awareness and promotion material.
4. Optimise supply of recreation opportunities for changing demographics.

Other topics:

5. Identify the values of land which we want to protect – both common and specific to place.
6. Recognise benefits to health, education, social and economic.
7. Greater visibility of DOC in the field.
8. Manage recreation conflicts.
9. Research and manage expectations.
10. Look for alternative government funding options, e.g. Health, Education.

### **Summary of discussions**

The challenges identified by the Manage and Serve group crossed the spectrum of topics covered by the other groups. Notable is the conflicting strategic drivers, and financial constraints. Building the relationship between different Government agencies and local authorities should provide a positive direction for policy development and implementation. This is particularly relevant to ‘front country’ management, with changing societal expectations and a risk-averse legislative environment.

The competing demands for enhancing public access and opportunities but managing increasing social conflicts such as crowding, lead to the conclusion that managers need to better understand people’s values and how they wish to express these in order to start removing the barriers to participation. A full range of opportunities should match the diversity that is apparent in society, but the next generation of New Zealanders may have a different view of outdoor recreation, given that society as a whole is becoming increasingly urbanised, including many migrants who do not necessarily share the ‘active in the outdoors’ approach. More support is needed for outdoor education providers and programmes to continue to raise people’s awareness and activity levels.

The perception that the commercial use of public conservation land is somehow different in its needs and effects to the non-commercial use is both challenged, and also requiring management. Funding options include looking at more contribution from overseas visitors (because this would enhance equitable distribution of costs) and through more broadening the use of other Government funding such as health and education.

## Challenges

### Subgroup 1

1. Managing mix of recreation activities
2. Forums for engagement of users – transparency
3. More “enabling” of recreation by department
4. Foster relationships with hunter/gatherers in relation to pest control
5. Look after the place
6. More adherence to statutory management plans/policies
7. Rebalance safety/risk in legislation (e.g. health and safety)

### Subgroup 2

1. Consistency of policy across all conservation estate and conservancy boundaries
2. Funding and facilities for new/changing visitor preferences
3. Identifying and agreement on response to visitor preferences
4. Collaboration between agencies and providers within central Government, Territorial Local Authorities and private providers
5. Primary management objective is conservation, and where compatible with conservation, foster recreation and allow tourism
6. Managing visitor expectations through better info about types of experience available at different times of year (crowding, mud)

### Subgroup 3

- Maintaining biodiversity values
- Diversity of use/range of activities/ duration of experience
- Retaining a NZ flavour cf commercial/ pressure
- Accessibility and relevance to recreation/ physical/ activity deprived
- (Non) compatibility appropriateness of various recreational activities- zoning/ enforcement (e.g. keeping 4WDs out of wetlands, restrictions in wilderness areas, different opportunities at different times of year)
- Better public access, certainty of access, code of conduct, free of charge (cf further services like huts) at least for NZ citizens (cf overseas tourists)
- Cost recovery from overseas tourists or through concessionaires
- Stability / consistency of governance (are re-organisations really necessary) Buy-in across the political spectrum and local govt to provide “front country” experiences and consistent policies between TLAs
- Increasing pressure on peri-urban
- Maintaining/ increasing participation levels with corresponding support for conservation/ biodiversity objectives
- Need to provide open space in increasingly urbanised environments

### Subgroup 4

- Increasing disengagement with the Natural Environment
  - e.g. more technology
  - Lack of perceived value of natural landscape/ outdoor recreation
- Marketing and Promotion: Range of opportunities



- Waiting for opportunities to be handed “an a platter” – not actively seeking
- Lack of Opportunity to Learn to Be Adventurous
  - Managing risk
- Political support and Leverage
- Finding out What People Want
  - Adequate targeting
  - Values
  - Catering for diversity in society
  - Greater spectrum of activities
- Economics – show value of recreation
- New Recreation Trends
  - Proactive management, alternative sites and options
- Education and Explanation
  - Re impacts, level of impact, some activities are OK – communicate this
  - Break down perceptions
- Cooperative Management (Cross Jurisdiction)

#### Subgroup 5

- Build sense of ownership –how?
- Physical involvement of “kids” on the land
- Get in touch with values (community)
- Future demographics and values
- Identify recreational opportunities for future
- Overcrowding in placed “carrying capacity , social carrying
- Relationships
- Places not overcrowded = unvalued
- Quotas
- Research programme
- Challenges of meeting demands
- Managing the demand
- Range of outdoor recreation experiences and location
- Guardianship/Stewardship
- Sustainability of conservation land forever
- Number of and standard of visitor facilities

#### Opportunities

##### Subgroup 1

1. For greater multi-media exposure of outdoor recreation
2. Conservation gains from creation of recreational opportunities
3. Health/educational, economic, social, etc gains from recreational activities

↑  
INTEGRATION

- ↓
4. More whole of government approach to managing recreation

5. “Natural fit” of activities with places/landscapes

Subgroup 2

1. Aging population, greater leisure time- more people looking for recreation
2. Change in travel patterns from peak oil
3. Collaboration on infrastructure for people of all abilities close to population centres
4. Implementing SPARC physical activity strategies
5. Opportunities for commercial sector involvement through corporate funding or carbon sink forests
6. Growing conservation awareness
7. More interactive visitor centres, not necessary run by DOC
8. Community conservation initiatives
9. alternative spending for health budget

Subgroup 3

- Improving DOC profile/ reputation through actively getting out in the field and visibly providing services
- Greatly increasing opportunities for participation – more people and more frequently, making experiences more socially accessible
- Life changing potential of exposure to wild places
- Retaining minimal impact while increasing participation
- Increasing participation by providing customised opportunities (e.g. migrant groups)
- Encouraging/ enabling people to take “ownership” of areas – ‘eco-recreators’
- DOC engagement with local communities of interest/ private organisations
- DOC to be available 24/7 and find more time to relate to the public, concessionaires etc
- Encouraging young people into outdoor recreation so it carries through into late life – including ensuring no cost barriers

Subgroup 4

- Integrate with Education and Health Sectors
  - Stepping store, tiered progression. Learn basics here so better equipped for outdoor environment. Safer environment to make mistakes and learn in.
  - Exposure to risks so know what risks are.
- Integrating with Outdoor Education Providers
  - e.g. schools use specialist providers for school trips.
- Opportunities to Improve Work with Community Groups. (inc. business/tourism communities)
  - Partnership, advice, funding etc.
- Domestic Tourism
  - Big focus on international
- Spectrum of Opportunities
  - e.g. Back country, mountain biking, wilderness, chopper drops etc.
- Integrated Marketing Programmes

- Contiguous Recreation Planning
  - Irrespective of land ownership/ cross jurisdictional
- Economic Development – within a sustainable framework

#### Subgroup 5

- Partnerships with Govt and local Govt and community
- Education in the outdoors
- Facilitate people’s engagement through “programmes”
- Demographic/ values research continuous review
- Partnerships for research programme
- Expand the network/ visitor assets
- Redistribute the visitors/visitor assets
- Manage the network/visitor assets
- Defining “sense of place”

#### Priorities

##### Subgroup 1

1. Look after the place
2. Enabling of recreation by DOC/others – stronger than fostering
3. Recognize, inform and achieve health, educational, social and economic benefits of recreation – i.e. MUCH MORE OF THIS!

##### Subgroup 3

- Protection of biodiversity
- Give effect to purpose and hierarchy in purpose of Conservation Act – foster recreation – allow tourism
- Public to set the agenda of commercial organisations
- Strategies/ programmes raising awareness for recreation poor (physically and socially)
- Reviewing the DOC visitor (1996) Strategy – too focussed on commercial cf recreational approach. DOC should cater for experiences cf “markets”.
- Word out and provide appropriate and timely use of public conservation land with increased DOC visibility in the field and in close liaison with communities to other land managers.

##### Subgroup 4

- Integrated and implemented management – cross agency.
  - e.g. Education, Health, TLA, DOC, Iwi, Tourism, Councils, LINZ, Community groups – don’t over-consult

- Marketing, promotion and education for sustainable recreation
- Flexible range of opportunities that reflect diversity.
  - e.g. responding to trends, early experiences, variety of experiences

Subgroup 5

- A. Provide opportunities by removing barriers to participation.
- C. Research and understand values of different/ evolving demographics.
- C. Sense of place/ outcomes at place projects in all Public Conservation Land
- B. Developing improved partnerships/ relationships for recreation, research, management/ joint venture, education. Govt/TLA/etc
- C. Optimise supply of recreation opportunities to meet changing demographic needs

## Sunday 17<sup>th</sup> September

The following summary points were derived from the Interest Group reports from Saturday:

1. Develop a New Zealand outdoor recreation strategy, using a whole-of-government approach, with communication and advocacy. A subset of this may be to form a statutory outdoor recreation strategy (see hunting and fishing).
2. The core values of recreation to be determined by the broad range of people who have a vested interest in the outdoors.
3. Manage recreation opportunities and facilities with real input from stakeholders, including hunters and fishers, commercial operators and landowners.
4. Management decisions to be based on comprehensive research, while accepting the need for adaptive management in the absence of perfect information.
5. Consistency of decision making across the DOC estate and consistency between DOC and local government.
6. The outdoors are for New Zealanders, as part of our rights of citizenship, while overseas visitors are guests. Ensure that recreation has priority over tourism, as per S.6 (e) of the Conservation Act 1987.
7. Maintain and enhance the quality of places, such as wilderness. Manage for environmental sustainability, which would include setting clear limits on use, including on cumulative effects.
8. Manage safe facilities while encouraging self-responsibility in the outdoors.
9. Improve access, with something for everyone, with the use of zoning and otherwise optimising the supply of recreation opportunities.
10. Educate New Zealanders about the outdoors and conservation; foster an outdoor culture, part of which is safety.
11. Provide opportunities for recreation by removing barriers to participation, such as increasing motivation and creating pathways for increased participation.
12. Research recreation values and needs.
13. Statutory recognition of the positive value of introduced game species and the values of hunters and fishers, which would improve the image of hunters and fishers.

The purpose of the Mixed Group sessions on Sunday was to clarify what recommendations the summit will make to the Minister of Conservation and Government.

#### Outputs

- Areas of agreement
- Areas of disagreement
- Ways differences can be resolved

[Note: the above 13 points is a summary of Interest Group reports, created by DOC at the end of the Saturday sessions. The specific points presented in the Saturday Plenary are included at the start of each of the full reports above. Concern was expressed by a number of delegates to the Summit on Sunday morning at the changed wording in the summary notes (above). There was unfortunately not enough time to provide the Mixed Groups with the complete wording from the Interest Group final report back to the Saturday afternoon Plenary, for further discussion. The Mixed Groups were charged with discussing each of the summary points (above) and agreeing on wording changes to suit.]

## Sunday Workshop Group Reports

### Group 1

#### Point 1

Develop a New Zealand outdoor recreation strategy, using a whole-of-government approach, with communication and advocacy. A subset of this may be to form a statutory outdoor recreation strategy (see hunting and fishing).

- Needs to be inclusive
- Recreation generally, not just pcl (some disagreement)
- Wider than DOC
- SPARC possibly
- General outdoor recreation rather than just DOC

-Discussions about whether not it has statutory power and money – detail discussion some disagreement

#### Point 2

The core values of recreation to be determined by the broad range of people who have a vested interest in the outdoors.

(seen as subset of #1)

Notes take by DOC staff

#### Point 3

Manage recreation opportunities and facilities with real input from stakeholders, including hunters and fishers, commercial operators and landowners

- DOC missing the large overarching strategy
- Recreation has low priority at Conservation Board level
- Education link required here
- Eco-recreationists (DOC volunteers) and ‘hunters and gatherers’ are doing conservation work

#### Point 4

Management decisions to be based on comprehensive research, while accepting the need for adaptive management in the absence of perfect information.

-Management should be based on values not research

-Delete the work “comprehensive”

-Quality with “while respecting the core values”

-The essence of this is “facts”

Kay Booth reworded point to be

Research and monitoring provides information for management decision making.

The process of decision making is driven by values, with assistance from sound information.

#### Point 5.

Consistency of decision making across the DOC estate and consistency between DOC and local government.

- Several people don’t want consistency of outcome.
  - Need to consider the regional differences so consistency is not necessary

- Consistency is in approach and process, across organisations that work under the same legislation
- There was a question on who this question is aimed at.
  - e.g. the Reserves Act applies to DOC and Councils.
  - Important to have consistency regarding public conservation land (particularly around Auckland).

#### Point 6

The outdoors are for New Zealanders, as part of our rights of citizenship, while overseas visitors are guests. Ensure that recreation has priority over tourism, as per S.6 (e) of the Conservation Act 1987.

- Not a vision
- First sentence important. Drop second sentence
- Include ‘rights and responsibilities’ ‘for now and future generations’
- Change “outdoors” to “public conservation lands”
- Access was the notion in behind this sentence
- If we are going to have a recreation strategy it needs to be focussed for New Zealanders that international visitor should be “allowed for” but not no.1 focus
- A core value, related to no.2

Agree – Want equal status for all people

Agree – Want all people to be able to use

#### Recommend

All users should have equal rights of access to public conservation lands.

#### Point 7

Maintain and enhance the quality of places, such as wilderness. Manage for environmental sustainability, which would include setting clear limits on use, including on cumulative effects F&A –access issued raised.

- Quality of experience is key – particularly front country, too shiny, not wild enough.
- Delete “such as wilderness” add “for recreation experiences”
- Add “don’t domesticate, keep wild”
- Sense of place – include historic etc.
- ‘quality of experience’ for all user types
- Unhappy about ‘wilderness’ as only zone type mentioned
- “enhance’ means as pristine
- Concern about high numbers and commercial pressures
- .
- Suggestion to go back to original text from Saturdays backcountry group
- What about ‘heritage sites’
- Suggestion of adding values

Heated discussion on this topic and also concern about changed words from yesterdays groups and that the summit process has mucked points around.

#### Point 8

Manage safe facilities while encouraging self-responsibility in the outdoors.

- All in agreement.
- Discussion on ‘safe’ but agreement to leave in



- Include education
- Consider legislative issues.

#### Point 9.

Improve access, with something for everyone, with the use of zoning and otherwise optimising the supply of recreation opportunities.

- split into two statement, access and zoning
- Access="to get to public conservation land"
- Use zoning to optimise the supply of recreation
- Reduce conflict
- 'Accessibility' facilities for accessibility
- Providing facilities and services for a variety of people
- Different definitions of access:
  - physical (access to)
  - access within a site (facilities and services) Quality of access once at the public conservation land. – Facilities, barrier to participation
- Need to qualify access, appropriate levels of access
- Extreme views expressed amongst the group ranged from no vehicle access at all through to enhanced access for less able people such as use of wheelchairs.

#### Point10.

Educate New Zealanders about the outdoors and conservation; foster an outdoor culture, part of which is safety.

- General agreement with point
- Add "self-responsibility"
- Drop last bit "part of which is safety"
- Environmental care code
- Linked to point 8 risks/ self-responsibility
- Suggestion of adding: recreation, heritage, culture
- Difference of opinion on whether to:
  - Teach about conservation
  - How to recreate.

#### Point 11.

Provide opportunities for recreation by removing barriers to participation, such as increasing motivation and creating pathways for increased participation.

- Remove second phrase "such as motivation..."
- Push play hype initiative for the back country
- Didn't understand 'pathways'
- Removing barriers is negative. Be more positive, encourage participation.
- Identification of the barriers needs to happen first before the barriers can be removed.
- Push play is an SPARC example of what could be a whole group of strategies.

#### Point 12.

Research recreation values and needs.

- Clarify needs – not just personal –wider

- “Develop a research, programme that supports outdoor recreation in NZ” – link to the strategy
- Discussion on possibly linked to others
- Prefer

Research programme for outdoor recreation strategy.

### Point 13

Statutory recognition of the positive value of introduced game species and the values of hunters and fishers, which would improve the image of hunters and fishers

- Wild Animal Control Act has negative perception
  - Legislation is old 1950s (Act passed 1977)
  - Food gatherers/harvesters rather than killers.
- Question of necessity of ‘statutory recognition’
  - Does statutory need to be removed? → Couple of dissenters – wanted animals given the status held by game birds and game fish.
- Recognise the activity not the species
- Recognition of activity as valid and appropriate.
- -The positive value of introduced species is for recreation, not for the environment
- According to hunters, there’s a huge number of hunters in NZ.
  - “Huge number” – needs to be quantified
  - They want recognition and validation of activity.
- -“Seek recognition of the positive value of hunting and fishing and gathering”
- Minority view was expressed– that this includes protection of the species
- Alternative opinion expressed “there is no conservation benefit of introduced species.”
- The words have been modified from what the Saturday hunter/gatherer group proposed.
- There was general (but not 100%) agreement on

Seek recognition of the positive value of hunting, fishing and food gathering.

## Group 2

### Point 1

Develop a New Zealand outdoor recreation strategy, using a whole-of-government approach, with communication and advocacy. A subset of this may be to form a statutory outdoor recreation strategy (see hunting and fishing).

### Reword

Develop a NZ outdoor recreation strategy and a statutory Outdoor Recreation Authority

### A Strategy

- REC strategy not DOC strategy
- Prepare for future opportunities
- Not necessarily legislative
- What purpose and technologies for strategy
- DOC has 2 mandates – Conservation and Recreation
- May be that Recreation needs its own Authority
- Mechanism for delivery/ follow up
- Positive directives not strategies of past

### B Statutory Body

Needs teeth

NGO preferences – must be used by Recreation users and planners

A statutory body needs to be formed that formulates and advocates an Outdoor Recreation Strategy, and with monitoring of implementation

### Point 5

Consistency of decision making across the DOC estate and consistency between DOC and local government.

- Scrapped as it becomes function of Statutory Body.
- Simple and more transparent paths to consistency.

### Point 5

Consistency of decision making across the DOC estate and consistency between DOC and local government.

=OK

### Point 6

The outdoors are for New Zealanders, as part of our rights of citizenship, while overseas visitors are guests. Ensure that recreation has priority over tourism, as per S.6 (e) of the Conservation Act 1987.

### Discussion

- Definitions are important
  - “Citizens”- Including all legitimate residents
  - “tourism” – Commercial away from home
  - Over seas – Separate rates for locals and overseas tourists

- No barrier to overseas tourists
- Standard often set by expectations of overseas visitors
- Great Walk prices a barrier to New Zealanders
- “Social sustainability” for New Zealanders
- Outdoor recreation opportunities for NZ residents should not be eroded by tourism
- Exclusive capture by tourism e.g. bookings on Milford Track (and high prices)
- Overcrowding, large groups of tourists
- Research important – the social impacts of tourism on recreational opportunities for Kiwis
  - Investigate mechanism to mitigate the outcomes including the economic implications
- Profit from tourism off the estate
- Concession – based tourism. ”the problem? Or more?”

Add “When impacts become limiting priority remains with NZ residents” (priority 6)

Alternative wording

“The outdoors are for New Zealanders as part of our rights of citizenship (residents) (if included, while overseas visitors are VIP guests?).

Recommendations

- A statutory body to formulate, advocate, monitor and report the implementation of an outdoor rec strategy
- Statutory recognition of recreational value of introduced species. The values of hunters and fishers.
- The outdoors are for NZer as part of their right of citizenship/residency, while overseas tourists are welcomed and valued guests.

### Group 3

- Point 2
  - The core values of recreation to be determined by the broad range of people who have a vested interest in the outdoors
- Point 4
  - Management decisions to be based on comprehensive research, while accepting the need for adaptive management in the absence of perfect information.
- Point 12
  - Research recreation values and needs.

### Integrate 2. 4. and 12

- Research should be an integral part of governance and the management process
- Ensure that there is sufficient information to inform stakeholder groups, planners, politicians and the public (decision makers) on outdoor recreation issues.
  - Information should be provided prior to consultation.
- Information needs to be based on quality research, which addresses values, needs and barriers to participation.

### Importance of research:

- Recognise value to society, health and well being.
- Research and consultation combined.

“Research the outcomes and contributions that outdoor recreation experiences have to the personal and social development and health of our communities and the environment”.

### Point 5

Consistency of decision making across the DOC estate and consistency between DOC and local government.

“Resolve the inflexibility of various statutes across the public conservation estate & adequate resourcing of existing planning and policies”

### Point 6

The outdoors are for New Zealanders, as part of our rights of citizenship, while overseas visitors are guests. Ensure that recreation has priority over tourism, as per S.6 (e) of the Conservation Act 1987.

“The outdoors are for New Zealanders, as part of citizenship and overseas visitors are welcomed as guests.”

### Point 10

Educate New Zealanders about the outdoors and conservation; foster an outdoor culture, part of which is safety.

- There is a concern that youth are being excluded because of risk averse management.
- Some activities excluded because they are associated with high risk.

#### Point 9 & Point 11

- Improve access, with something for everyone, with the use of zoning and otherwise optimising the supply of recreation opportunities.
- Provide opportunities for recreation by removing barriers to participation, such as increasing motivation and creating pathways for increased participation.

- Access not roads
- Opportunity and diversity
- Accessibility / availability
- Promotion – enabling

“Enable recreation opportunities to optimise participation for diverse users.”

- Enabling includes removing barrier, creating & promoting pathways
- Optimise includes matching activities to settings
- Diverse users includes current future users

#### Point 13

Statutory recognition of the positive value of introduced game species and the values of hunters and fishers, which would improve the image of hunters and fishers.

- Due recognition of the positive value of hunting and fishing.
- Statutory recognition of introduced animals – specify animals.

#### Other recommendations

- Ensure the public conservation estate remains in public hands

## Group 4

### Point 1

Develop a New Zealand outdoor recreation strategy, using a whole-of-government approach, with communication and advocacy. A subset of this may be to form a statutory outdoor recreation strategy (see hunting and fishing).

What should be in the strategy

- Retention of Biodiversity and Quality Setting
- Defining scope of different recreation activities (passive → Active)
- Consultation and identification of groups to consult
- Shared vision
- Education – in & for & about outdoors
- Risk management & acknowledgement
- Enhance participation & recreation experience (quality)
- Values for outdoor recreation & benefits that derive – social, economics, individual, cultural, health, historic
- National identity – key aspect NZ way of life – i.e. ensuring future participation
- Commitment to make it happen
- Research

### Point 6

The outdoors are for New Zealanders, as part of our rights of citizenship, while overseas visitors are guests. Ensure that recreation has priority over tourism, as per S.6 (e) of the Conservation Act 1987.

Perception that tourism interests are taking over outdoor recreation interests:

If limits are to be set then favour the NZ users

Displacement

Commercial business shouldn't be displacing non-commercial

Don't ignore the NZers who want the benefit of commercial activity

What is commercial?

1. The more local you are, the more deserving you are of your own space.
2. Views on commercial in outdoor recreation area

What is the problem?

- Capacity, crowding, quality of experience
- Funding generation and as a control e.g. international tax

Perception international visitors are not carrying the costs as much as New Zealanders

- Ensure equitable contributor to the management of public conservation lands.
  - Research on topic of economics of outdoor recreation

Value of the experience also an issue

Perceived concern about the growth of tourism and its potential to displace New Zealand's recreating and inconsistent value sets of the wider community such as funding equity.

Recommendation:

To explore the issues associated with tourism in NZ

- Implication of growth
- Displacement of New Zealander
- Conflict with value sets of the wider community
- Funding inequities

New recommendation

- Enhance quality of recreational experience
- The need for people to be in a quality environment
- Managing visitor expectations

Point 13

Statutory recognition of the positive value of introduced game species and the values of hunters and fishers, which would improve the image of hunters and fishers.

2. Statutory recognition will lead to more scientific management of game species.

1. Fears on both sides.

-Game species will be wiped out

-More damage to indigenous vegetation

3. Missing word "positive recreation value"

4. What other recreational groups have statutory recognition of their values?



## Group 5

### Point 13

Statutory recognition of the positive value of introduced game species and the values of hunters and fishers, which would improve the image of hunters and fishers.

#### -Agree

- There are recreation values hunting and fishing –local and international, to Maori, food source
- Values are under recognised
- Some species are considered “pets” by some
- Need management and control
- Need research

#### -Disagree

- A change in statutory recognition is required for deer, thar, chamois, wild pigs to recognise these as valued introduced species recreation hunting

### Point 6

The outdoors are for New Zealanders, as part of our rights of citizenship, while overseas visitors are guests. Ensure that recreation has priority over tourism, as per S.6 (e) of the Conservation Act 1987.

- Kiwis have first priority but tourism important
- New Zealanders as citizens and tourist as visitors
- All have a right to use it – rights also have responsibilities
- Is this ‘rights’ or ‘privileges’?
- Us and them/ citizens vs tourists problematic
- The outdoors are for all
- Neither should be seen as visitors
- Need to get international visitors working with “locals”
- Need to make distinction

Vision from core values – premature – pre-empting should come out of strategy.

Throw out No. 6

Try promotion of Outdoors in New Zealand

“Don’t leave home till you’ve seen the country”

Use modern technology and language.

#### Resolved

- Should be about everyone enjoying outdoors regardless of motivation.
- Need to identify conflict between Recreationists and Tourists
- What is a tourist? Wt out second sentence.
- Visitor needs impacts on environment is issue to look at visitors global citizens- not separate - needs more work
- How allow access for all?

- National parks/gifted land given equality to all people, all people of the world

Rewording of recommendation

- The outdoors are for New Zealanders as part of our rights and responsibilities of citizenship, while overseas visitors are guests.
- Ensure that recreation has priority over tourism, as per Section.6(e) of the Conservation Act 1987.

Couldn't agree

- Where opportunities are scarce, New Zealanders should have first priority.

Can't resolve

- Rights come with responsibilities

Agreed

- Non commercial has priority have over commercial

Can't resolve

- Decisions need to be based around values

Agreed

Point 8

Manage safe facilities while encouraging self-responsibility in the outdoors.

Point 11

Provide opportunities for recreation by removing barriers to participation, such as increasing motivation and creating pathways for increased participation.

Problems

- Barrier to people going into the outdoors as they are put off by perceived risks.
- Too much regulation over safety.
- Lack of security at road ends.
- Encourage self responsibility while DOC continues to maintain safe facilities.
- Value of experience needs to be preserved.

Recommendation: Reword

“Noting that there is a concern about us become too risk averse.

Provide opportunities for recreation by removing barriers to participation. Encourage personal and where appropriate group and operator responsibility, in the outdoors.”

Appendix I  
Extracts from Wild Animal Control Act 1977

**“Wild animal”**

**(a) Means -**

- [(i) Any deer (including wapiti or moose)
  - [(ii) Any chamois, thar, wallaby, or [(possum)] (*Trichosurus vulpecula*):]
  - [(iii) Any goat that is not—
    - (A) Held behind effective fences or otherwise constrained; and
    - (B) Identified in accordance with an identification system registered under section 3 of the Animal Identification Act 1993 or, [(in accordance with an identification system approved under section 50 of the Biosecurity Act 1993 and approved by the Director-General for the purposes of this Act):]
  - (iv) Any pig that is living in a wild state and is not being herded or handled as a domestic animal or kept within an effective fence or enclosure for farming purposes:
  - (v) Any member of any species or class of land mammals that the Governor-General may from time to time, by Order in Council, declare to be wild animals for the purposes of this Act; and
- (b) Includes the whole or any part of the carcass of any such animal
- (c) [Except for deer lawfully kept in captivity for the purposes of farming, does not include] any animal kept in captivity pursuant to a permit or licence that is effective for the purposes of section 12 of this Act during the currency of the permit or licence and the observance of all conditions under which the permit or licence has been issued:

**4. Wild animals to be controlled—**

- (1) This Act shall apply to all land, having regard to the provisions of any Act applying to the land, and shall be for the purposes of controlling wild animals generally, and of eradicating wild animals locally where necessary and practicable, as dictated by proper land use
- (2) This Act shall be administered, having regard to the general purposes specified in subsection (1) of this section, so as to—
  - (a) Ensure concerted action against the damaging effects of wild animals on vegetation, soils, waters, and wildlife; and
  - (b) Achieve co-ordination of hunting measures; and
  - (c) Provide for the regulation of recreational hunting, commercial hunting, wild animal recovery [operations], and the training and employment of staff

**5. Minister's general powers—**

- (1) The [Minister] shall have the primary responsibility on any land for, and may from time to time do, all or any of the following things
  - (a) Prepare and carry out wild animal surveys, assessments of hunting and hunter influences, and any other matters concerning the incidence of wild animals and the means of controlling them:
  - (b) Co-ordinate the policies and activities of Departments of State, local authorities, land owners and occupiers, Boards, and public bodies in relation to the control, and (where necessary) eradication, of any species of wild animals:
  - (c) Conduct wild animal research work, co-ordinate such research work, and arrange for other Departments or organisations to do such work or to collaborate in such work:
    - [(ca) Approve statements of general policy for the implementation of this Act, and approve amendments to such statements in the light of changing circumstances or increased knowledge:]

(d) Prepare and issue wild animal control plans and publications relating to wild animals and their control, and collect and disseminate information relating to wild animals