

TRACK POLICY AND STRATEGY

EXECUTIVE SUMMARY

The Track Policy and Strategy is based on extensive investigation and research into track issues. The major priorities which emerge from this are: management, maintenance and information needs of existing tracks. Conflict is also an issue which can be partly resolved through improvements to existing tracks, improving the information available to users and the development of an easy multi-use track. No other track developments have priority over these issues.

The document is in four parts. For clarity, policies are in Part I, the strategy is in Part II, the issue discussion and supporting data are in Appendix A, and the maps are in Appendix B.

The key points of the Track Policy and Strategy are:

1. **Accessibility:** Tracks are not accessible to people in wheelchairs or prams/buggies. This lack of accessibility marginalises some community members. It can be simply resolved with some barrier modifications and obstacle reductions on appropriate existing tracks.
2. **Conflict:** There is conflict on some tracks which is diminishing people's experiences. Simple physical modifications to existing tracks and better user information will go some way to resolving immediate concerns. There is also a lack of easy, mountain bikeable tracks near the urban populations however. The development of an easy multi-use track is proposed to assist with conflict resolution.
3. **On- and off-site information:** Signage on tracks is very poor, and there is little cheap information available off-site.
4. **Amenity provision:** Some existing tracks require provision of car parking and other amenities.
5. **Tourism tracks:** Most Dunedin City Council tracks are not directly aimed at tourists. Some tracks may be appropriate for this market with some improvements. Investigation into whether improvements will attract visitors or lengthen their stay is needed.
6. **Track development:** Some groups and individuals seek further development of tracks, such as between Chingford Park and Bethunes Gully, and from Smaills Beach to Blackhead.

The Strategic Action Plan is:

Financial Year	Project	LTFS	Indicative annual capital/ ¹ development	Indicative annual maintenance/depreciation cost
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¹ Not all the project costs will be capital works, as brochures are operational costs. However, an assessment of the mix of capital/operational expenditure (such as \$15,000 on signage and \$10,000 on brochures) with a project fund of \$25,000 will be made at each Annual Planning process. This assessment will seek the best mix of capital/operational expenditure to achieve the project requirements of improving awareness of, and information on, tracks.

			cost	
1998/99	Accessibility	\$15,000	\$18,000	\$1,000
1999/2000	Conflict	\$25,000 excluded	\$15,000	\$1,000
2000/01	On- and off-site information	\$25,000 excluded	\$25,000	\$3,500
2001/02	On- and off-site information	No allocation budgeted	\$25,000	\$3,500
2002/03	On- and off-site information	No allocation budgeted	\$25,000	\$3,500

The Dunedin City Council's vision for tracks is: Dunedin has a sustainable resource of tracks, providing opportunities for a wide variety of people and activities, while safeguarding the quality of the environment.

The policy statements are: (the numbers correlate with the policy numbers in Part II)

- 8.1 Council will consider amenity issues in applications for stopping unformed legal roads.
- 8.2 Council will consider supporting the annual temporary closure for eight weeks for lambing on unformed legal roads which have been developed as tracks where it can be proven that the area is essential to the farming operation.
- 8.3 Temporary closures for lambing or other purposes such as events or farming operations must be undertaken according to the temporary road closures procedures of the Local Government Act 1974. The cost of this will be borne by the party requiring closure, except where otherwise negotiated.
- 8.4 Temporary closure of Hoopers Inlet to Highcliff Road Track; McTaggart St Track; Chain Hills Track; and Ridge Road Track for lambing will be undertaken by Council each year. Additions to this list can be considered through application to Council.
- 8.5 Closures of tracks are permitted for emergencies such as the risk of fire. Public notification is to be undertaken where practicable.
- 8.6 Access to tracks on unformed legal roads by adjoining land owners for operational matters will be allowed where practicable, provided that the track is reinstated to its original condition at no cost to Council.
- 8.7 The changes to the Health and Safety in Employment Act 1992 will be monitored for implications and impacts on tracks in work places.
- 8.8 Health and Safety in Employment Act 1992 information and advice will be made available to land owners who have tracks in their work places where appropriate and relevant.
- 8.9 Consultation will be undertaken with Otago Fish and Game Council and Department of Conservation on unformed legal road matters where appropriate.
- 8.10 Individuals, groups or adjacent landowners wishing to undertake work, other than the removal of any illegal obstruction, on any legal road are required to apply to Council for prior permission for that work. Where individual groups believe there is an illegal obstruction on a road they should in the first instance request Council seek the removal of the obstruction.

- 8.11 Council will impose such conditions as it sees fit (in accordance with the appropriate statutes) on the activities of the applicants.
- 8.12 There will be consultation with landowners adjoining any road affected by an application for development works prior to giving its approval for any such works.
- 8.13 Sufficient investigation to satisfy Council and the adjoining landowners of the road's physical location and legal status shall be carried out prior to approval of the development of a legal road for recreational access.
- 8.14 Council has a responsibility to administer within its statutory limitations all legal roads whether Council maintains those roads or not.
- 9.1 Private land owners who provide land for tracks 'at their pleasure' will be communicated with annually.
- 9.2 Resources can be made available for signage and other information to manage user behaviour on tracks on land owned by private land owners.
- 9.3 Issues with closure of tracks in existence 'at the pleasure of the land owner' will be managed as they arise.
- 9.4 Legal easements will be used where possible to secure permanent access. Agreements will allow for practical issues with owning land, such as the need for closure during lambing.
- 10.1 On- and off-site information to educate track users, such as signage, is provided. Consultation with relevant agencies, landowners and interest groups will be undertaken as appropriate.
- 10.2 On- and off-site information and education is programmed for up-grade and development to improve the service to track users.
- 10.3 The track database is kept up-to-date.
- 10.4 The Dunedin City Council will facilitate regular meetings of users and regular publication of newsletters to exchange information.
- 11.1 That the multi-use track classification system is adopted and implemented for use in all Dunedin City Council on- and off-site track information.
- 12.1 That the KiwiWalks programme is implemented provided that its adoption does not divert the interest and resources of staff from the priority programmes of the Strategy Action Plan.
- 13.1 The Dunedin City Council will continue with regular meetings with the various agencies including Department of Conservation, Federated Farmers, Otago Fish and Game, Wenita Forest Products Ltd and City Forests Ltd to facilitate discussion on track issues.
- 14.1 Any development or up-grade request not prioritised in the Track Policy and Strategy will not be a priority for Council funding.
- 14.2 There must be an agreement between Council and the group concerned, such as an exchange of letters, when there is community/voluntary involvement in a development or maintenance project. The agreement will include: the responsibilities for work to be carried out by each party; the duration of the project and on-going maintenance responsibilities.
- 14.3 Council is under no obligation to manage, maintain or up-grade a track should a group no longer be able to maintain or manage it.
- 14.4 Development and design of tracks meet the criteria outlined below. Application for track development will be assessed according to a variety of criteria, including:
 - i) Emphasis is placed on enabling access to points of major interest including hill tops, historic sites, beaches, cliff edges, scenic views, rivers, etc.

- ii) Priority will be given to tracks that form a loop. This may include development of a loop which incorporates use of an existing legal road.
 - iii) Tracks will be designed to enhance linkages of reserves and existing track networks.
 - iv) The development is demonstrated to be in the public interest.
 - v) Adverse effects can be avoided, remedied or mitigated.
 - vi) The development complies with relevant provisions of the Proposed District Plan, Council's plans and policies and all statutory requirements.
 - vii) Work must comply with appropriate engineering and building standards.
 - viii) Priority will be given to multi-use tracks, such as those which allow for a range of users including mountain bikes and walkers.
 - ix) Priority will be given to tracks that fill an identified gap or need.
- 15.1 Conflict on tracks will be managed by using a range of techniques.
- 15.2 Tracks are multi-use facilities unless otherwise identified by a decision of Council or legislated in statute against a particular use.
- 15.3 Some tracks are more suitable for certain activities and mixes of users than others. A decision of Council will identify tracks to be restricted to a certain type of use or user. Prior to the decision, Council will consider the need for restriction of use, the methods of regulation, information and enforcement, the monitoring and management of users and the wider recreation opportunities available for that user or activity.
- 15.4 The Pineapple, Mt Cargill and Ross Creek tracks are identified for foot use only.
- 15.5 Dunedin City Council tracks can be exclusively used for races or special events. The requirements of general policies reserves management plan apply.
- 15.6 Closure of tracks, whether temporarily or permanently, will require on-site information, advising users and notices in the paper. All costs will borne by the party requiring the closure.
- 16.1 Tracks will be promoted to residents and visitors.
- 16.2 Commercial use of tracks will be allowed provided that the requirements of any relevant Council documents or policies, such as a specific reserve management plan or the general policies reserves management plan, are met.
- 16.3 Development of tracks specifically for commercial tourism will be supported where there is proof that the facility will assist Dunedin by extending the length of stay of visitors or attracting more visitors.
- 16.4 Applications for use of tracks which are not on land owned by the Dunedin City Council will be directed to the appropriate landowner.
- 17.1 A range of mechanisms will be used to gauge demand for tracks, including track counters to monitor usage patterns of tracks.
- 17.2 Other research methods will be used as necessary to understand issues associated with tracks.
- 18.1 Review of the Track Policy and Strategy will be undertaken five years from its date of operation or as necessary for it to remain relevant to patterns of recreation participation.

TRACK POLICY AND STRATEGY

1 INTRODUCTION

Tracks are an important recreational facility in Dunedin. They cater for informal use, whether people are on foot, bike or horse, as well as formal use for club runs, rides, tramps, walks or races. There are more than 167 'tracks' in Dunedin, ranging from tracks through the Dunedin Botanic Gardens, Ross Creek, across ridges and through bush in the Silver Peaks, along the Rail Trail of the Strath Taieri, along unformed legal roads to access fishing rivers, through dunes to beaches and as access provided at the 'pleasure of the landowner'.

Tracks are defined as any accessway off-road which does not have a hard (concrete or asphalt) surface, with an element of a leisure experience in its use (rather than a straight path between two streets). It must be delineated in some way (such as vegetation clearance or markers across a paddock).

This document primarily focuses on the 75 tracks on Dunedin City Council land or the 12 tracks facilitated by the Dunedin City Council although they may be on land owned by another party. The document does, however, have an overview of the track issues for the whole City, as Dunedin City Council tracks cannot be viewed in isolation. It also focuses on non-motorised, human-powered users of these tracks - mostly pedestrians, bikers and dog-walkers. The needs for tracks and accessways for other activities such as drivers of four-wheel drive vehicles, and riders of trail bikes and horses are considered where appropriate in this document, but their wider needs and issues are to be dealt with at a later stage. Policies and strategies for the Dunedin City Council managed tracks are presented, although strategic alliances with other agencies and parties are also proposed.

2 REPORT FRAMEWORK

This report is in several parts. Part I proposes policies to guide future decision making. Part II summarises the supply and demand for tracks, and includes solutions to resolve particular issues such as conflict and the inaccessibility of tracks. This section proposes an action plan with indicative programmes and costs. Appendix A provides background discussion of

issues of track development and management in Dunedin. This section contains the justification for the policies, strategy and action plan. Appendix B includes maps and a list of tracks.

3 PREVIOUS TRACK DEVELOPMENT

Track development and up-grade in Dunedin has historically been somewhat haphazard. Track developments were usually based on current opportunities - an unformed legal road was discovered or someone thought a new track down a particular ridge was a good idea, although the Walkways Commission of the 1970s and 1980s provided some structure for track development.

Up until 1995, requests by members of the public for development, improvements or changes to tracks were assessed on their merits and the availability of funding. Tracks were developed or changed with little regard to the overall appropriateness of these particular developments for the residents of, and visitors to Dunedin.

This document provides a priority list for where resources can be directed as they become available.

4 COUNCIL POLICY

Requests for track development in the past were assessed according to Council policy, directed by goal 3 of the Dunedin City Council Strategic Plan: *To create and maintain a broad range of recreational, cultural and social opportunities and to support community initiatives and linkages with other agencies*, and Council's recreation strategy (*A Recreation Strategy for Dunedin*, Dunedin City Council, 1993) and specific reserves management plans. However, neither the Recreation Strategy nor reserves management plans provide adequate strategy for tracks as multi-use facilities, although guidelines about the development and design of walking tracks are well defined. The track section of the recreation strategy is very walking oriented. Thus, requests for assistance or for permission for track development which weren't necessarily for walking were difficult to assess.

The recreation strategy recognised however, that further work needed to be done by recommending *that a walking track working party be formed to develop an appropriate plan for future walking track areas* (Dunedin City Council, 1993: 31). The process of formulating the Track Policy and Strategy has been wider than the direction of the recreation strategy, recognising recent recreational trends. Mountain biking is an activity which occurs on tracks and cannot be ignored, while tracks are more than just places to walk, in that people also enjoy the scenery, the wildlife, the vegetation, and the social experiences as well as the activity.

Policy to manage particular situations and issues was also developed over time. For example, the development of tracks using unformed legal roads on the Otago Peninsula in the early 1990s saw the formulation of specific policy. This policy has been revised and incorporated into this document in the appropriate section.

The gaps and issues with existing policy were recognised in 1995. Boffa Miskell was engaged to identify track issues in 1995. The report recommended the development of a database of tracks, research into track use and the implementation of a monitoring programme prior to further policy development. This work has been completed. This document is the result of that process.

The Track Policy and Strategy aimed:

- i. To record and make available information about tracks and access to opportunities in the City.
- ii. To review the supply versus demand for track opportunities.
- iii. To prioritise the provision, up-grading and development of Dunedin City Council tracks.
- iv. To identify issues in maintenance and asset management
- v. To identify a vision for track provision in Dunedin City.

A policy of ‘no new track development on recreation land’ was adopted to assist the process of developing this document. This policy did not effect current maintenance regimes. This policy was operational until the Track Policy and Strategy was finalised by approval by the Dunedin City Council at their meeting on 21 September 1998.

5 THE PROCESS

Key targets were set to ensure gathering of information and on-going involvement and consultation with the community. Significant tasks have been completed over the two years including measuring and recording tracks, undertaking meetings with working parties, distributing newsletters and researching users.

The staff team included: Paul Coffey, Community Advisor - Outdoor Recreation; Bruce Rendall, Parks Asset Officer; Paul Pope, Technical Officer - Parks; Janet MacKay, Community and Recreation Planning Manager; and Robin Quigg, Recreation Planner - Team Leader (and principal author of the strategy). Former staff Annie Dignan, Outdoor Education Co-ordinator, Richard Benson, Recreation Officer, Greg Park, Survey Assistant, and Paula Griannah, Survey Assistant were also part of the team during their time at the Dunedin City Council.

6 CONSULTATION AND COMMUNITY INVOLVEMENT

Two working parties were formed. Regular communication was undertaken with these people, through written advice, group and individual meetings. One group was known as the Track User Working Party and comprised of representatives of key interest groups in track issues: Otago Tramping and Mountaineering Club; WEA Walkers; MountainBiking Otago; CCS; Federated Farmer's Otago; and Department of Conservation. The other group was known as the Track Management Working Party and included representatives of a variety of agencies and departments: Contract and Asset Management - Parks; Department of Conservation; Water Business Unit; Wenita Forest Products Ltd; City Forests Ltd.

A newsletter was also initiated by the Recreation Planner - Team Leader and the Community Advisor - Outdoor Recreation. Each issue outlined current progress of the information gathering for the Track Strategy. The newsletter was distributed more widely than the working party representatives, and mailed regularly to all known track interest groups and individuals.

The Draft Track Policy and Strategy was presented to the Community Development Committee of the Dunedin City Council at their meeting of 28 April 1998. It was approved for a public submission process at that meeting. A total of 53 submissions were received with the prepared response sheet also completed by 43 of those submitters. Of the 25 policy statements, 12 achieved agreement of 80% or more. The report primarily focused on statements from submitters with 80% or less support and relevant comments as well as brief discussion about other key points raised by submitters: multi-use/conflict; unformed legal roads/track closure; community involvement; track development and maintenance; tourism/commercial use; Track Policy and Strategy review; funding. The proposed response to submitters and changes to the draft document were discussed first by a Working Party before being presented to the Community Development Committee for their approval and finalisation of the Track Policy and Strategy. This Working Party comprised of representatives of Federated Farmers, Otago Tramping and Mountaineering Club, Otago Fish and Game Council, MountainBiking Otago, WEA Trampers and the Track Clearing Group, Cr Jones and staff of both Contract and Asset Management - Parks and Community and Recreation Planning.

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APPENDIX A - ISSUE DISCUSSION

The issues discussed here form the background to the development of policies and strategies. A key focus is on Dunedin City Council land and tracks, but comment is made about other tracks and track providers where appropriate.

UNFORMED LEGAL ROADS

Unformed legal roads² are usually physically undefined legal accessways of public land, often in rural areas. They were often included on historical survey plans to be roads, but for various reasons have never been formed. They are legal public reserves where the user has all the rights of a formed legal road, unless a by-law is formulated to regulate use³. Thus, dogs are allowed, as are mountain bikes, motor bikes, four wheel drive vehicles and horses provided that they remain within the road boundaries. Firearms are not permitted to be used on formed or unformed legal roads. Remaining within the legal road boundaries can be a problem if they are poorly delineated. Traditionally, property owners, such as farmers, have used the road for grazing. This is appropriate, but legally the farmer cannot prevent someone using the roadway, nor should they fence across the road. Gates are acceptable following

² Also known as 'Paper Roads'. Unformed legal road is the legally correct term.

³ Several Otago Peninsula unformed legal roads have by-laws regulating certain types of activities, such as no dogs are permitted on Buskin and Paradise Roads.

consultation with the local authority, provided that they are not locked. Stiles in fences across legal roads have been accepted as an appropriate compromise at times.

Cadastral maps show unformed legal roads. Some unformed legal roads provide useful access to rivers, to reserves, or between formed roads, but others do not link areas, nor do they access anywhere in particular and end in the middle of a paddock. The placement of unformed legal roads in the past did not necessarily take into account the underlying landforms. Many have a straight line route, up, down or across hills, and do not follow the natural contours of the land. Several Otago Peninsula tracks are examples of these types of lines - District Road Track goes straight up from Portobello Road to Highcliff Road while the Hoopers Inlet to Highcliff Road Track has a wire rope over a rocky bluff as the track stays between the legal boundaries.

Another aspect of the unformed legal road debate is the Health and Safety in Employment Act 1992. The current understanding of Council staff is that when unformed legal roads are farmed (the road goes through a paddock with stock or crops), that road, being part of the farming operation, is considered a work place under the Act. Users of the unformed legal road are therefore visiting a work place, and the farmer has a duty of care and must advise them of exceptional hazards and hazards not normally associated with the farming or forestry operation. The farmer cannot, however, prevent them from using the unformed legal road, because the road gives rights of access to all⁴.

An amendment to the Act has just been passed which may have positive impacts upon this issue. A legal opinion has been sought from Council's solicitors about the implications of this amendment. Policy will be formulated following this opinion, but in the interim, Council can continue to assist land owners who have tracks in their work places with hazard plans and signage.

Unformed legal roads have been developed in the past because of public pressure (such as the District Road Track) or the existence of a road has been used to negotiate a more useful track (such as McTaggart Street and Chain Hills tracks). These negotiated tracks usually provide reasonably pleasant access, but restrictions to use are often added such as no dogs or mountain bikes. No restrictions can be placed on the use of unformed legal roads, except in the case of Council formed by-laws, but the negotiations often result in restrictions in return for not using the legal road. There is another drawback for the land owner in that unless the unformed legal road is then stopped⁵, anyone can still use the unformed legal road (if they know where it is), as well as the negotiated access. This can be resolved somewhat by stopping the unformed legal road⁶, but this should only be undertaken if the negotiated access has security of tenure such as an easement or other permanent agreement. Further, stopping an unformed legal road is expensive requiring survey and application to Council. The cost is borne by the landowner, but is often greater than the value of the land involved. However, there can be long term benefits of stopping roads for land owners including that there will be no rights of access by the public, dogs or vehicles.

⁴ Notwithstanding by-laws or other regulations governing use.

⁵ The terms 'stopped' and 'closed' are used to denote permanent and temporary closure of roads. Stopped is a permanently closed road, while people are only temporarily prohibited from using a closed road.

⁶ Unformed legal roads can be stopped or closed by following a process laid out in the Local Government Act 1974.

Unformed legal roads can be closed (temporarily) for any reason the local authority considers desirable, provided that the statutory process of the Local Government Act 1974 is followed. Reasons could include public safety during farming operations, fire prevention and lambing or calving. Applications for stopping (permanently) an unformed legal road are also considered by Council. Council can consider any amenity issues in road stopping applications. Relevant issues include: the location and placement of the unformed legal road in relation to other recreation opportunities; and actual or potential future use and value (related to whether the unformed legal road joins two public roads or reserves).

Council's 1991 policy *Legal roads for recreational access* provided information about the use of unformed legal roads for recreation. The policy is still largely relevant, although there are minor wording changes to place the responsibility and cost of defining unformed legal roads on the party who is seeking it, and that there be consultation with landowners, rather than Council being required to undertake the definition and consultation. These changes reflect that the technological changes have meant that a good Global Positioning System will assist with the accurate definition of an unformed legal road, and that groups will often have undertaken their own consultation with landowners and others as good practice in project management.

Unformed legal roads are useful in either directly providing access opportunities which can be developed into tracks, or they can be used as a negotiating tool, such as stopping an unformed legal road in return for permanent securing of alternative access. Unformed legal roads can also provide for environmental and conservation benefits, where they may offer a corridor of public land which may have significant fauna or flora.

PLEASURE OF LAND OWNER TRACKS

Unformed legal roads and tracks on vested reserves are not the only issues with track legalities. There is little security for use of many tracks in Dunedin. Forty-eight of Dunedin's 167 tracks (28 %) are vulnerable to changes in attitude to use by the land owner. This vulnerability relates to negotiated access for which there is no formal agreement, such as the lower parts of 41 Peg Road Track and the Mt Charles Track, and the use of areas such as the Flagstaff Forest, owned by City Forests Ltd, where track use is traditional, but is still at the goodwill of the Local Authority Trading Enterprise.

Many land owners are continuously disappointed by the behaviour of track users - cars are parked inconsiderately, dogs are allowed to chase sheep, litter is dropped and many visitors have little respect for the rights and privacy of the land owner. The tracks which are able to be used 'at the pleasure of the land owner' are most at risk of closure through poor visitor behaviour.

Securing permanent and legal access would require time, resources and willing parties. Ideally, 'at the pleasure of the land owner' tracks would be secured with legal easements. Negotiating these could require cash payouts, annual rentals or per visitor payment, payment of all legal fees and substantial time. The Soldiers Monument access is a recent example of this. The process of securing practical legal access to this prominent Dunedin landmark began in 1993. Only in 1998 is access being finalised.

It is proposed instead to manage each issue as it arises, although staff will attempt to be proactive where possible. The Walkways Act 1990 will be used where appropriate for guidance. The goodwill of land owners should also not be forgotten, and will be managed through regular communication and assistance with signage and other information to manage user behaviour. It is noted, however, that landowners can restrict activities on tracks where access is negotiated, compared to the full access rights the public have on tracks which are on unformed legal roads.

The Health and Safety in Employment Act 1992 has created some concern amongst landowners who have tracks on their land. Much of this legislation is untested and legal opinions are used to interpret the Act to provide advice on appropriate management on track issues. Council staff will continue to liaise with landowners and appropriate agencies and interest groups, provide advice and assist with tasks such as hazard plans and signage as resources permit.

TRACK INFORMATION

Signage on some tracks is poor and sign styles are inconsistent with the Dunedin City Council signage standards⁷.

⁷ Some signs are still pre-amalgamation City, County or Borough signs.

Table 4 Track signs assessment

Code	Sign standard	Number of tracks with signs to standard ⁸	Percentage of tracks with signs to standard
A	Adequate ⁹ signs to Dunedin City Council specification	25	26 %
B	Signs to Dunedin City Council specification but some deficiencies	12	12 %
C	Some signs but not to Dunedin City Council specification	18	18 %
N	No signs	43	44 %

The table shows that 62 % of tracks either on Dunedin City Council land or managed by Dunedin City Council have signs not to standard or no signs. ‘Signs not to standard’ include pre-amalgamation council signs, or hand painted signs. Operational policy defines a standard sign as an unpainted wooden 200 mm wide board which is routed with messages and symbols. The detail, including the diagonal stripes, is painted yellow. These signs are simple, clear, reasonably vandal-proof and easy to install. This type of sign is now used on all parks and reserves.

Signs are not the only information problem - there is also little off-site information available to visitors at a low-cost. Two pamphlets have been developed by the Dunedin City Council in the last four years - one on the Otago Peninsula tracks and another of mountain bike tracks. Both these pamphlets are available free of charge. Key Dunedin City Council tracks such as the Pineapple and Mt Cargill tracks do not have recent information available free of charge. The Dunedin Orienteering Club have an accurate orienteering map of Ross Creek which is available from various outlets for \$2. The publication, *From Sea to Silverpeaks* (Hamel and Bishop, 1997) has extensive information on tracks in the Dunedin area. The Department of Conservation has a variety of information pamphlets available for many of their tracks, although there is usually a small charge for these.

Signs, interpretive panels and off-site information are important because they help give meaning to the experience of using tracks (Trapp *et al*, 1994). Information should be deliberately planned to meet the needs of the visitor as they move from deciding which track to visit, to arriving at the site and moving along the track.

Contact with users has been built up over the last few years of developing this document. The regular newsletter, TrackChat, has provided information for people about the development of the policy and strategy. This regular communication will continue.

There is no programme nor budget for further work on brochures by Community and Recreation Planning. Any brochures have been undertaken as one-off project work. It is an

⁸ Table 4 and Table 9 show numbers of tracks. The totals of these tables is not equal (*i.e.* 98 and 79) as there is not complete information about such details as signage and maintenance for every track.

⁹ ‘Adequate’ means naming signs at the least, at either end of a track, and markers sufficient for their classification.

area where benefits are gained by integration with marketing and promotion. Signage of Council parks generally is poor, but cannot be funded from current operating budgets. The Strategy Action Plan shows a project to develop, cost and implement a On-site Information Plan (including signs and interpretive panels) and Off-site Information Plan (including brochures and articles in newspaper). Issues to be considered in the Information Plans for tracks include activities allowed/not allowed, accessibility, maintenance level, classification, return time, distance to features and information on features. The time frame of the implementation of these plans will depend on resources. However, the off- and on-site information needs of a track will be packaged together, so that as brochures direct visitors to tracks, there will be signage to assist them once they are there.

TRACK CLASSIFICATION

Classification systems are used to communicate information about the tracks. Users expectations will be, in part, based on the classification and their enjoyment evaluated against their expectations and their experience (Hugo, 1997). Classification systems need not direct what activities are allowed or not allowed on tracks, but provide enough information about the such variables as track surface, vegetation clearance and gradient.

The problem with classifying tracks is deciding which classification system to use. There are at least four classification systems available for use in New Zealand, although there is no common multi-use classification system in use.

- ***A Track Classification for Walkways and other Foot Tracks in New Zealand:*** This system was developed in conjunction with the Department of Conservation and local authorities in 1992. It has clear specifications such as width minimum, vegetation clearance and gradient. Its key problem is that it is walking specific. The classifications are Path (Disabled), Path (Other), Walking Track, Benched Tramping Track, Unbenched Tramping Track and Route. It was adopted for use by the Department of Conservation in 1992, but is currently being superceded by a new Track Service Standard system which fits the visitor groupings for their 1997 Visitor Strategy.
- **Track Service Standards:** The new draft system has five visitor groups which ‘drive’ standards for tracks¹⁰. The five groups are: Short Stop Travelers (SST); Day Visitors (DV); Backcountry Comfort Seekers (BCC); Backcountry Adventurers (BCA); and Remoteness Seekers (RS). This system is still largely walking oriented, and relies heavily on the Visitor Strategy. It is limited for local authority use because the Visitor Strategy targets different clients to that of Territorial Local Authorities and because of its pedestrian focus.
- **Mountain bike track grading system:** The Kennett Brothers¹¹ have devised a simple numerical mountain bike track grading system of 1 to 5+ to replace the subjective system of Beginner, Intermediate and Experienced previously used for mountain bike tracks. The classifications are used in their mountain bike rides guide book. It is limited for Dunedin City Council use because tracks are not recognised as multi-use

¹⁰ Internal Department of Conservation memorandum (reference FAC-0009) from Andrew Bignell, Director, Visitor Services Division, to Regional Conservators and Use Managers, dated 10 February 1997.

¹¹ There are three Kennett brothers (Paul, Simon and Jonathon) who are mountain bike advocates and events organisers. They are well respected in the mountain bike community as advocates, leaders and authors of *Classic New Zealand Mountainbike Rides*, (1996, The Kennett Bros., Wellington).

facilities, and the numbering system does not immediately reflect the degree of difficulty.

- ***Sea to Silverpeaks***: The guide/resource book, ***Sea to Silverpeaks***, has a simple three tier system - walking track, tramping track and route. Again, this system does not recognise tracks as multi-use facilities.

KiwiWalks is another addition to the mix of classification in use in New Zealand. KiwiWalks is a new Hillary Commission programme, intended to be used as a brand name for short, easy walks. It is not a system, but a notification/label to be added to the existing classification of a track.

The main problem with all these classification systems is that they are focused on one activity - either walking or biking. This focus is inappropriate given that no judgement of what activity is appropriate should be used in the initial categorisation of tracks. Whether a track is open for mountain biking is a policy decision, rather than something ascribed through a classification process. A non-activity specific classification system also moves away from the concept that 'all tracks are for walking, and they may allow mountain biking'.

A revised multi-use classification system has been devised in the process of developing this document. Tracks are classified as Accessible, Easy, Moderate, Hard or Routes. These labels are relevant whether the track is used for biking, walking or horse riding. The specifications for each classification are similar to that developed for the 1992 system, ***A Track Classification for Walkways and other Foot Tracks in New Zealand***.

Table 5 Multi-use track classifications - accessible to moderate

Multi-use	ACCESSIBLE	EASY	MODERATE
Barriers	None	Some	Yes
Surface	Smooth	Smooth	Well-formed, drained
Width minimum (10 % tolerance allowed)	1.5 m	1.0 m	0.75 m
Vegetation clearance	2.0 m width 2.5 m height	2.0 m width 2.5 m height	1.7 m width 2.5 height
Grade (10 % tolerance allowed)	5° maximum	8° maximum	10° maximum and <50 m @ 15°
Signs	Lots	Lots	Some
Marking	Lots	Lots	Yes
Bridges	1.5 m width minimum. No steps. Hand, knee and foot rails.	1.0 m width minimum. Hand, knee and foot rails.	0.75 m width minimum. Hand, knee and foot rails.
Previous/other classifications			
Foot track classifications¹²	Path (Disabled)	Path (Other)	Walking Track
Track Service Standards (DOC)	SST - Short Stop Travelers	SST - Short Stop Travelers	DV - Day Visitors
Mountain bike (Kennett Brothers)	1	1	2
<i>Sea to Silverpeaks (Hamel and Bishop)</i>	Walking	Walking	Walking
KiwiWalks (Hillary Commission)	KiwiWalk (depending on length)	KiwiWalk (depending on length)	

¹² Information extracted from *A Track Classification for Walkways and other Foot Tracks in New Zealand*, approved by Walkways Network of the New Zealand Conservation Authority in February 1992. It replaces the previous classification of Walk, Track and Route. It has been adopted for use by the Department of Conservation and by the Department of Survey and Land Information for use on park maps.

Table 6 Multi-use track classifications - hard to route

Multi-use	HARD	ROUTE
Barriers	Yes	Yes
Surface	Rough, roots and rocks OK	Rough
Width minimum (10 % tolerance allowed)	0.3 m	No minimum
Vegetation clearance	1.5 m width 2.5 m height	No minimum
Grade (10 % tolerance allowed)	20° maximum and <50 m @ 25°	No maximum
Signs	Some	Some
Marking	Next marker visible from previous	Cairns
Bridges	Major watercourses bridged where significant risk exists	No - unlikely
Previous/other classifications		
Foot track classifications	Benched Tramping Track or Unbenched Tramping Track	Route
Track Service Standards	BCC - Backcountry Comfort Seekers	BCA - Backcountry Adventurers
Mountain bike - Kennett Brothers	3 or 4	5+
<i>Sea to Silverpeaks</i>	Tramping	Route
KiwiWalks		

These classification will be used in on- and off-site information to provide information to residents and visitors. Additional information will be provided to advise which activities are appropriate on a track.

KIWIWALKS

As discussed above, KiwiWalks are a recent Hillary Commission programme which is intended to encourage participation and activity. The programme is walking oriented. Criteria are set and tracks can be accredited by application to Sport Otago¹³. The eligibility criteria are: able to be completed in one hour or less; maintained to a reasonable standard by the controlling body; suitable for most ages and fitness levels; easily accessible to a person wearing leisure footwear; free; have a reasonable level of information available (that fits within the KiwiWalk Information Guidelines). Sport Otago is also responsible for launching the programme in the region.

¹³ Sport Otago, as a Regional Sports Trust, is the accrediting agency appointed by the Hillary Commission.

The KiwiWalks concept seems to be based on the Hillary Commission's research results that show 37 % of all adults have gone for a short walk in the last 12 months, 36 % have gone for a longer walk, and 60 % have gone for 'any walk'¹⁴. Thus, it appears that the programme wants people to be able to identify a suitable track through its signage. However, the signage is not free. It will cost Council to purchase, install and maintain the KiwiWalk signs. The on- and off-site information programmes planned should mean that the KiwiWalk concept is not strictly needed, as the track signage will provide the same information as the KiwiWalk signage. The additional signage of KiwiWalks may also add to the clutter of signs on tracks. However, provided that its adoption and implementation does not divert the interest and resources of staff from the priority programmes of this report, it could be used as a low cost additional extra to the on- and off-site information programme.

MULTIPLE AGENCIES INVOLVED

Tracks are provided by a wide variety of parties in Dunedin. Eighty tracks are on Dunedin City Council land. The rest of the tracks are on land owned by the Department of Conservation, forestry companies such as City Forests and Wenita Forest Products, private individuals or other companies and trusts. All provide tracks, whether secured by formal agreements or informal use by the public. For users of many tracks, it is very difficult to tell which agency or department has responsibility for the track as signage is poor, and there is little other indication about who owns the land.

To make it more confusing, some tracks have the Department of Conservation as the manager on part of the track and the Dunedin City Council as manager on the other. Users can be unsure when they wish to report damage or other information. The Organ Pipe and 41 Peg Road Tracks are examples of this.

Historically, tracks on water catchment land have not been specifically managed for their recreation value. Council has maintained them where it is appropriate for water functions. The Track Policy and Strategy process has developed internal agreements for the management of tracks by one Department which will improve the service to customers for all Dunedin City Council tracks.

The maintenance and asset management issues of tracks will be dealt with in the Asset Management Plan process. The wider role of Council in advocating for tracks and assisting other agencies with track issues is proposed to continue.

DUNEDIN CITY COUNCIL TRACK MAINTENANCE, UP-GRADE AND DEVELOPMENT

The Council receives numerous requests for track development and up-grade of its tracks. Development and up-grade requires capital funding from Council or funding from an outside source such as voluntary labour, or sponsored materials. Any development or up-grade to a track needs maintenance to retain its structures, maintain the track surface and clear vegetation. Much development has been undertaken in the past with little regard for the consequential maintenance required.

¹⁴ The research notes that *some people go for short and long walks and so the figures for these two categories sum to more than the total for any walking* (Hillary Commission, 1997: 6)

Contract and Asset Management (Parks) currently spend \$80,371.92 per annum on track maintenance. Details of where this expenditure is spent is presented below:

Table 7 Maintenance of tracks as at 15 January 1998

CONTRACT	RESERVE	TRACK	COST
Scenic Reserves	Frasers Gully	Frasers Gully	\$2,348.41
Scenic Reserves	Woodhaugh	Woodhaugh	\$3,293.77
Scenic Reserves	Chingford	Chingford	\$1,319.21
Scenic Reserves	Bethunes Gully	Mt Cargill	\$5,010.17
Scenic Reserves	Ross Creek	Ross and School Creeks	\$16,275.01
Scenic Reserves	Signal Hill	Signal Hill	\$1,727.73
Scenic Reserves	Mt Cargill	Mt Cargill and A. H. Reed	\$14,686.89
Scenic Reserves	Flagstaff	Pineapple - Flagstaff	\$22,416.12
Other Contracts	Various	Includes Town Belt, Port Chalmers Town Belt, Ocean Beach Domain	\$13,294.61
	GRAND TOTAL		\$80,371.92

No provision for maintenance was made with the development of the many Otago Peninsula Tracks in 1992-1993, although the cleaning of the track signs is included in a performance-based contract. The consequence of this lack of provision for maintenance was that tracks became very over-grown with gorse, marker pegs were lost and there was extensive grass growth. Track use has also caused degradation of track surfaces. The change of 41 Peg Road Track from a grass surface to a soil track provide an example. Minor maintenance such as vegetation clearance and noxious weed control has been carried out in the last financial year from operating budgets, but this is not a sustainable method. No maintenance of additional facilities can be absorbed within current budgets. Taskforce Green project workers are often used, but they too have a cost to Council, as well as introducing wider issues for Council about the use of local contractors through the competitive tendering process versus using in-house government subsidised operational staff.

Seven Dunedin City Council key tracks or track systems are maintained under a performance based contract. This means that the drains, culverts, sumps and pipes should be free of litter, debris and vegetation; the track should be 90-100% free of weeds; the surface should be free of obstructions; the gravel or other surfacing should be at a consistent depth; the vegetation on the edge of the track should not obstruct users; and the structures should be maintained in a serviceable condition. Signs are also usually required to be clean and tidy.

There are 45 tracks considered to be recreational assets by Council which do not have programmed maintenance by contractors or clubs. This equates to nearly 108 kilometres of tracks.

The main track from Signal Hill Reserve to Logan Park High School is an example of a track which has had very little maintenance in the past. The track was identified as a mountain bike track in the policy document, *A Recreation Strategy for Dunedin* (Dunedin City Council, 1993) but was not maintained in the four years since the identification. It became unrideable because of the cover of gorse over the track and the substantial rutting of the surface. These conditions made the track inaccessible either up or down for all but expert

riders. It was, however, finally placed under contract for maintenance on 1 July 1997. This was possible because of contract savings elsewhere in the parks area.

Ensuring a new track and its structures will be maintained is a significant issue for land managers. Issues of management and maintenance of some Otago Peninsula tracks are still prevalent nearly five years after their development. Further, not all Dunedin City Council tracks are maintained to the same standard. Some tracks such as Pineapple and Mt Cargill, have very high standards of maintenance. In contrast, tracks such as Chain Hills or Cleghorn, do not have extensive maintenance undertaken on them. Some other tracks have no regular review of their condition by Dunedin City Council staff at all.

Table 8 Current hierarchy of maintenance

Level	
1	Performance based contract. Vegetation cleared, surface and drains maintained.
2	Vegetation cleared under contract. Signs cleaned under contract.
3	Track checked. Signs cleaned under contract. Vegetation cleared on request if budget allows.
4	Not checked.

The classification of a track provides information to potential users of its surface and vegetation clearance, but not necessarily if it is maintained, and how often. It is often assumed that easy and accessible tracks have priority for management over perhaps moderate and hard tracks. However, the Pineapple and Mt Cargill tracks are historically well-maintained, although they are not 'easy' tracks. It is appropriate that a diverse range of track types be provided and maintained to a variety of standards. The current mix of maintenance standards is shown in the table below.

Table 9 Count of maintenance standards of Dunedin City Council tracks

Level	Number of tracks
1	27
2	2
3	5
4	45

The current standards of maintenance are based on the standard provided at the time of Council's move to compulsory competitive tendering. Any change in the standards of maintenance are an issue for the Parks and Reserves Maintenance Standards project, but submissions have been sought about whether there should be changes to the current standards of maintenance of Council tracks.

The Dunedin City Council tracks praised by submitters were:

Table 10 Dunedin City Council tracks praised by submitters

ID #	Track name
81001	Frasers Gully Track
81517	Woodhaugh Gardens Track
81416	Chingford Park Track
81407	Mt Cargill - AH Reed Track

81414	Mt Cargill - Bethunes Gully Track
81401	School Creek Track
81415	Ross Creek Track
81506	Lower Gardens Tracks, Dunedin Botanic Gardens
81415	Long Track, Dunedin Botanic Garden

The Dunedin City Council tracks that some submitters praised and others had suggestions for were:

Table 11 Dunedin City Council tracks praised by some submitters and suggestions from others

ID #	Track name
80104	Camp Road Track
81709	Rangi Park Track
81508	Logan Park Coopers Test
80801	Jubilee Park Track
80409	Cleghorn Street Track
81403	Pineapple Track

The following Dunedin City Council tracks had specific comments about their maintenance:

Table 12 Dunedin City Council tracks where submitters had specific maintenance comments

ID #	Track name
81127	Swampy Summit Track
80114	Buskin Road Track
80202	Karetai Road Track
80119	Ridge Road Track
80201	Bacon Street Track
81130	Racemans Track
81402	Nichols Falls Track
81408	Ravensbourne - Rimu St Track
81410	Signal Hill Track

The comments about track maintenance and up-grades will be taken into account with the implementation of each specific project such as outlined in the Strategic Action Plan, with the Parks and Reserves Maintenance Standards project, or as other opportunities arise. Other opportunities include during land subdivision, where there may a requirement for cash or land reserves contribution, or for an esplanade reserve or esplanade strip when the subdivision adjoins a significant water body, as defined in the Dunedin District Plan. Progression of these or other ideas will consider the funding available (through various sources), the legal status of the land, the purpose of the land, the proposed management for the development, and other issues as appropriate.

The management of requests for permission for groups to develop tracks on various reserves is also a key issue.

There are many benefits to having community/voluntary involvement in tracks, including: groups feel ownership; reduced labour cost for development; opportunities for funding work by an outside agency; development of collective local knowledge; and reduced maintenance cost. However, there are also less positive consequences for Council including: organising work; ensuring work is to a sufficient standard not to cost Council in the long term; Health and Safety in Employment Act 1992 implications; and the consequential maintenance costs. However, some of these negative consequences can be overcome with careful and considered decision making. The policies in Part I offer matters to be considered in agreements with groups about tracks.

CONFLICT MANAGEMENT

Conflict on certain tracks between mountain bikers and pedestrians is a major issue at Ross Creek, Mt Cargill and the Pineapple tracks. Concerns about users on these tracks generate the majority of comments to Dunedin City Council staff.

The 1996 and 1997 Summer Recreation Visitor Research identified track users concerns about mountain bikers on the tracks. Comments included *Police rules keeping mountain bikers off the track and put them on separate track* (Dunedin City Council, 1996: 56); *Bikers damage the track and pose a danger for walkers especially children* (Dunedin City Council, 1996: 170). Not all respondents were against mountain bikes on the tracks. Some users did want the tracks available to mountain bikes, with comments like *want mountain bike track in lower tree area* (Dunedin City Council, 1996: 156) and *want to be able to mountain bike on Pineapple Track* (Dunedin City Council, 1996: 170). Submissions to the Draft Track Policy and Strategy also focused on conflict between bikes and pedestrians on three tracks: Ross Creek (including School Creek); Pineapple Track and Mt Cargill Track. Three submitters also raised concerns about dogs on tracks too, with concerns about dogs not being on leads.

Bikes have been banned from these areas since the 1980s when mountain biking was perceived to be a problem. However, illicit riding, either deliberately or through a lack of knowledge, has been happening on all these tracks for several years.

Just 36 of the 167 tracks allow mountain biking in Dunedin. There are six easy tracks; none are near the main population areas of the City. All easy tracks near to urban areas are banned to bikes. There are few opportunities for young people to ride nor for anybody learning the skills of mountain biking off-road near the City. Areas which allow mountain biking, such as Signal Hill Reserve and Flagstaff Forest are not particularly accessible; the main access track on the Signal Hill Reserve is rutted and very steep, while access to Flagstaff Forest requires either a car journey or a bike ride up two long hills.

A key to understanding the need for mountain bike tracks is that mountain bikers are just like any other recreationist in needing a variety of opportunities. Mountain bikers need single tracks, such as that provided at Ross Creek, as much as walkers want a variety of paths, tracks and routes, in a variety of environments - open tussock land, exotic forest and native bush. Marginalising mountain bikes to outlying areas and gravel roads has not solved the issue of conflict.

Technological developments in bikes and bike accessories also seems to have effected the riding of these tracks in recent times. The fully suspended bikes with their ability to

withstand steps and other obstacles seems to have influenced behaviour on tracks. Few benched tracks are now unrideable downhill. The development of bright lights, such as 6 volt batteries and halogen bulbs, has also meant these tracks have become even more exciting at night. Night and early morning rides are also reputed to be common on the Pineapple and Mt Cargill tracks. Riders know that currently there is no policing, no enforcement and little that individuals can do if bikers are caught on inappropriate tracks.

Conflict on certain tracks and in certain areas is inherent because of the nature of the activities. The conflict between walkers and bikers will not go away without intervention and better track management. Simple banning of bikes has not been effective.

Much of the concern about mountain biking is framed in concern about the physical damage bikes do to tracks. It is a common perception among those interested in tracks that the physical impacts of mountain biking are much greater than those of walking. The research to date provides no clear evidence that these effects of mountain bikes are any 'worse' than those from walking (Cessford, 1995). Any physical impact problems which do arise are more likely to result from the effects of increased use of tracks for mountain biking, rather than being specific to the activity itself (Moore, 1994). Increased use of tracks for whatever reason, or activity, may require an increase in the maintenance of a track, which will have a budgetary consequence.

Another key area of concern about the mix of walkers and mountain bikers is the perception of safety. The main types of hazards are: cyclists riding too fast for the conditions; cyclists may not slow down or be prepared to stop when approaching blind corners; cyclists may surprise walkers and horse riders on tracks because they are quiet and move rapidly. The threat of mountain bikes can and will diminish the experience of walkers, whether or not they are a real hazard. Management and education to improve walker perceptions are as important as any management to ensure safe riding practices (Cessford, 1995).

Conflict felt by walkers is also framed in the concept that mountain biking is wrong and should not be allowed on tracks. However, except by statute or decision of Council, bikes are permitted¹⁵ on many tracks in Dunedin. This is not necessarily accepted by walkers, and hence, people feel conflict. The Pineapple, Mt Cargill and Ross Creek tracks are proposed to remain foot-use only. Each track has a current high number of users, and do not have consistently good visibility nor width.

The basic premise of this is that segregation of track users into activity groups such as walking and biking should be a considered decision, rather than inherent in the concept of a track. People who use tracks are often also concerned about the prevalence of dogs on tracks, especially where the dogs are not on leads nor do they appear to be controlled by their owners. Part 5 of the Dunedin City Council Bylaws are considered to be the definitive Dunedin City Council policy for dogs on Dunedin City Council tracks. However, it is important to note here that people do feel conflict with dogs and the following discussion about managing conflict is as important for the dogs/walker conflict as it is for bike/walker conflict.

¹⁵ Many tracks are not rideable, although bikes may be permitted.

Respondents to the 1996 and 1997 site surveys on the Pineapple and Mt Cargill Tracks and many submitters to the Draft Track Policy and Strategy who expressed concerns about mountain bikes and dogs framed their answers in terms of enforcement as a solution to the conflict. However, resolution of conflict requires much more than just enforcement and separate tracks. Management alternatives are discussed below.

Resolving or managing conflict

There are a number of ways to avoid or minimise conflicts on tracks (Moore, 1994). The way track managers can respond is broadly categorised in two groups: physical response and management responses.

Physical Responses

User safety and the preservation of the environment are enhanced by well designed and maintained tracks. They are also important factors in contributing to user satisfaction. Key aspects of the physical response to conflict are:

- Provide adequate track mileage and variety. This will help disperse users and contribute to their satisfaction.
- Use the least intrusive physical manipulation that will achieve the area objectives. Some physical solutions can reduce the experience of some users, such as a hardened surface can make achieving a feeling of wilderness or solitude less likely.
- Provide separate tracks or sections of tracks where necessary and possible.
- Design to control speeds where necessary, such as vary the terrain; track surface; include frequent turns; add or leave barriers such as rocks.

Management Responses

Information and Education - Key elements of successful education and information programmes are: understanding the user and the things which might make them change their behaviour; the information is located in an easily accessible place; information is provided early in the process; and is presented in an interesting and understandable way. Moore (1994) lists a range of techniques. He promotes using a combination of them rather than just relying on one or two. His alternatives include: posters; brochures; maps; interpretative rides/walks by land management staff; presentations to clubs, retailers, schools; volunteer track patrols; 'user' swaps, where riders lent their bikes to walkers, and walked the track themselves; multi-use track educational kits for schools; classes to teach track etiquette and ethics, as well as techniques; and water bottles printed with "Rules of the Track". Options for Dunedin include regular information in various Dunedin City Council mechanisms, such as City Talk, Dunedin City Reporting, the Visitors Centre. Other options include ODT features, articles/information in Critic, the student newspaper, and placing advertisements in appropriate publications such as student diaries.

User Involvement - working with users in planning and management is advocated, before resorting to track regulations or closures.

The most compelling reasons to involve users are:

- Gives different users the opportunity to learn about and work with one another.
- Gives different users the opportunity to understand one another's needs and see their similarities with one another.
- Builds understanding, co-operation and trust through working together.
- Gives track advocates, planners and managers an efficient channel to learn from users and communicate with them.

The key to involving users is to get them early on. Recruiting users who are open-minded, constructive, and willing to work together is more likely to result in creative and successful solutions which will reduce some conflict.

Regulations and Enforcement - the literature identifies that regulations and enforcement are most effective when developed and implemented with the input and co-operation of affected user groups (Moore, 1994; Cessford, 1995; Horn, 1994).

There are two types of regulations.

- *Speed limits:* Some of the literature advocates speed limits as a last resort because they require consistent, on-going enforcement.
- *Zoning:* Arbitrary zoning may unnecessarily restrict use, but time zoning, sector zoning or 'right-of way' zoning may assist the resolution of conflict. Time zoning can be by the hour, day, week, month or year. The Queen Charlotte Walkway is open to both walkers and mountain bikers eight months of the year, but is 'walking only' in the busy summer months. Section zoning is where one part of a track can be biked and walked but another section can only be walked, or vice versa. Section zoning is used frequently in reserves management, such as in the Dunedin Town Belt and in dog control bylaws. Mountain biking is allowed on the identified tracks in the Jubilee and Montecillo Vegetation Areas of the Town Belt Management Plan, but is not allowed anywhere else in the reserve, while dogs are allowed on some parts of St Clair Beach. 'Right of way' zoning is where one type of user gives way to other users. One-way road bridges in New Zealand are zoned in this way, with signs indicating who has right-of-way.

There are also a myriad of other regulations which have been used overseas and in other areas of New Zealand.

- mandatory one-way travel;
- require cyclists to walk their bikes in certain congested areas and dogs to be on leads;
- require bikes to have bells;
- charge user fees (to help fund track programmes or disperse use).

Enforcement - gaining compliance with necessary regulations is a great challenge in many areas and countries, especially where budgets are small and the land areas are large. There are problems with enforcing regulations, rules and by-laws, but it is an aspect which will continue to be reviewed.

Conflict Summary

Conflict on tracks between users will not go away with simple banning of bikes or dogs on tracks. Mountain bikers and people walking dogs seek similar experiences to other track users - scenery, views, solitude and so on, as well as a variety of terrain, including single tracks¹⁶, four-wheel drive and forestry roads. There is a need to provide enough track mileage. With regard to mountain biking, just 36 of Dunedin's 167 tracks are open to bikes. None are easy and near the main urban population of Dunedin. Better provision of easy, mountain bikeable tracks should encourage bikers away from less appropriate areas. Continued banning of bikes from Pineapple, Mt Cargill and Ross Creek Tracks is suggested. Enforcement will continue to be an issue for both bikes and dogs. Communicating information will also help user behaviour. Continued publication of track guides targeted to educate and inform users is important, as is work with other providers of information, such as the authors of *From Sea to Silver Peaks* and *Classic New Zealand Mountain Bike Rides*.

TRACKS AND TOURISM

Tracks are often used in correspondence and discussions with Council or the media as examples of tourist attractions. However, most Council tracks are not specifically managed for tourists. Their target client group is residents, although it is recognised that many residents take their visitors to tracks. However, the argument that improving tracks will attract more tourists is often used.

Tourists want to see things they have not seen elsewhere. They also need to be comfortable in the environmental conditions (signage, good track surface, and interpretation), the track should have good access (such as a car park) and the tourist should know what to expect in the way of facilities (such as the lack of toilets or shops). Council could support tracks development specifically for tourists where it can be proved that the development will extend the length of stay of visitors or attract more visitors.

Some tracks may also have particular appeal to visitors to the City. The following listed tracks all have a particular attraction which is considered to be somewhat appealing to visitors: Jim Freeman Track; Rock and Pillars Track; Racemans; and Ross Creek. Each of these tracks has an unusual historical or botanical aspect which could attract tourist interest. Many of Dunedin's other tracks do not have a particular appeal for visitors, although they are good recreational opportunities, and part of their appeal for residents is the physical challenges their gradient and surfacing provides. The views of the harbour, the sea, the Taieri Plains can also be impressive.

Another area of interest for many communities in New Zealand has been the development of private commercial walks, such as the Banks Peninsula Track. The Banks Peninsula Track takes two or four days, and crosses four private farms. Huts provide a reasonably high standard of accommodation, and some food can be purchased on site. The track meanders around the peninsula, taking advantage of beaches, views and remnant bush. Only paying guests are permitted to use the track. They are guaranteed a bed and few other people. It has proved to be popular and economically viable, as well as an exercise in land owner partnership. This type of track is not necessarily appropriate for the Dunedin City Council or other public agency to initiate, manage nor host, but could be a useful addition to the track

¹⁶ Single track is a term used to describe a favourite type of track for mountain biking. Single track is a narrow width track, such as through forests and bush requiring skill and agility to ride easily.

resource of Dunedin if undertaken by the private sector. Council staff will provide advice in track design, marketing, and management to any prospective operator. Council may also allow the use of some existing tracks (if necessary) to assist such a venture, provided that any effects on users or the environment are avoided, minimised or mitigated. The General Policies and Reserves Management Plans provide substantial criteria for the assessment of applications for commercial or exclusive use of public tracks, including consideration of whether the proposal can be located on non-public land; satisfying the requirements of relevant statutes including the need for public consultation; the levying of a charge; the effects of the proposal; and the steps to be taken to avoid, remedy or mitigate any adverse effects. Any application for use of a track which is not on land owned by the Dunedin City Council will be directed to the appropriate landowner.

The lack of signage and other information about tracks is not helpful for tourists. The 1996 site survey was analysed to identify residents of, and visitors to, Dunedin. About 15 % of the users of the Pineapple and Mt Cargill Tracks are from outside Dunedin¹⁷. However, this does not strictly correlate with the Tourism Dunedin 1995 survey of tourists which showed that just 6 % of visitors intended to go for a walk in Dunedin, (although only 2 % actually carried it out)¹⁸. Tourists find out about activities and facilities (not just tracks) through family and friends (52 %) and guidebooks and brochures (31 %)¹⁹, while users of the tracks surveyed showed that they largely got their information about the tracks through either word of mouth or they had always known about it (75 %)²⁰. The Pineapple and Mt Cargill Tracks are reasonably well-known by residents and it is possible that they will take visitors there, while the tourist who is not associated with a resident has less knowledge of tracks which would be suitable for them. The proposed information programme will assist tourists also.

Another significant aspect of tourist characteristics in Dunedin is that tourists often stay with friends and family²¹. This means that promotion of tracks through guidebooks and brochures aimed at residents will also be appropriate for many tourists. Campaigns which communicate information about tracks to residents, whether through such mechanisms as brochures, newspaper articles or interpretative events, will assist Dunedin visitors, either directly or indirectly through their friends and family.

Guided walks and rides of Dunedin's tracks are also a useful feature in ensuring visitors have a diversity of opportunities available to them. The Reserves Management Plan General Policies Section has policies which manage commercial use of public recreation land. They can be applied in the track context too. These policies allow the use of tracks for commercial activities provided that the impacts on other users can be managed.

SUPPLY OF TRACKS

¹⁷ Dunedin City Council, 1997; Dunedin City Council, 1996.

¹⁸ Dunedin City Council (1995) *The 1995 Dunedin Summer Visitor Survey*, Unpublished summary of results, Tourism Dunedin, Dunedin.

¹⁹ Dunedin City Council (1995) *The 1995 Dunedin Summer Visitor Survey*, Unpublished summary of results, Tourism Dunedin, Dunedin.

²⁰ Dunedin City Council, 1997.

²¹ Dunedin City Council (1995) *The 1995 Dunedin Summer Visitor Survey*, Unpublished summary of results, Tourism Dunedin, Dunedin.

167 tracks and walking/biking opportunities are listed in the track database which has been developed over the last two years. A multi-use track classification system has been used to analyse the tracks. Existing tracks have been graded into five classifications - Accessible Track, Easy Track, Moderate Track, Hard Track and Route. The classifications show increasing difficulty and accessibility from Accessible Track to Route.

Table 13 Track distribution according to classification

Track classification	Numbers of tracks	% of tracks
Accessible	2	1.20
Easy	16	9.58
Moderate	25	14.97
Hard	61	36.52
Route	63	37.72

Analysis of the track resource using the classification system shows that 124 (78 %) are either hard tracks or routes. Just 41 (24 %) are easy or moderate tracks. Two tracks (1 %) are classified as accessible. Easy and moderate tracks provide a smooth surface to use with few barriers.

The spatial distribution of tracks is also an indicator of accessibility. One hundred and seventeen (70 %) of Dunedin's tracks are in either the Outer Peninsula, North Dunedin, North Coast or Strath-Taieri/Silverpeaks areas of the City.

This distribution has been matched with the numbers of tracks and the population in each Community Profile Area²² in the table below.

²² The Community Profile is a resource book which provides indicators of community well-being. Its indicators are based on 1991 Census figures, although it has been up-dated for 1996 Census figures.

Table 14 Distribution of tracks according to community profile areas

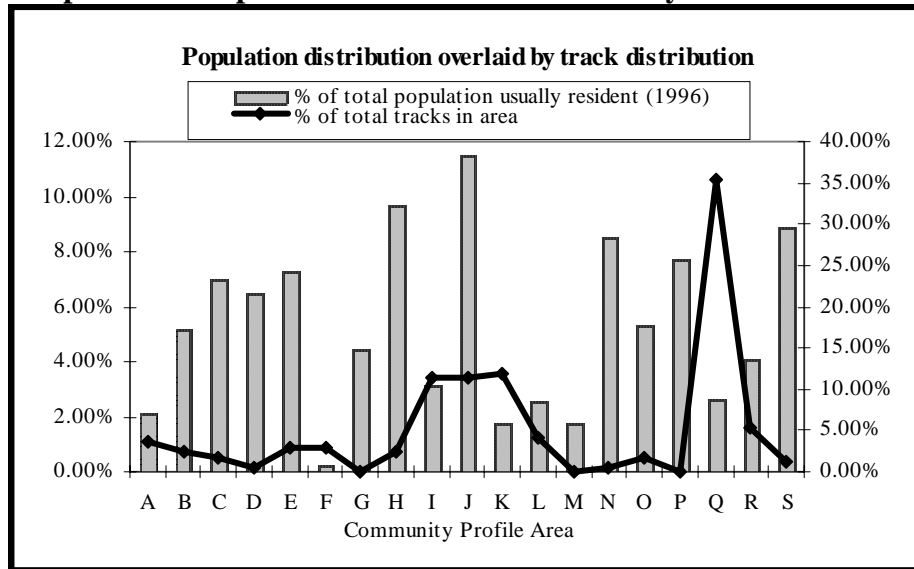
Code	Community Profile Area	Number usually resident (1996) ²³	% of total population	Number of tracks in area	% of total tracks in area
A	Brighton/Waldronville	2,511	2.10%	6	3.59%
B	Green Island/Abbotsford/Fairfield	6,183	5.17%	4	2.40%
C	Hill Suburbs	8,344	6.98%	3	1.80%
D	Inner City	7,761	6.49%	1	0.60%
E	Inner Peninsula	8,670	7.25%	5	2.99%
F	Middlemarch/Hyde	286	0.24%	5	2.99%
G	Mornington/Kenmure	5,280	4.41%	0	0.00%
H	Mosgiel area	11,566	9.67%	4	2.40%
I	North Coast	3,711	3.10%	19	11.38%
J	North Dunedin	13,768	11.51%	19	11.38%
K	Outer Peninsula	2,051	1.71%	20	11.98%
L	Port Chalmers/Sawyers Bay/Aramoana	3,028	2.53%	7	4.19%
M	Ravensbourne/St Leonards	2,092	1.75%	0	0.00%
N	South Dunedin	10,212	8.54%	1	0.60%
O	St Clair/Concord	6,343	5.30%	3	1.80%
P	St Kilda/Musselburgh	9,245	7.73%	0	0.00%
Q	Strath-Taieri/Silver Peaks	3,132	2.62%	59	35.33%
R	University/Gardens	4,837	4.04%	9	5.39%
S	West Suburbs	10,592	8.86%	2	1.20%
	TOTALS	119,612	100.00%	167	100.00 %

Nearly 27 % of Dunedin City's population lives in the West Suburbs (nearly 9 %) (Helensburgh, Halfway Bush, Brockville and Wakari), Mosgiel (nearly 9 %) (including Mosgiel, Wingatui and Outram) and South Dunedin (nearly 9 %) (Forbury, South Dunedin, Corstorphine and Caversham). In contrast, over 11 % of Dunedin's population live in North Dunedin, 1.7 % in the Outer Peninsula (including Broad Bay and Portobello), 3 % in the North Coast area (Warrington, Waikouaiti etc), and 2.6 % in the Strath-Taieri/Silverpeaks area (including Momona and Chain Hills). North Dunedin is the only area which appears to have a number of tracks which correlate with its density in population - 11 % of tracks with 11 % of the population. See Appendix C for community descriptions and profiles.

This information is graphed below.

²³ The Community Profile Areas are used in calculating their populations with 1996 Census figures.

Graph 1 Population distribution overlaid by track distribution



- A - Brighton/Waldronville
- B - Green Island/Abbotsford/Fairfield
- C - Hill Suburbs
- D - Inner City
- E - Inner Peninsula
- F - Middlemarch/Hyde
- G - Mornington/Kenmure
- H - Mosgiel area
- I - North Coast
- J - North Dunedin
- K - Outer Peninsula
- L - Port Chalmers/Sawyers Bay/Aramoana
- M - Ravensbourne/St Leonards
- N - South Dunedin
- O - St Clair/Concord
- P - St Kilda/Musselburgh
- Q - Strath-Taieri/Silver Peaks
- R - University/Gardens
- S - West Suburbs.

The graph shows that the main numbers of people in Dunedin are in South Dunedin, Mosgiel and the West Suburbs, but there are few tracks near these, nor other well populated areas. The people of Mosgiel are very near the head waters of the Whare Flat area where there are some excellent tracks, but there is no public transport from Mosgiel to Whare Flat, so its use for people without cars is limited.

Few tracks are also within 500 metres of a bus stop. The table below illustrates the small numbers of tracks near bus stops and the large numbers of tracks which require visitors to use cars or taxis, given that the previous graph showed the majority of tracks are not near people's homes.

Table 15 Proximity of tracks to bus stops

Close to bus stop	#
Yes	39
No	128

The amenities of a track such as car parking and toilet facilities are also part of the picture of Dunedin's supply of tracks. Seven tracks or track systems on Dunedin City Council land need facilities such as car parking. More detail is presented in the table below.

Table 16 Tracks lacking facilities

Track name	Facility development suggested
41 Peg Road Track	Car parking at Soldiers Monument end
Ridge Road Track	Car parking problems at end of formed road
Cowan Road Track	Car parking required
Ross Creek Tracks (includes School Creek)	Requests for toilet facilities
Jim Freeman Track	Car parking required
Racemans Track	Car park not formal, not maintained
Steve Aimies Track	Car park not formal, not maintained

These facility provision issues are on top of the need for signage or other actual track work. The provision of facilities such as tracks cannot be separated from the need for the associated facilities. This is an area of concern in all recreation facility provision, whether the facility is a track, a sportsfield or an indoor recreation centre.

The closeness of tracks to the main populations, the ability of potential visitors to use public transport or the adequacy of car parking are all part of the accessibility of tracks. Few of Dunedin's tracks are accessible in this way. The accessibility of tracks in terms of their lack of obstacles and the width of gates and bridges for wheelchair and pram use is also important.

Respondents to the visitor survey on the Mt Cargill track in 1996 raised the issue of access to Bethunes Gully and the Mt Cargill tracks for the elderly, people with prams, and people with

disabilities, especially those using wheelchairs²⁴. People find the barrier and locked gate at the end of the car park a considerable obstacle. Just two tracks are wheelchair accessible - the Lower Gardens Tracks in the Dunedin Botanic Garden and the track through the Woodhaugh Gardens Recreation Reserve. Gate and bridge modification would make the track around the Ross Creek Reservoir accessible to people using wheelchairs at all times, and gate modifications at Bethunes Gully would make the reserve and the first 400 metres of the track useable by prams and people using wheelchairs.

There are problems with the overall accessibility of tracks in Dunedin, whether distance from residences, their obstacles, or the lack of public transport. The lack of on- and off-site information is a constant theme emerging in discussion about a variety of issues.

Strategy implications

- The basic supply of tracks is deficient of accessible and easy multi-use tracks near urban areas.
- Amenity provision at some tracks requires further investigation and possible provision.
- Off- and on-site information about existing tracks is required.
- Greater provision of accessible tracks is required.

These issues are represented in the problem and solution list of Part II.

32 DEMAND/POTENTIAL USE

Overseas research suggests that the keen walkers and bikers use tracks frequently, while the majority of the population do not use the tracks. The latest Hillary Commission research shows that walking is very popular, although cycling is also important. (Table 17 is the top 10 sports and physical activities for people of different ages, while Table 18 shows the top 10 sports and physical activities for men and women.) These activities are not necessarily undertaken only on tracks however.

Table 17 Top 10 sports and physical activities for people of different ages²⁵

	18 - 24 years	25 - 34 years	35 - 49 years	50 + years
1.	Swimming (45 %)	Gardening (45 %)	Gardening (58 %)	Gardening (67 %)
2.	Exercise classes/gym (34 %)	Short walks (38 %)	Short walks (41 %)	Long walks (39 %)
3.	Short walks (32 %)	Swimming (36 %)	Long walks (38 %)	Short walks (36 %)
4.	Exercising at home (32 %)	Long walks (35 %)	Exercising at home (31 %)	Exercising at home (21 %)
5.	Long walks (29 %)	Exercising at home	Swimming (30 %)	Swimming (17 %)

²⁴ Dunedin City Council (1996) *Dunedin 1996 Summer Recreation Visitor Recreation Survey Final Report*, Dunedin.

²⁵ Hillary Commission, 1997: 4. Note the figures are for participation in the last 12 months. Cycling includes recreational and competitive.

	%)	(34 %)		
6.	Touch (29 %)	Exercise classes/gym (25 %)	Cycling (19 %)	Golf (14 %)
7.	Gardening (27 %)	Cycling (21 %)	Exercise classes/gym (17 %)	Bowls - lawn (9 %)
8.	Cycling (28 %)	Running/jogging (20 %)	Golf (16 %)	Bowls - indoor (9 %)
9.	Running/jogging (27 %)	Aerobics (17 %)	Running/jogging (16 %)	Tramping (8 %)
10.	Aerobics (26 %)	Golf (16 %)	Tennis (14 %)	Cycling (6 %)

Table 18 Top 10 sports and physical activities for men and women²⁶

	Men	Women
1.	Gardening (44 %)	Gardening (44 %)
2.	Short walks (29 %)	Short walks (29 %)
3.	Long walks (29 %)	Long walks (29 %)
4.	Swimming (26 %)	Exercising at home (24 %)
5.	Golf (25 %)	Swimming (26 %)
6.	Exercising at home (24 %)	Aerobics (20 %)
7.	Running/jogging (19 %)	Exercise classes/gym (16 %)
8.	Cycling (18 %)	Cycling (18 %)
9.	Exercise classes/gym (16 %)	Netball (11 %)
10.	Touch (14 %)	Tramping (10 %)

Various research studies have been undertaken in Dunedin over the last two years which are relevant to assessing the demand for tracks. A total of 482 questionnaires were completed by visitors to five sites over two summers. The sites were Pineapple, Mt Cargill, Whare Flat, Signal Hill and 41 Peg Road Tracks. The analysis of results provides insight into who the recreation visitor is, and their characteristics. The results also show the diversity of visitors and why they are using the track.

The results of the gender characteristics analysis shows that more men than women use tracks. The gender imbalance was significant, as an average of nearly two thirds of the visitors were male.

Table 19 Male/Female Characteristics

Track name	Male (#)	Female (#)	Male (%)	Female (%)
Pineapple ²⁷	263	195	57	43
Mt Cargill ²⁸	457	440	51	49
Racemans ²⁹	42	18	70	30
41 Peg ³⁰	19	9	67.9	32.1
Signal Hill ³¹	20	10	66.7	33.3
Total numbers³² /Average	801	672	62.5	37.5

²⁶ Hillary Commission, 1997: 4. Note the figures are for participation in the last 12 months.

²⁷ Numbers are from observations of track users rather than analysis of respondents. The observations data is more accurate as it records all visitors to the site, not just those surveyed. Dunedin City Council (1996) *Dunedin 1996 Summer Recreation Visitor Recreation Survey Final Report*, Dunedin.

²⁸ Numbers are from observations of track users rather than analysis of respondents. The observations data is more accurate as it records all visitors to the site, not just those surveyed. Dunedin City Council (1996) *Dunedin 1996 Summer Recreation Visitor Recreation Survey Final Report*, Dunedin.

²⁹ All visitors to the site were surveyed. No observations were needed for this reason. Dunedin City Council (1997) *Dunedin 1997 Summer Recreation Visitor Recreation Survey Final Report*, Dunedin.

³⁰ All visitors to the site were surveyed. No observations were needed for this reason. Dunedin City Council (1997) *Dunedin 1997 Summer Recreation Visitor Recreation Survey Final Report*, Dunedin.

³¹ All visitors to the site were surveyed. No observations were needed for this reason. Dunedin City Council (1997) *Dunedin 1997 Summer Recreation Visitor Recreation Survey Final Report*, Dunedin.

³² The Pineapple and Mt Cargill Tracks were observed for eight days. Racemans, 41 Peg and Signal Hill Tracks were surveyed for six days.

This imbalance is significant because the 1996 Census statistics show that the mix of males to females usually resident in Dunedin is reasonably even (48 % male and 52 % female). The 1996 Hillary Commission research shows that walking as a favourite activity is dominated by women (60% of walking participants are women³³), although mountain biking is dominated by males (75% male and 25% female³⁴). These figures show that women are active, especially walking, but that this activity does not correlate with their use of the surveyed tracks in Dunedin. This has not been interpreted to mean that tracks specifically for women must be developed. The planned programmes for on- and off-site information will improve women's awareness of tracks, while reducing physical barriers on tracks will improve access for prams and buggies will also assist with making tracks more appealing to women in particular.

The importance of walking might suggest the need for more 'walking' tracks, rather than the emphasis on multi-use tracks of this paper. However, as the discussion on conflict noted, more single use (walking) tracks will not necessarily help people to have an enjoyable experience, as bikers are likely to use them anyway, as they seek similar track experiences to other users - peacefulness, scenery, vegetation, socialising. Thus, promoting and advising users that tracks are multi-use will assist their experience and should lessen the conflict felt because visitors will be more informed and less likely to be surprised about a bike.

Further, Dunedin has 167 tracks with a total mileage of more than 500 kilometres. The Multi-use Trails Master Plan of Colorado Springs identified the American national standard as 50 miles of tracks per 100,000 population. Dunedin is well ahead of this standard with 313 miles of tracks for 118,000 people - nearly six times the track mileage suggested as a standard for the US. Unfortunately, little more is known about the US standard, such as the surface or signage standards required. It is a fairly blunt tool in this regard. It does however, give an indication of the substantial track resource of Dunedin and indicates that perhaps Dunedin does not need more tracks, but that better on- and off-site information is needed.

The current use of recreation facilities is sometimes used as an indicator of demand. Track counters have been used on Department of Conservation tracks for many years. More recently, counters have been installed on some Dunedin City Council tracks to provide some basic information. The counters measure walkers, runners and bikes by recording 'hits' on a pressure pad linked to an electronic counter. The pressure pad is non-specific, in that it will count heavy dogs, two bike wheels or someone jumping up and down on it. Adjustments to raw totals are made taking into account in and out tracks, and bike wheels. The table below shows the adjusted figures.

Table 20 Track counter results

³³ Hillary Commission (1997) *Sport Facts. Issue 1 Participation in sport and physical activity by New Zealand adult*, Wellington.

³⁴ Hillary Commission (1997) *Sport Facts. Issue 1 Participation in sport and physical activity by New Zealand adult*, Wellington

Track name	1996/97 monthly average	December 1997	January 1998	February 1998	March 1998	1997/98 monthly average
Pineapple Track	1,763	915	491	988	-	798
Mt Cargill Track	821	2,287	957	2,367	5103	2,679
Racemans	206	136	131	108	-	125
Reservoir Track, Ross Creek	3,147	4,159	5,169	3,615	3,536	4,120
41 Peg Road Track	205	- ³⁵	-	-	-	-
Leith Saddle Track	152	146	180	110	91	131
Sandfly Bay Track	1,411	2,656	1,037	2,653	1,937	2,177
Okia Flat	401	833	258	-	-	574
Tunnel Beach Track	1,295	2,532	1,903	1,903	1,369	1,665
Outram Glen Track	391	603	646	646	400	545
Total						

Clearly, some tracks have substantial use, while others have less use. This is likely to be linked to the knowledge that people have of certain tracks. Monitoring users is only available through counters, which count every 'hit', or site surveys, which are expensive and limited in their hours of operation. Further, as the table shows, only 10 of Dunedin's 167 tracks have counters. Three other tracks were monitored through site surveys in the summer of 1996/97. The remaining 154 tracks have no monitoring of use. Little is known about the users of these other tracks. Also, little is known about non-users of tracks - who they are and why they don't use them. This is an issue with all recreation facility management. However, the counters have been useful in giving indicative use patterns and their use will continue, while site surveys will be used as resources allow.

The demand for tracks which appeal particularly to tourists has yet to be quantified. However, the following tracks or potential tracks are likely to have appeal to visitors to Dunedin, but either do not exist or are not currently promoted to anyone in particular and are on Dunedin City Council land.

- Jim Freeman Track - on water catchment near Whare Flat. There are rhododendrons near Ben Rudd's shelter, planted c1950 when Ben Rudd lived in the area. These are attractive when the rhododendrons are in flower. The track has no formal surfacing nor signage.
- Rock and Pillars Track - a track up onto the Rock and Pillar Range, currently being finalised by the Department of Conservation. Promotion and guiding of the track could be popular in conjunction with other tourism opportunities occurring in the Strath-Taieri.
- Racemans - a loop track on water catchment near Whare Flat. The track follows a historical water race. The track has no formal surfacing or signage.

³⁵

A dash shows that the counter was either not working or had been removed for that month.

- Ross Creek - the reservoir has historical value. The surfacing and gradient of the tracks are good, but signage and promotion is poor.
- Cargill's Castle - no legal or informal access currently exists. However, the ruins have value as an attraction, and coupled with the spectacular cliff formations, a track from St Clair to Blackhead is likely to have some appeal for visitors.

Other track developments suggested during the submission process on the Draft Track Policy and Strategy were:

- Truby King Cres to Kelvin Grove
- Campbells Road to Bethunes Gully
- Campbells Road to Chingford Park
- Campbells Road to Watts Road
- Watts Road to Watkin Place
- Allenby Ave to North Road
- Malvern St to Motorway
- Bethunes Gully to form loop.
- Nicols Falls Track to Pineapple Track
- Rimu St to Logan Park
- Burns Park Reserve to Cleghorn St
- Smail's Beach to Blackhead
- St Clair to Cargill's Castle
- Cargill's Castle to Tunnel Beach

The development of new tracks is shown as a low priority in the Strategic Action Plan. Many of these suggestions also rely on access to be negotiated across private land. A list of ideas is being kept for review and discussion as resources become available and opportunities arise.

Tracks which are promoted especially to tourists and aim to attract tourists should be built to a sufficient standard that visitors will be comfortable with; they must have adequate facilities such as parking and toilets, as well as good signage and interpretation.

Another area of demand is tracks which groups or individuals believe should be developed, such as a track from Second Beach to Blackhead (past Cargill's Castle), or up-graded, such as Racemans, or even established, such as a track around the Tomahawk Lagoons (currently access is only available around a small portion of one lagoon). No detailed investigation of these has been undertaken because they have not yet shown to be of higher priority than the other issues requiring resolution - such as the problems of barriers on tracks, the problems with conflict on tracks, a lack of an easy multi-use track, a lack of on- and off-site information. Investigations of the validity and need for these tracks can be carried out over the next few years as resources permit. It may be that at the time of the review of the strategy, some of these tracks may be the priority, whereas currently, there are other issues which have greater priority. There are policies in Part I which do enable groups to progress these projects themselves should they so wish.

Strategy issues

- Walking is a significant activity.

- Places for people to walk are important.
- Tracks do not appear to be currently catering for women.
- Multi-use tracks with good information and signage to manage the expectations of users are required.
- There is some anecdotal demand for development of tracks specifically for tourists.
- Tracks should have parking, access to start, appropriate vegetation clearance and appropriate surface drainage prior to promotion in on- and off-site information.
- There are demands for the following tracks to be developed, up-graded or established: Skyline; Coastal Track - Second Beach to Blackhead; Kaikorai Lagoon; Tomahawk Lagoon; Silver Stream; Frasers Park to Tilburn St; Campbell Road to Chingford Park.

APPENDIX B - TRACK MAPS

APPENDIX C - COMMUNITY PROFILE AREAS

COMMUNITY PROFILE AREA	COMMUNITIES WITHIN AREAS
Outer Peninsula	Sandymount, Broad Bay, Portobello, Taiaroa, Cape Saunders, Inlet, Dunedin City Bays
Inner Peninsula	Burns Point, Anderson's Bay, Inner Peninsula, Macandrew Bay
St Kilda/Musselburgh	St Kilda West, St Kilda Central, St Kilda East, Musselburgh
South Dunedin	Forbury, South Dunedin, Corstorphine, Caversham
St Clair/Concord	St Clair, Kew, Concord
Green Island/Abbotsford/Fairfield	Green Island Central, Abbotsford, Fairfield
Mornington/Kenmure	Mornington, Kenmure
Inner City	High St - Stuart St, Stuart St - Frederick St, High St - Oval, Caledonian, Fryatt
Hill Suburbs	Maori Hill, Roslyn South, Roslyn North, Belleknowes
West Suburbs	Helensburgh, Halfway Bush, Balmacewen, Brockville, Wakari
Strath-Taieri/Silverpeaks	Mamona, Kaikorai Hill (Chain Hills), Silverpeaks
Mosgiel Area	Wyllies Crossing, Bush Road, Mosgiel South, Mosgiel East, East Taieri, Wingatui, Outram
Brighton/Waldronville	Kaikorai Lagoon, Brighton, Waldronville
North Dunedin	Glenleith, Dalmore, North-East Valley, Forrester Park, Woodhaugh, Opoho
University/Gardens	University, Botanic Gardens
Ravensbourne/St Leonards	Ravensbourne, St Leonards
Port Chalmers	Aramoana, Sawyers Bay, Port Chalmers
Middlemarch/Hyde	Middlemarch, Hyde
North Coast	Warrington, Waitati, Evansdale, Karitane, Waikouaiti

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GLOSSARY

- foot use* Includes walking, running, jogging. Allows prams, baby/toddler buggies, wheelchairs and other mobility devices associated with walking. Does not include bikes nor skateboards and roller blades.
- track* Any accessway off-road which does not have a hard (concrete or asphalt) surface. The track must also have an element of a leisure experience in its use (rather than a straight path between two streets) and be delineated in some way (such as vegetation clearance or markers across a paddock).

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