

SOUTHLAND DISTRICT COUNCIL

OPEN SPACES STRATEGY 2014-2024





INTRODUCTION

Southland District's vast array of rivers, lakes, mountains and open plains make it a place of incomparable beauty. Our land area (30,198 km2) makes up 11% of New Zealand's total land area and our rugged coastline (2,877 km) is one of Southland's most treasured assets. Our wild places and open spaces are home to countless species of native flora and fauna.

Southland District contains some of the most beautiful natural environment, landscapes and open space in the country, including mountains and wetlands. Our District contains two national parks, Rakiura and Fiordland, the Catlins, rolling green pastureland and the rugged scenery of northern Southland.

Every year, more than a million visitors come to

enjoy our cultural heritage and history.

Visitors and residents admire the beauty and abundance of Southland's environment from our world heritage parks, internationally recognised wetlands, our great walks and ancient forests.

One of the attractions of living in Southland District is the lifestyle. Our open spaces provide abundant opportunities for outdoor pursuits including fishing, water pursuits, a huge range of tramps and walks, and hunting. There is also a range of sporting activities available – rugby, tennis and netball to name a few.

The strategy is designed to encourage a sense of pride in our open spaces, and overall, in Southland.



WHAT IS OPEN SPACE?

Open spaces include the 'green spaces' in our District such as our undeveloped natural areas, stands of bush, parks, esplanades and reserves, gardens and planted areas, sports fields, playgrounds and other recreational areas. It also includes beautification areas such as town squares and streetscapes, and the street trees and gardens that add to the beautification of our townships.

The focus of this strategy is on public open spaces owned or managed by Southland District Council but it is recognised that public open spaces such as that owned or managed by the Department of Conservation forms a significant part of the open space network in Southland District. We recognise that our District contains Department of

Conservation managed areas such as Rakiura National Park, Fiordland National Park which is a UNESCO world heritage area and the internationally recognised Awarua wetlands. Public open spaces provided by Council and other agencies need to be seen as an integrated network.

Private open spaces also make a considerable contribution to the network of open spaces in Southland, both in terms of physical and visual access to these areas. Where possible, we will work with all partners who manage land in this way, including central government, Iwi, private organisations and landowners, to ensure a focus on our vision.





OUR OPEN SPACES STRATEGY

OUR VISION

A treasured network of open spaces that celebrates and enhances our natural environment and is appreciated and enjoyed by current and future generations

PRINCIPLES - That guide everything we do

- Involve the community in managing and maintaining open spaces
- Take the long view consider future generations
- Make best use of the network of open spaces and assets that we already have
- Evoke a sense of pride in Southland and our community

- Ensure we use our resources wisely and work within financial constraints
- Transparent and accountable decision making and management
- Work with partners and stakeholders to achieve outcomes

OUTCOMES - What are we trying to achieve

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Our natural environment and landscape is treasured and cared for by all; now and into the future	Our open spaces encourage and enable a wide range of people to play and enjoy a range of sports	Our open spaces are enjoyed and used for a wide range of active and passive recreational activities	Our open spaces are places where our communities meet, connect and celebrate	Our open spaces reflect and celebrate our history, our people and our local character	Our open spaces are safe, inspiring, well designed and welcoming to all	Our network of open spaces meet the needs of current and future generations
 Celebrate our natural and unspoilt landscape and coast Protect and enhance our natural landscape and ecological areas Conserve and enhance our native biodiversity Increase education and awareness 	 Provide a range of sports fields and surfaces to meet changing demands and community needs Through the provision of public open spaces - provide opportunities to participate and excel in sport 	Provide for diverse recreational needs and enjoyment Through the provision of public open spaces – provide opportunities to participate in a range of recreational pursuits	Public open spaces are used by our communities for a range of events and activities Provide public open spaces that encourage our communities to meet and connect Celebrate our culture and history	Reflect our communities' identity, needs and views Actively manage cultural and historic heritage Facilitate and support diverse and multi cultural usage Use public open spaces to create attractive and welcoming places and areas Provide places and spaces that attract businesses and visitors	 Create safe, accessible and enjoyable places Ensure design reflects local character and landscape Ensure quality, innovative and creative design Balance competing demands for the usage of public open space Design and manage fit for purpose public open spaces 	Understand what we already have - identify and respond to gaps in the network Ensure public open space is appropriately located and accessible Plan for demand and changing needs Promote our public open spaces Link our network of public open spaces
ACTIONS - What we will do to get there						

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Open Space Action Plan: Actions to implement the priorities

PURPOSE OF THE OPEN SPACES STRATEGY

The Open Spaces Strategy sets out a strategic direction to guide the provision of and planning for, and the consistent management and maintenance of reserves and open spaces within Southland District, to meet current and future needs.

This strategy focuses on the public open space network that is owned and or managed by Southland District Council for recreation or protection. Success would be seen when our:



- natural environment and landscape is treasured and cared for by all; now and into the future
- open spaces encourage and enable a wide range of people to play and enjoy a wide range of sports
- open spaces are enjoyed and used for a wide range of active and passive recreational activities
- open spaces are places where our communities meet, connect and celebrate
- open spaces reflect and celebrate our history, our people and our local character
- $\bullet \qquad \text{open spaces are safe, well designed and welcoming to all} \\$
- network of open spaces meet the needs of current and future generations, and
- strategy guides asset planning and use of public open spaces

The Open Spaces Strategy will guide and inform policy and planning, inform the Council's Long Term Plan, the Parks Asset Management Plan and Reserve Management Plans to ensure quality open spaces.





COUNCIL'S ROLE IN OPEN SPACE

Southland District Council has a number of different roles relating to open spaces. These are:

Provider

The provision, development and maintenance of public open spaces is a core component of Council's business. Council also develops Reserve Management Plans that outline the purpose, management and development requirements for parks and reserves. Council and other agencies support activity, such as events and sports occurring in our public open spaces.

Partner

Council has the opportunity to enter into partnerships with others who provide access to either public open space or private open space, further enhancing the overall network of open space.

Protector

Council uses legislative tools such as the Reserves Act 1977, Local Government Act 2002, and the Resource Management Act 1991 to protect and preserve the open spaces network for the enjoyment of current and future generations.



Advocate

Through strategic documents, plans and information Council can advocate to others on the importance of our natural environment and open spaces to our communities.

Researcher and Planner

Ongoing research and planning is required to ensure that the open spaces network meets community needs both now and for future generations. Research and planning also helps ensure that Council plans are responsive to changing needs and preferences.



WHY IS OPEN SPACE IMPORTANT?

Open space serves a variety of different purposes.

Both residents and visitors benefit from access to and enjoyment of our District's open spaces. Be it our coast, parks or sports fields, the pleasure of open spaces for relaxation, timeout, sight-seeing, sport or recreation is important to everyone.

The public open spaces network generally contributes to:

Social	Environmental	
Open spaces enhance people's sense of physical, psychological and spiritual health and wellbeing and provides opportunities for: socialising, connecting and meeting up with others participation in sports and active recreation relaxation and passive recreational pursuits, such as walking, picnics, and barbecues learning and playing	Open spaces provide the opportunity to: protect areas of significant ecological value conserve a representative spectrum of indigenous vegetation and wildlife protect landscape features of significance protect and enhance the quality of our environment	
Cultural	Economic	
 open spaces protect and preserve cultural and natural heritage resources such as significant geological and archaeological sites, historic buildings, monuments and public art many of our open spaces have special significance for Māori and provide the opportunity to protect and preserve waahi tapu as well as the opportunity to inform and educate about tangata whenua public open spaces help define and reflect our communities' sense of identity and provides 	 open spaces make a significant contribution to the economy and economic competitiveness by enhancing the overall quality of life and visual identity of the District providing a context for the national and local recreation and tourism industries our unspoilt open spaces draw tourists from all over the District, New Zealand and the World 	





OUR CURRENT PUBLIC OPEN SPACE

Southland District Council owns over 150 reserves, parks and open spaces, totalling about 1250 hectares in area. Our reserves, parks and open spaces vary in size, type and use and provide for a range of recreational experiences from unaltered natural environments to highly developed, manmade environments.

Our reserves, parks and open spaces range from developed and fully managed areas such as our 34 sportsfields, 36 playgrounds, 38 tennis and netball courts and three skateboard facilities to low maintenance, low management areas.





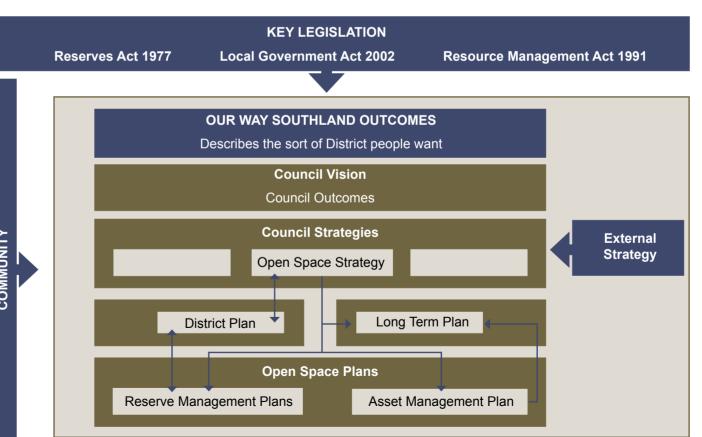
HOW DOES THIS STRATEGY FIT IN?

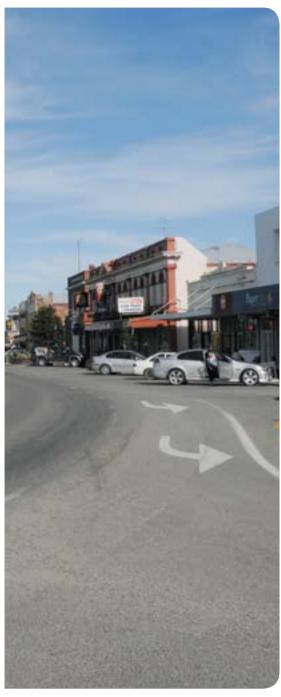
The three key pieces of legislation relating to the management and provision of open spaces are the Reserves Act 1977, the Local Government Act 2002 and the Resource Management Act 1991. These Acts have been taken into account in the development of this strategy. Further detail about how these Acts impact on the provision and management of open spaces is set out in Appendix 1.

Open spaces play an important role in achieving our vision and aspirations for the Southland District. The diagram

below shows how this strategy fits with legislation, supports local aspirations and directs other key Council plans, such as the Long Term Plan, District Plan and Reserve Management Plans.

The diagram also shows that as land use and management is inter-related with other environmental processes and therefore other agencies that manage them. Southland District Council also takes into account the objectives and goals contained within other regional environmental management strategies. These include Te Tangi a Tauira - Ngāi Tahu's Regional Management Strategy for Southland, the Department of Conservation's strategies and plans and Environment Southland's plan.





CHALLENGES AND OPPORTUNITIES

Population change

Our population is changing and this is likely to have an impact on how much, what type and where we need to provide public open spaces in the future. We may also need to change the way in which we design, manage and maintain our public open spaces to suit the future needs and preferences of our communities.

Our population is growing but is likely to decline in the longer term - The population of Southland District grew by 4.1% between 2006 and 2013. However, population projections suggest that in the longer term the population of Southland may decline.

Our population is ageing – The population of Southland Region is ageing at a greater rate than New Zealand overall. In addition, Statistics New Zealand Subnational Population Projections (2006, base) predict that Southland Region will continue to have a net migration loss of people between the ages of 15 and 29 and a substantial net migration gain of those over 65. In 2013, the median age of Southland's population was 40 years, while nationally; the median age was 37 years . By 2021, projections suggest that the Southland Region will have more elderly residents than children.

Our population is diverse – The District has a predominantly European population, with an 11.4% Maori population, according to the 2013 Census. (Statistics NZ). This is changing with recent increases in migrant populations, including Asian, European, African and Pacific groups. As our population grows more diverse we need to ensure that we understand the needs and preferences of different groups in our community so that we can plan and provide open spaces to meet the needs of all parts of our community.

Declining townships, expanding fringe areas

Planning for and managing public open spaces and other types of infrastructure is challenging with a highly dispersed population across a large land area with multiple townships and settlements, some of which are small and geographically distant. As our population grows and our settlement patterns shift it is likely that demand for and usage of public open space will change.

Where we want to live is changing - Around half of our population live in a rural environment, while the balance live in one of the District's 28 settlements. A new spatial pattern in where people are choosing to live in Southland is emerging. Population change between the 2001 and 2013 Censuses shows a decentralisation of population in the District. Census data shows that the population of some townships is decreasing whilst the population is increasing in surrounding areas. However, as a large part of the District's population reaches retirement age, it is possible that the trend will reverse. Older people may move to townships to gain better access to services, creating rural hubs in Te Anau and Winton, and the areas surrounding Invercargill.

Changes in community preferences and recreation trends

Our open spaces provide abundant opportunities for recreation and sport. Walking, tramping, gardening, cycling and mountain biking, swimming and fishing are among the recreational and sporting activities that we most commonly participate in. However, as our population ages and changes this may change and we may face competing demands for the way in which our open spaces are used for recreation and sport. When new sports and recreational pursuits become more popular demand grows and people, groups and clubs increasingly want to use open space which may already be used for other more traditional activities. We need to balance these demands.



Environmental pressures

Our environment, open spaces and native wildlife are affected by climate change, the pressures of human habitation and usage for economic and recreational purposes. While environmental pressures are generally mitigated through the District Plan, it is helpful to recognise the effects on our open spaces within this strategy as well.

Our climate is likely to continue to change in the longer term. Over the longer term climate change is expected to result in more frequent extreme weather events such as droughts or floods and sea levels may rise. Our open spaces and native biodiversity are likely to be affected to a greater or lesser degree depending on their sensitivity and ability to adapt. Our native biodiversity is important and some of our public open spaces already contain or could be planted with native trees and plants.

Our beautiful natural environment, rivers, lakes, mountains, open plains and rugged coastline and our native wildlife are treasured assets which must be protected and preserved for the pleasure and enjoyment of future generations.





VISION

A treasured network of open spaces that celebrate and enhance our natural environment and is appreciated and enjoyed by current and future generations

PRINCIPLES

The principles below underpin the way we will work to achieve the outcomes and vision set out in this strategy. We will:

- Involve the community in managing and maintaining open space
- Take the long view consider future generations
- Make best use of the network of open space and assets that we already have
- Ensure we use our resources wisely and work within financial constraints
- Transparent and accountable decision making and management
- Work with partners and stakeholders to achieve outcomes



OUR OUTCOMES AND STRATEGIC PRIORITIES

Our natural environment and landscape is treasured and cared for by all; now and into the future our natural environment is critical to our wellbeing.

Access to reserves and open spaces across the District helps to increase understanding and awareness of the value and importance of our environment. Our open spaces provide the opportunity to protect special landscapes and areas of ecological value and to enhance the quality of our environment. They provide opportunities for education and lifelong learning whilst also creating opportunities for the community to participate in caring for and enhancing our environment.

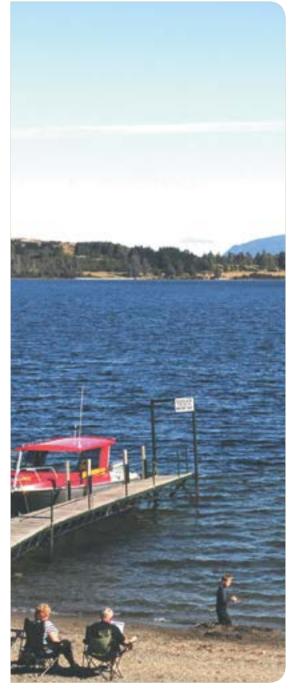
Council, as a landowner, has the opportunity to use its network of public open space to preserve and protect our natural environment and native flora and fauna. Council will prevent the planting of pest plants in our open spaces, under the 'good neighbour' principle.

Council can also work with other agencies and private landowners to preserve and enhance our special places and natural environments.

Tourism, particularly eco tourism continues to be a major contributor to the Southland economy. Whilst many visitors may come to Southland to visit national parks such as Fiordland and Rakiura, Council is also a provider of parks and open spaces which are used by visitors. The provision of high quality public open space and infrastructure has benefits for both visitors and local residents alike. Council recognises the potential detrimental effect of increasing visitor numbers on our natural environment and acknowledges that these effects need to be managed and mitigated.

Outcome	Strategic Priorities	We'll Know We're Succeeding When
Our natural environment and landscape is treasured and cared for by all; now and into the future	 Celebrate our natural and unspoilt landscape and coast Protect and enhance our natural landscape and ecological areas Conserve and enhance our native biodiversity Increase education and awareness 	 Our natural assets and biodiversity are enhanced People care for our environment and actively participate in local projects







Our open spaces encourage and enable a wide range of people to play and enjoy a range of sports

Physical activity is beneficial for our health and wellbeing. Our open spaces, sports fields and surfaces provide opportunities to participate in sport and physical activity. Both organised and informal sporting activities provide opportunities to participate, keep fit, meet people and learn new skills.

Ongoing planning is required to ensure that the open spaces network meets the changing needs and preferences of our communities. Many groups are involved in providing recreational facilities. It is important that all parties co-ordinate their efforts to avoid duplication or gaps in provision.

Council will continue to monitor community and visitor preferences and needs and work with providers and other groups to ensure a coordinated approach.

Outcome	Strategic Priorities	We'll Know We're Succeeding When
Our open spaces encourage and enable a wide range of people to play and enjoy a range of sports	 Provide a range of sports fields and surfaces to meet changing demands and community needs Through the provision of public open spaces - provide opportunities to participate and excel in sport 	 Our communities participate in sports Our communities are more active Our public open spaces, sports fields and surfaces are well used

Our open spaces are enjoyed and used for a wide range of active and passive recreational activities

Both active and passive recreational activities play an important role in our sense of physical and mental wellbeing; enabling people to participate fully in work, family and community life.

Southland District has a network of quality, well maintained reserves, parks, open spaces and playgrounds.

Changing demographics and changing recreational preferences mean that Council needs to regularly reassess the amount, location and types of parks and public open spaces that we provide to ensure continued passive recreational opportunities such as dog walking, and relaxing in our environment.

Outcome	Strategic Priorities	We'll Know We're Succeeding When
Our open spaces are enjoyed and used for a wide range of active and passive recreational activities	 Provide for diverse recreational needs and enjoyment Through the provision of public open spaces – provide opportunities to participate in a range of recreational pursuits 	 Our communities participate in a wide range of recreational activities Our public open spaces are well used for a variety of recreational activities Our communities have improved mental and physical health









Our open spaces are places where our communities meet, connect and celebrate

Public open spaces provide places for people to meet, connect, and interact, increasing social cohesion and strengthening our community spirit. Our public open spaces are used by our communities for a range of events and activities.

This provides our communities with the opportunity to enjoy and celebrate local identity and helps to ensure that our communities are thriving vibrant places to visit, live, work and play.

Outcome	Strategic Priorities	We'll Know We're Succeeding When
Our open spaces are places where our communities meet, connect and celebrate	 Public open spaces are used by our communities for a range of events and activities Provide public open spaces that encourage our communities to meet and connect Celebrate our culture and history 	 Public places and open spaces are well used by people of all ages People of all ages connect and participate in civic and community life We have a diverse range of well attended festivals, events and cultural activities that celebrate who we are Residents of all ages have a good quality of life Non-traditional uses of open spaces, such as farmer's markets

Our open spaces reflect and celebrate our history, our people and our local character

Some of our public open spaces are also special places which contain community buildings such as community halls, heritage buildings and monuments. These are often the places where we gather as communities or to commemorate and celebrate our history. Community orchards and heritage fruit trees are an example of conserving heritage and celebrating local character.

These places and facilities give our communities a sense of identity, but as our communities shift or decline we need to plan to manage our network so that it continues to

deliver good value, whilst protecting and preserving those things that we value most.

Council will work in partnership with communities and other agencies to achieve this.

Our public open spaces provide opportunities to protect and preserve places and sites that are of special significance to Tangata Whenua. Council will continue to work with all our Runanga and with Te Ao Marama Inc., including to, identify sites and areas that are of significance, to ensure access and to encourage joint management of reserves and public open spaces that are of special significance.

Outcome	Strategic Priorities	We'll Know We're Succeeding When
Our open spaces reflect and celebrate our history, our people and our local character	 Reflect our communities' identity, needs and views Facilitate and support diverse and multi cultural usage Use public open spaces to create attractive and welcoming places and areas Conserve cultural and historic heritage Provide places and spaces that attract businesses and visitors 	 Our townships and communities are vibrant and pleasant environments Our history and cultural heritage is preserved and celebrated





Our open spaces are safe, well designed and welcoming

Well-designed public open spaces which reflect the local character of our landscape and distinct communities can promote a source of community pride. When our communities feel safe and have a sense of pride in our public open spaces they are more likely to use and enjoy these spaces. We want our public open spaces to be accessible and all members of our communities to have the opportunity to access the things that they need to have a good quality of life. Southland District Council's Smoke Free Open Spaces Policy aims to promote healthy lifestyles and discourage smoking in public outdoor areas where people, particularly children and young people, gather.

As our communities change and grow there may be demand to use our public open spaces for different recreational activities.

We want to encourage all parts of our communities to use and enjoy our parks and open spaces but need to be mindful that how our parks are used can impact on nearby residents and on other users. We need to balance these demands.

Safety will be of high importance in our open spaces. All equipment in open spaces will continue to be fit for purpose, and meet all health and safety requirements. As well, we will meet the accessibility needs of our residents.

We will endeavour to keep our open spaces safe, and free from crime.

Outcome **Strategic Priorities** We'll Know We're Succeeding When Create safe, accessible and We have a sense of pride in where we Our open spaces are safe, well designed and enjoyable places welcoming to all Our public open spaces are well used for Ensure design reflects local character and landscape a variety of recreational activities Ensure quality, innovative and creative design Balance competing demands for the usage of public open space Design and manage fit for purpose public open spaces

Our network of open spaces meet the needs of current and future generations

Southland District has a significant network of quality, well maintained reserves, parks and open spaces. But ongoing research is needed to ensure that Council understands and is responsive to changing needs and preferences. Ongoing planning is required to ensure that Council's network of public open space meets community needs both now and for future generations. To assist with good decision making, Southland District Council has put in place criteria that will be used when making decisions about strategic acquisition and the divestment of public open spaces. These are set out in Appendix 2.

Many of Southland's parks and reserves and associated facilities such as community halls are administered an managed locally.

Outcome

Our network of open

spaces meet the needs

of current and future

generations

This is advantageous to both the users and to Council as reserves and facilities can be managed to meet the needs and preferences of the local community. However, this approach makes planning and decision making at the district level more difficult and means that our local public open spaces may not be consistently managed. Council remains committed to promoting local administration, in accordance with Council strategies and plans. Council will continue to take an overview role, to provide guidelines to local administrators and to support and facilitate good

naking decisions about the estment of public open bendix 2. reserves and associated als are administered and	administrators and to support and facilitate good management and decision making.
Strategic Priorities	We'll Know We're Succeeding When
Understand what we already have - identify and respond to gaps in the network Ensure public open spaces are appropriately located and accessible Plan for demand and changing needs Promote our public open space Link our network of public open spaces	es





PUTTING OUR STRATEGY INTO ACTION

The aspirational vision and outcomes set out in this Strategy will be put in place through key Council plans such as the Long Term Plan, District Plan and Reserve Management Plans and through our Public Open Spaces Action Plan.

The Public Open Spaces Action Plan forms a compendium document to this strategy which will be reviewed and updated by Southland District Council at least every three years, to inform the development of the Council's Long Term Plan.





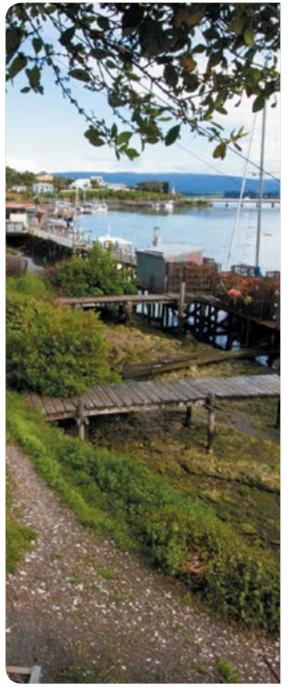
MONITORING AND MEASURING THE SUCCESS OF THE STRATEGY

We will monitor and review whether we are successful in achieving the outcomes set out in this strategy. This will help us to understand whether our approach to providing, managing and maintaining our public open space is helping us to achieve our aspirations.

Progress towards the outcomes set out in the Strategy will be monitored and reported on in Council's Annual Report, our Annual Customer Survey and through other Council reports.

Environment Southland also undertakes research and produces a State of the Environment Report which will help us to understand the health of our natural environment and biodiversity.

We will review this strategy after five years.





APPENDIX 1: KEY LEGISLATION

The Reserves Act 1977

The main purpose of the Reserves Act 1977 is to protect reserve land and ensure that it is available for public use and enjoyment. Council has responsibility under the Reserves Act 1977 for the management of reserves within the District. As part of this function the Council, as an administering body under the Reserves Act 1977, is required to prepare management plans for the reserves that it controls. Management Plans under the Reserves Act outline Council's general intentions for use, development and maintenance of its reserves.

Local Government Act 2002

The LGA includes a wide range of provisions relating to the operation of local government, many of which impact directly or indirectly on the management and operation of parks. It also puts restrictions on local council to dispose of land set aside for recreation or community use such as parks and reserves not protected by the Reserves Act.

Resource Management Act 1991

The Resource Management Act 1991 requires Council to prepare a District Plan "to promote the sustainable management of natural and physical resources". The plan seeks to manage land use activities on the basis of their effects on the environment. Council has a number of different roles with regard to reserves and open spaces including as a landowner, an advocate and as a regulatory authority under the Resource Management Act 1991. The District Plan, this Strategy and associated General Policies For Reserves and Open Spaces operate in a hierarchical manner to guiding management of reserves and open spaces and the preparation of management plans.

Other Acts and Standards

The Southland District Council also has obligations under the Health and Safety in Employment Act, Treaty of Waitangi, Ngãi Tahu Claims Settlement Act and the Building Act. In providing for reserves and open spaces the Southland District Council must be aware and take into account the matters and tasks that must be performed under these Acts.

Over recent years a system of standards for safety in New Zealand and Australian playgrounds has been developed. Although the standards are not mandatory it is recognised that the standards set a minimum level of acceptable care, by industry experts. Council must take these standards into account for all facets of playground design, installation, surfacing and maintenance.

APPENDIX 2: ACQUISITION AND DIVESTMENT CRITERIA

Acquisition Criteria

Land being considered for acquisition as public open space should:

- Protect significant historic heritage, natural features or significant amenity landscapes.
- ii. Improve the physical, ecological, recreational or landscape linkages between places.
- iii. Secure or improve access to and along water bodies.
- iv. Provide accessible quality open space and recreation opportunities.
- v. Improve recreational opportunities, or access to or use of underutilised reserve areas.

Divestment Criteria

Southland District Council will consider the following criteria when determining the revocation of the reserve status of land and its consequent sale:

- That the purpose for which the land was originally obtained and classified under the Reserves Act 1977 is no longer relevant either at present, or in the foreseeable future.
- ii. That current or foreseeable future usage of the land for reserve purposes is unlikely, or that greater benefit could be obtained by disposing of the land so that other land can be purchased elsewhere.
- iii. That the revocation and disposal will be advantageous to Southland District Council.
- iv. That funds obtained through selling such land will be used for reserve development purposes within the District.
- v. That due consideration is given to relevant community opinion concerning land disposal.
- vi. That consideration is given to disposing of smaller parcels of land where the proceeds can be used to rationalise reserve distribution



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