

OCEAN BEACH DOMAIN

LOCAL PURPOSE (COASTAL PROTECTION) RESERVE

MANAGEMENT PLAN

Prepared by the

Recreation Planning Department
Dunedin City Council

in association with:

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PREFACE

This management plan has been prepared by the Dunedin City Council for the Ocean Beach Domain, an area of land standing between the city and the Pacific Ocean which affords protection from the natural forces of the sea for low lying residential areas.

The Dunedin City Council inherited control of the domain from the Ocean Beach Domain Board as a consequence of local body reorganisation in 1989. The land was vested in the Ocean Beach Domain Board by the Ocean Beach Domain Act 1892.

The Dunedin City Council considers that the powers given under that Act to manage this area are now insufficient for the purposes of good management.

The Council has therefore resolved to request Parliament to repeal the original statute, and to declare the land a reserve subject to the Reserves Act 1977, vested in the Dunedin City Council.

It is intended that in vesting the reserve, Parliament will classify the reserve for Local Purpose (Coastal Protection) purposes. This will bring the administration and management in to line with similar reserves.

In anticipation of the change of status, the Council has prepared this management plan for the area following the procedures set down in section 41 of the Reserves Act 1977. It includes input from members of the public, and is intended to cover the management of the Domain for the next five years at which time a review will take place.

Richard Walls
Mayor of Dunedin

1. INTRODUCTION

1.1 Location

The Ocean Beach Local Purpose (Coastal Protection) Reserve forms the greater part of the boundary between the urban area of the City of Dunedin and the southern Pacific Ocean. Its orientation is generally east/west and it stretches from beyond the headland at the St Clair salt-water swimming baths (but does not include the baths) at the western end to Lawyers Head in the east, a total distance of about 4 kilometres. Lawyers Head itself is included in the domain.

The southern boundary of the domain is the Mean Low Water Mark of the ocean with the exception of a strip of Crown land around Lawyers Head. On the northern side the domain adjoins the Esplanade at St Clair, Victoria Road and the rear boundary of properties in a variety of ownerships both public and private. These include private residential land at the St Clair end of Victoria Road, other Dunedin City land, Defence Department land, Tahuna Park Showgrounds and Motor Camp, the Dunedin Waste Water treatment plant and Chisholm Park Golf Course.

While the protected area is relatively narrow at St Clair, being only the width of the beach from low water to the sea wall, it increases in depth towards Lawyers Head. It also incorporates a number of areas known by other official or local names such as Marlow Park, Kettle Park and Hancock Park. The domain has the shape of a wedge with a minimum width of 10 metres in the west and a maximum of approximately 400 metres in the east.

By its nature and location the Ocean Beach domain includes the City's nearest and most popular beaches. The beaches support the usual range of passive and active recreational pursuits, and the sand dunes, which are now quite heavily modified, are the subject of a wide range of recreational activities and entertainments. It is used by the population of the greater Dunedin area.

1.2 Legal Description

The legal description of Ocean Beach reserve is as follows:

- i Lot 3 DP 12786
(Gazette Notice 1973 p480)
Area: 126M2;
- ii Sections 9, Block XII Dunedin and East Taieri Survey District
(s.2, Reserves and Other Land Disposal Act 1963)
Area: 2800M2;
- iii Section 14, Block XII Dunedin and East Taieri Survey District.
(s.10 Reserves and Other Land Disposal Act 1971).
Area: 182m2;
- iv Section 15, Block XII Dunedin and East Taieri Survey District.
(Ocean Beach Domain Act 1892, s.13 Reserves and Other Land
Disposal Act 1929 and Gazette Notice 1884 p164.
Area: 36 ha;
Pt Section 48 Block VII Otago Peninsula Survey District.
Ocean Beach Public Domain Act 1892, Gazette Notice 1884 p164 and
s.35 Reserves and Other Land Disposal Act 1927.
Area: 61.7893 ha.

There are two additional areas which were part of the Ocean Beach Domain. These areas are physically separated from the beach and its environs and adjoin Culling Park to the north of Victoria Road. It is proposed that these will not be managed as part of Domain in its capacity as a Local Purpose (Coastal Protection) reserve under the Reserves Act 1977. Instead they will be classified as recreation reserve and managed as part of the adjoining sports fields at Culling Park.

The total area of land contained in the reserve is 98.4834 hectares and it is held in certificate of title 13A/1471.

1.3 Control and Management

From 1892 when it was established, until the local body amalgamations which took place in 1989, the area was under the control and management of the Ocean Beach Domain Board. This was an independent statutory authority made up of individuals appointed by the local territorial authorities. These authorities were rated to provide finance for the Board.

The Board was dissolved by clause 6(1) of the Local Government (Otago Region) Reorganisation Order 1989, and placed under the control of the Dunedin City, Council, as a result of clauses 121 (d) and 129 (1). The land is part of the portfolio of parks and reserves in the care of the Recreation Planning department.

On the landward side of Mean High Water Springs (MHWS) planning jurisdiction under the Resource Management Act 1991 lies with the Dunedin City, Council. To the seaward side of MHWS the jurisdiction is with the Otago Regional Council. The Domain had no District Scheme and is therefore not covered in the Dunedin City Council's District Plan. Any developed must be considered under the appropriate transitional provisions of the Resource Management Act. The areas straddles the boundaries between the Regional and City, Council and therefore a resource consent for development will be required from the Otago Regional Council for activities below MHWS and from the Dunedin City Council for activities above MHWS".

1.4 Name

Access

The domain is open to the public, with the exception of land which has been the subject of an agreement for exclusive use. There are some twenty five such occupiers of parts of the domain with short term tenancy agreements.

Much of the land has direct road frontage from Victoria Road. The roads known as Moana Rua Road and John Wilson Ocean Drive are part of the domain lands, and are not legal roads. These provide access within the area, and facilitate the use and enjoyment of the public.

1.5 Classification

The City, Council, as the administering body of the reserve, is required by Section 16 of the Reserves Act 1977 to classify the reserve according to its principal or primary, purpose .

The Reserves Act gives a range of seven classifications to choose from, namely: Nature; Scientific; Scenic; Historic; Recreation; Local Purpose; Government Purpose. In the case of the latter two there is a bracketed qualification which identifies the specific proposed or actual use which the local or central government agency, intends for the reserve.

In the case of the Ocean Beach domain, and in terms of the criteria for the various classifications, only two of the above are suitable for consideration in this case. These are Recreation, and Local Purpose with some qualification to more fully, define its purpose.

It is clear from the Ocean Beach Domain Act 1892 that the intention was to protect the sandhills from depletion with a view to giving protection to the low lying areas of South Dunedin. This area had been susceptible to inundation from the sea from time to time, being easily and extensively flooded if the sand dunes were breached during periods of high seas experienced in times of storm conditions.

Over the following ninety-plus years however, recreation became a significant use of the domain so that at present a major proportion of the land has been given over to active recreational pursuits of one form or another, and in some cases to related commercial activities.

The City administration is nonetheless resolute that the prime function of the area is 'one of coastal protection, and that the classification of the domain should reflect this in an appropriate way. It therefore proposes to classify the Ocean Beach Domain as a Local Purpose Reserve for the purposes of Coastal Protection. It will thence forth be known as the Ocean Beach Local Purpose (Coastal Protection) Reserve.

It will subsequently be recognised, through the mechanism of this management plan, that recreation is the secondary purpose of the reserve, and it will be managed accordingly.

The formal name of the area is the Ocean Beach Domain Local Purpose (Coastal Protection) Reserve. It is proposed that it shall continue to be generally, known as Ocean Beach Domain.

2. RESOURCE DATA

2.1 Physical Description

The physical features of the south and north ends of the Ocean Beach area are the result of weathering and erosion of volcanic rocks formed during three major eruptive phases, the first which commenced in the mid-Miocene times (approximately 20 million years ago). These mainly basaltic volcanic rocks have been built up on a basement of Tertiary sediments.

Major faulting and folding occurred in the Dunedin area during the late Pliocene or early Pleistocene period (7 million to 2 million years ago). Signal Hill and Otago Peninsula formed parallel ridges with a valley between, which is now the Otago Harbour. Port Chalmers, Goat Island, Quarantine Island and Portobello Peninsula represent a ridge which runs at right angles as a result of folding along the major axis. There appears to have been two watersheds, with one river draining to the northeast and the other to the southwest through what is now St Kilda.

A rise in sea level at the close of the Pleistocene drowned both valleys, creating the present harbour and leaving the Peninsula as an island. Due to longshore drift and the deposit of material originating from mainly the Taieri and Clutha Rivers, the island was eventually joined to the mainland by a sand bar, often referred to as the St Kilda Tombolo. Sediment soon built up behind the sand bar, creating a lagoon. This lagoon silted up over time and the area became a low-lying, swampy marshland, as it remained until the settling of Dunedin by European migrants in the 1840's.

The present domain is 98 hectares in area, about 4 kilometres in length, and varies in depth from 10 to 400 metres. It can be considered in four physical sections. The first is the rocky coastline from its western most limit to the St Clair baths. This is a narrow strip which is generally inaccessible and falls mostly within the tidal range.

The second physical area is that which is bounded by the sea wall from the baths to its northern extremity passed the St Clair Surf Lifesaving Club building. This section has been heavily modified, the sea wall adjacent to the Esplanade having been constructed in 1915. The beach remaining in front of this wall undergoes considerable change during high energy or storm conditions, but it is no longer free to act in accordance with the natural processes. It is however the most popular part of the beach with the public, and attracts wide interest from the surfing community.

The third section stretches from the end of the St Clair sea wall to the surf club buildings on the crest of the dunes at the beginning of John Wilson Ocean Drive. It consists of a narrow frontal dune which has suffered varying degrees of modification, with residential sites adjoining at the west end, and a much modified area of former dune towards the east. Much of the landward area has been levelled and converted into playing fields for a variety of active sports.

There is some evidence of "end effect" for approximately 150 metres from the sea wall, which has been treated with the placement of heavy fill, but the dune has apparently, reached a new state of stability over the 75 years the sea wall has been present.

fields, Tahuna Park and the Chisholm Park Golf Club. There is evidence at the extreme western end that a new frontal dune is forming in front of the present one. This section, and the domain as a whole, is completed by the dominant physical presence of Lawyers Head.

There is no part of the domain which has not been modified in some way. Some early efforts were made to stabilise the dune system, but more recent actions have tended to reduce the protective value to a single line of frontal dunes without the support of the earlier dune system.

2.2 Historical Maori Use

The area covered by this management plan has a history of pre-European use by the tangata whenua, namely the Kai-Tahu, the Kati-Mamoe and the Waitaha of ancient times.

The area now known as Ocean Beach Domain includes places of Mahinga Kai (food gathering places), camp sites and what was once part of the network of main travel routes for the pre-European Maori. Travellers going to and from points on the Otago Peninsula would land their canoes near Anderson's Bay Inlet and travel overland to the sand dunes, Rakiatea, on the ocean side, at times camping overnight before journeying south using the coastal route.

An old village existed near Puketahi, the hills overlooking Anderson's Bay Inlet. The area of Tomahawk, "Tomahaka", would have been an important Mahinga Kai. The lagoon was known as "Karo Woka Piripir" and would have been a source of food, and the area of the sand dunes here would have been used as campsites by parties of hunter/gatherers.

Lawyers Head has a major name, which is Te Ika a Parchika, Maori Head was known as Otane and the high cliffs at the southern end were known as Kurumahaka.

2.3 History of Administration

By 1876 Dunedin had grown considerably, and its outer limits had reached the back of the St Kilda sandhills. At this time there were Boroughs of Caversham, South Dunedin, St Kilda, Mornington, Roslyn, Maori Hill and North East Valley. The general area had been declared to be Crown land.

As early as 1876 the St Kilda Borough was making representations to the central government, and in particular the Waste Lands Board, seeking control of the sandhills. There had already been periodic flooding of residential areas and the dunes were being used as a dumping ground for dead animals, garbage and night soil. The Borough was also concerned about the removal of sand and its relationship with potential flooding.

It appears that considerable quantities of sand were removed in these early days by central Government agencies for the purposes of reclamation elsewhere in the city. In 1884 the Government vested the control of most of the sandhills in the Ocean Beach Domain Board, the first board being gazetted on 14 February, 1884. Some other areas had already been separated out and allocated to other bodies, notably the "Central Battery" of the Defence Department and the showgrounds at Tahuna Park-to the A & P Society. This was followed in 1892 by the Ocean Beach Public Domain Act in which the establishment of the Board and its finances were settled.

During the period of the chairmanship of the Board of J H Hancock (1902~ 1929), it appears that the management became more oriented towards the maintenance and improvement of the sandhills. It seems that the controversy over the removal of sand by various authorities and the general public died away. Presumably the demand for material reduced as the reclamation in the harbour was completed.

The decade of the 30's saw the first appearance of many of the recreational organisations which now occupy sites on the domain. Other bodies have sought to locate in this area and through the 1940's and 1950's new occupancies were permitted. The 1970's saw the development of commercially run entertainments and the

provisions of services to the recreating public. The domain as a whole is therefore now the focus of a wide range of recreational pursuits with varying degrees of requirement for location in this coastal margin.

According to the "Planning and Management Scheme for the Ocean Beach Domain" an unpublished document prepared by the Domain Board in the 1980's, the Board became a town and country planning authority as a consequence of the Town and Country Planning Act 1977, and was required to have a district scheme. It had somehow managed to escape the jurisdiction of the Reserves Act 1977 and was therefore not required to have a management plan in terms of that act.

The above mentioned publication was an attempt to satisfy the requirements of both pieces of legislation by recording the matters upon which the Board had resolved policy decisions or directions for future management. The publication limited itself to matters of strategic policy rather than devising detailed development or management proposals for the Domain.

In 1989, after 105 years of existence, the Domain Board was disestablished and its functions passed to the enlarged Dunedin City Council.

2.4 Existing Recreational Use

It appears that from quite early, in the history of the domain, the area was seen as having potential for recreation, once the fundamental objective of protecting the low lying lands of Dunedin from being inundated by the sea had been achieved.

It is clear from the 1892 empowering legislation, however, that the recreational activities were seen as of a minor and generally transient nature. This is highlighted by, the provisions in the act which allow only for the temporary occupation of the domain for such purposes, specifically s.32:

"The Board shall have the power -

- (1) To grant licences for the temporary occupation of lands for booths, stands, stalls, tents, and bathing machines, and to fix and exact fees for the same;
- (2) To allow for the removal of sand and earth from the said land, but so as not to injure the land from which the same is taken; and to charge fees for the removal;
- (3) To grant licences for the plying for hire with vehicles, horses and asses on the said land and beach, and to fix and exact fees therefor. "

The activities Permitted appear to those traditionally associated with the seaside in the late nineteenth and early twentieth centuries

Having achieved some level of coastal stability under the chairmanship of Hancock, there appears to have been a slow but steady growth in the number and range of activities taking place on the domain. While this began with the establishment of the St Clair Surf Life Saving Club building in 1911, the periods of greatest development appear to have been in the 1930's and 40's with the location of most of the present organisations on the domain. Only a very few of the existing uses of the domain have been established since this time.

It is significant that none of the activities which have invested capital sums, and in some cases quite substantial amounts, have any security of tenure over the land" on which there assets are placed. This follows from the lack of provisions in the original act to allow this and has been unavoidable. It is one of the stated

intentions of the recent changes to the administration with respect to the controlling legislation, to give better security to those occupying lands of the domain.

A full list of present occupiers, and a map showing their location may be found at pages 10 and 11. There is also a number of other bodies which have at sometime sought tenancy within the domain.

In addition to the use of the domain by, "organised" recreational pursuits, the public of greater Dunedin make use of the area to a considerable extent. The beach area is used for typical sea-side family recreation including picnics, swimming- and playing, it is also a popular jogging and walking route, a dog exercise area and to some extent a "wilderness" or natural area. The children's play, area, with its adjoining mini-golf, bumper boats, and electric mini vehicles, is a popular place for young families.

2.5 Existing Commercial Use

Use of the domain for commercial purposes is a relatively modern phenomenon. To date commercial activities are related to recreational opportunities, or to the provision of entertainments and ancillary services. In particular there are the mini-golf and bumper boat operations run by the Happy Days Corporation at Marlow Park and the Tahuna Motor Camp adjacent to the showgrounds. In addition there is the Noah's Ark restaurant, tea rooms and take away facility. The most recent addition is the surf raft trips based in the old Moana Rua Surf Club rooms at middle beach.

2.6 Scenic Qualities

The domain itself has some, though mostly unappreciated intrinsic scenic qualities. It has been heavily modified over its total area and is intensively used for a wide variety of unrelated activities. The area does not have a single identity but is recognised as a number of separate parks. The lack of an overall plan has left some areas looking unkempt and neglected.

There are some views of it, however, which are significant. The hill suburbs of Tomahawk, Highcliff and Waverley to the east, and St Clair, St Clair Park and Kew to the west have a commanding view of the coast, the south city area and in some cases the harbour. The green belt running along the sea edge enhances that view, especially since it is from a distance, which minimises the impact of the untidiness and lack of cohesion of the "improvements".

The most generally used scenic attribute of the domain is the view of the southern coast line which can be obtained from John Wilson Ocean Drive and the Wright Memorial at Lawyers Head. To a lesser extent John Wilson Ocean Drive provides visual access to the beach and seascape between the St Kilda Surf Club and Lawyers Head.

Those who walk, jog, run or play golf in the area at the east end of the domain do, however, experience a view of the expansive coastal scenery encompassing Lawyers Head, the wide sweep of coast to the south west, the headlands at St Clair and beyond, and the impressive surf pounding on the beach. These views are concentrated on features generally outside the domain, but are only, available from within its boundaries.

2.7 Recreational Potential

The domain has reached its capacity in terms of organised recreational pursuits, and in some areas may, have use greater than its ability to sustain.

However, there are parts of it which could sustain greater and more intensive use which is more passive, less organised and does not require the provision of flat areas or expensive facilities.

The beach itself is a particular example. Wider and more varied use may be possible for a redeveloped John Wilson Ocean Drive, which with sensitive detailed design and careful development and management, could provide greater opportunity, for passive recreation.

Occupiers of the Ocean Beach Domain

Chisholm Park Golf Club
Dunedin Rugby Football Club
Dunedin Stadium
East Otago Smallbore Rifle Association
Forbury Park Bowling Club
Forbury Park Trotting Club
Happy Days Corporation
Hurricane Rod and Custom Club
Noahs Ark
O'Gorman J1)
Ocean Beach Scout Group
Otago, Agricultural and Pastoral Society
Otago Model Engineering Society
Otago Netball Union
Otago, Railway and Locomotive Society Ltd
Otago Tennis Association
Pirates Rugby Football Club
Pirates Squash Club
St Clair Scout Group
St Clair Tennis Club
St Kilda Surf Lifesaving Association
St Patricks, Scout and Guide group
South Coast Youth and Cultural Foundation Trust Board
Surf Rafting Dunedin Ltd
Watea Croquet Club

3. ISSUE ANALYSIS

3.0 Introduction

There are a number of important issues facing the managers of the Ocean Beach Domain. The resolution of these issues through the management planning process, and the creation of subsequent policies consistent with those fundamental decisions, will set a framework for management within which the Dunedin City Council and its managers can operate with confidence.

In addition, the public will have had the opportunity to contribute their views, opinions and expertise in the formation of these guide-lines, and in the identification of other possible management issues. The publication and calling for submissions on this plan at various stages, is part of that public involvement process.

3.1 Coastal Erosion

The original purpose for the establishment of this area as a domain was to protect the sandhill area from removal, degradation and abuse. In part this was a reaction to the actions of some individuals, but there was also a recognition that the coastal edge would be able to provide a source of recreation related to activities which were becoming recognised, popular and even fashionable in the late nineteenth century.

The most significant motivating factor however, was repeated inundation of the low lying residential areas of the rapidly expanding City of Dunedin. This was seen to be a matter of importance and urgency by the local community, but took some time to be resolved.

Concern for the stability of the coast has been expressed in the more recent past also. In 1979 the Dunedin Metropolitan Regional Planning Authority commissioned a report by Dr R M Kirk, coastal geomorphologist, on all of the beaches within its area. In 1991, the Dunedin City Council requested Dr Kirk to return and update that report with specific attention to the Ocean Beach coast.

It has been confirmed by Dr Kirk that the beach in the area this management plan is concerned with is in long term stability or has a mildly positive sediment budget, that is, it is slightly accretional. The beach was probably in a stable regime before arrival of the city and its inhabitants. Having undergone considerable modification, and in particular a period of removal by the citizenry, it became unstable. This has been corrected as a result of the ceasing of extraction and aided by the Marram Grass planting programmes introduced some time ago.

Having established this basic position, it is critical to recognise that the natural functioning of the beach and its attendant sand dunes requires it to have the ability to change shape in response to changing weather conditions. To be specific, during the times of high sea energy which occurs with storm conditions, the beach and dune system acts as a buffer zone which protects the assets behind it. The dunes themselves will therefore be eaten into during these conditions, but will be naturally returned in the calm period which follows.

The important facets of management of this nature are:

creation of a protection zone which precludes modification of the natural buffer which contains the beach and dune system;

avoidance of the placement of capital intensive assets within the area being used as a buffer zone;

retention of sand in the dune system, (usually by planting and care not to encourage sand blow-outs by human activities);

acceptance of Damage" to the beach and dunes during storm conditions.

Damage is referred to in the context of the beach fore dune being modified by the natural actions of the sea under certain prevailing but short term, weather conditions. This should not be interpreted necessarily as damage which has to be repaired by other than natural processes, which will occur when the specific weather conditions change, though which may only happen very slowly relative to the speed at which the damage occurred. A broad view, including probabilities and time spans for rises in sea level and consequent effects should be taken and a better local understanding should be obtained.

The issue of coastal erosion is therefore one of judicious management in order to maintain and enhance the natural stability of the beach system and to ensure that nothing is done which leads to instability, of any part of it.

3.2 Landscape Management

Ocean Beach domain has existed in the legal sense for a hundred years, and is heavily used by, a wide section of the Dunedin public. In spite of this the area tenures. Unlike the Town Belt for instance, the Ocean Beach Domain is not perceived by, the public at large as a large multi -functional public space but as group of neighbouring parks.

The area does have a unity of function for its entire length, that of protection for the City, and while it is made up of many parts which vary in use, it should have a visual cohesion that enables it to be identified as a single public resource. There are management actions that can be undertaken to enhance the appearance and linkage of the various parts and create a public perception of the Ocean Beach Domain.

There are also recently, developed techniques related to the use of particular types of plants which can be used to encourage the development and stabilisation of sand dunes, while also adding to the quality of public amenity. There is considerable potential within the domain to improve the level of enjoyment of the area while assisting in meeting the primary function of coastal protection.

3.3 Vehicle Parking

As a result of the intensity, with which some sites are used, car parking in the general environs has become a matter of some importance and urgency. In particular the Dunedin Stadium and the Pirates Football/Squash Club-Marlow Park play ground area create difficulties when peak use times are encountered beyond their immediate locality.

The Stadium is used for national, regional and local tournaments by a number of organisations as well as various shows and exhibitions. At these times traffic becomes congested and cars are parked for blocks around. This not only inconveniences the residents, but creates potentially hazardous conditions for the large number of pedestrians that result. The approval to construct the additions to the stadium included a requirement to provide parking. This has never been fully complied with or enforced.

The netball and tennis courts adjoining the Stadium also have intensive use and create traffic congestion in and around the area. When regular local competition is in progress several thousand people may be involved. For example, on a normal Saturday during the netball season, there can be in excess of two thousand people pass through the gates of the netball enclosure as players or spectators. Forbury Park also creates traffic problems at times of race meetings, and discussions will be held with the Trotting Club with a view to co-operation in the finding of a solution to the problem.

Similarly, but to a lesser extent, the combination of the Pirates sports complex, Marlow Park and the St Kilda beach access creates considerable congestion in this area in summer periods of higher temperature, when outdoor entertainment, especially, of a family, nature, is popular. This area is also affected by, peak vehicle flows during the winter season with an influx of players to the adjacent rugby, grounds. While some attempts have been made to alleviate this, the effect has been minimal and the problem remains.

Public concern, especially in the vicinity of the Stadium and netball courts, has reached a high level and it is clear that some solution to the problem is required. To do this would require the relocation of activities and facilities to some other site with the agreement of those concerned.

3.4 Exclusive Use

The exclusive use by, one group of any area in public ownership is a sensitive topic. In this case, since most of the organisations whose activities take place on the domain have been established for some time, there is little general public perception that the total area should be free for general public access.

As a matter of principle, exclusive use should only be granted for activities which are related to the purpose or use of the domain. In this case for example, the presence of surf clubs is not only logical, but desirable to enhance the safe use of the domain by the general public. In addition, there is no other rational or feasible place for such an activity to be carried out than in proximity to the sea.

In the case of most of the other activities on the domain, with the exception of the golf links, there is no particular connection, other than historical, which ties them to land of the domain or to proximity to the sea. On this basis it is unlikely that most would be granted tenure if they were applying in the first instance.

Having established that criteria, there is no intention to dispossess any recreational body or organisation which has a long standing occupation of part of the domain and whose activities do not detract from the amenities of the Domain or conflict with coastal management and protection. On the contrary, the intention is to confirm most of the existing occupations and establish them on a more secure basis.

It is a matter of principle that there should be no further diminishing of the public open space that remains in the domain. In order to enhance control over the area needed to afford protection, available additional lands may be considered for addition to the domain.

It is also possible that certain areas or facilities will be identified as unsuitable for redevelopment when the useful life of the structures is over and those areas returned to more publicly, available space. The question of the expansion of any facilities within the domain will require special consideration. It will clearly, not be possible to permit buildings within the buffer zone except in exceptional circumstances, and any other proposals will have to be considered with respect to their particular merits and against the Aims, Objectives and Policies of this management plan.

3.5 Commercial Development

It is important for any domain so close to an urban area, and which has recreation as one of its principal purposes to have proximity to, and in some cases incorporate, appropriate ancillary services.

While it may, be inappropriate for the Council to pursue or actively encourage the development of commercial activities, they cannot be dismissed as undesirable to the area. It may be envisaged therefore that applications to operate commercial enterprises on or from the Ocean Beach Domain should firmly, establish a need to locate on this land rather than any other, and that their particular activity is relevant to the needs and desires of the public in this location.

3.6 Appropriate Recreational Activities

The Ocean Beach Domain has had a long history of recreational use in the formal and active sense as well as the passive. Much of the major modification which has taken place since the stabilisation of the beach system has been carried out in order to enhance the recreational activities of the city.

However, these modifications have in some cases exceeded the limit to which they should have been permitted, and it is fortuitous that no major breaches have resulted. It is now clear that further changes to the dunes cannot be permitted, and this indicates that further development of playing fields or the like, or the construction of buildings will not be conducive to long term stability, within the area defined as part of the active beach system.

Any pursuits which are generally passive, which do not require the placement of structures or the modification of the land form can be considered.

4. AIMS AND OBJECTIVES

4.0 Introduction

It is important for the future management of the domain that clear aims and objectives are debated, established and recorded so that they can be constantly referred to when necessary. Their purpose is to give a basis of fundamental principles on which the policies may be established and they will reflect the primary, and subsidiary purposes of the reserve as indicated by the classification.

4.1 Management Aims

The aims of the management plan should be able to stand the test of time and require little in the way of amendment even when this plan is reviewed. The aims are related to the classification and fundamental purpose of the domain, and their purpose is to provide a framework within which any future proposals for development, or any, other form of action which may have an impact on the domain and which is within the control of the administration, can be considered.

The management aims for the Ocean Beach Management Plan shall be:

4.1.1

to protect and preserve the beach, foreshore and dunes of Ocean Beach:
for their intrinsic value;

to assist in the protection of the low lying areas of Dunedin City, namely: St Clair; St Kilda; South Dunedin and Caversham.

for the benefit, use and enjoyment of the public;

4.1.2

to ensure that no activities are permitted on the Domain which will detrimentally effect the physical stability of the area.

4.1.3

to manage the Domain as a recreational and scenic resource for the people of Dunedin and its environs to an extent which is compatible with the other management aims.

4.2 Management Objectives

The objectives of a management plan should elaborate on the means necessary to achieve the established aims. They should be oriented towards action and provide the basis for the development of specific policies on matters which it can be reasonably predicted that the managers of the domain will be required to address.

The policies which follow then become the means by which objectives are achieved. Over time, as certain of the objectives are attained, the policies will require amendment to keeping them abreast with changing circumstances.

The objectives adopted below recognise the implicit assumptions contained within the management aims that the primary or principal purpose of this reserve is "Coastal Protection % and that the secondary purpose is "Recreation ".

The management objectives for the Ocean Beach Domain Management Plan are therefore as follows:

4.2.1

to understand the physical processes at work in the environment of the beach system;

4.2.2

to ensure that all the actions of the Council contribute to the stability of the Domain, and that no actions of the Council, or any other body or person, have a detrimental effect on the aims of the Domain;

4.2.3

to create and maintain a unified identity for the whole Domain, to improve its landscape character and quality, and to enhance -public enjoyment of its amenities;

4.2.4

to establish and maintain formal agreements between present occupiers of areas of the Domain and the Council;

4.2.5

to allow the public the maximum freedom of access to all areas of the Domain, consistent with the achievement of the Management Aims and with respect for agreements with authorised tenants.

POLICY SECTION

5. PROTECTION POLICIES

5.1 Coastal Management

Explanation

Although the beach is in a state of approximate equilibrium at present, events of the last century, and the time, expense and difficulty of repairing the consequences, indicate that it is important to maintain that balance. The assets now in place in the low lying part of South Dunedin dictate that all reasonable steps should be taken to ensure that inundation by the sea does not occur as a result of actions within the control of the Dunedin City Council.

The dunes are an integral part of the beach system which extends from them, includes the foreshore and continues for some distance below the water. This system is in a state of continuous mobility and must retain the freedom to be so. It is important to the overall stability of the beach that high energy seas can dissipate their energies in transporting sand through the beach system. For this to happen, the dunes must be made up of the material the sea normally transports and the material must be freely available.

There are a number of factors which control the stability of the beach, only some of which are under human control. Factors beyond control include the predominant weather patterns, crustal movement according to plate tectonic theory and reduction in sediment load due to hydro-electric schemes on the Clutha River.

While the New Zealand coast has experienced a steady rise in the level of the sea over the period in which records have been taken, it is important to be aware that current theories on global warming suggest that increases are likely to continue.

There are other factors which are directly within the control of the administering body, such as the movement of people, maintenance of vegetation and permitted recreational activities. It is a critical factor in the achievement of the Aims and Objectives that these are managed in a manner which will protect the foundations of the domain.

Policy

5.1.1

to update the coastal geomorphical and process reports previously prepared at least every three years, and more frequently should circumstances require.

5.1.2

to support and assist the long term monitoring of mean high water along the sea frontage by the Otago Regional Council (ORC) including resurveys following major storm effects, and to interpret the results with respect to the sustainability of the fore dunes.

5.1.3

to recognise that the sand dunes are a natural and integral part of the beach system, that their presence and stability is paramount to achieving protection for the city, and that their mobility must be impeded in times of high energy seas.

5.1.4

to maintain a buffer of sand dunes in as natural a state as is practical, between the sea and the balance of the domain, with the exception of the area modified by the St Clair sea wall.

5.1.5

to identify three land use areas within the Domain, namely:

- i) absolute protection, from mean low water mark to the landward toe of the foredune in consultation with the ORC;
 - ii) public open space;
 - iii) recreational buildings and facilities;
- as shown on the map at page 17.

5.1.6

to continue to encourage the advancement of the foredune, which is currently taking place at the eastern end of the beach, by planting programmes and other proven or accepted dune management techniques and to facilitate such growth in other parts of the dune system wherever possible.

5.1.7

to adopt coastal protection techniques which utilise natural process in favour of the introduction of structures into the fluid zone.

5.1.8

to remove, as practical, the attempted protection works at the eastern end of the St Clair sea wall and replace it with effective material.

5.1.9

to remove all non-sand material from the major dune formations as the opportunity occurs, to enable the dunes to work in the manner they are intended.

5.1.10

to prohibit the placement or dumping of material in the foredune area other than sand of a similar constituency as that occurring naturally.

Implementation

Sound specialist technical information is essential to the effective management of this sensitive and fragile environment. The reports prepared in the past will need to be updated from time to time.

The ORC has a monitoring programme in place. While it has general value for up to date information on the movement of the beach, it will also supply the earliest warnings on changes in sea level. The DCC will give logistic support in response to specific requests.

The dunes in some parts of the domain have been the site of deposits of a variety of inappropriate material which needs to be removed so that it will not interfere with the natural functions of the beach system. This will be implemented as early as practicable.

The dumping of concrete and rock material at the cast end of the St Clair sea wall is particularly inappropriate. There are other materials and constructions which can be used to deal with the problem experienced. As budget constraints permit, the present attempted protection works will be removed and replaced with a more effective construction.

5.2 Landscape Management

Explanation

One of the techniques available for the maintenance of the part of the beach system above mean high water (the dunes) is to plant it with suitable species. Such management will not alter the supply of sand to this section of the system, but it will act to trap and hold wind blown sand.

Other varieties of vegetation may be used to alter local wind patterns in order to minimise the movement of sand generally, and to reduce the quantities which leak out of the system. These plants tend to be larger than the grasses and shrubs used to trap sand, and have other amenity value both aesthetic and functional.

The Ocean Beach Domain, despite having been a single entity for nearly one hundred years, is not perceived by the public as a single area. Since the underlying purpose applies to the entire domain, it is important that it be seen as a whole, and therefore should have a unified image.

The domain as a whole has considerable potential for informal and passive recreation. There are some magnificent views available from the domain, but they tend to be from less accessible or less hospitable parts. At present the level of amenity through out the domain is low, but could be easily raised by good management and careful development based on sound and sensitive planning.

Policy

5.2.1

to prepare an overall landscape development plan for the domain which will provide for the creation and enhancement of the amenities of the domain for informal recreational purposes and which will -visually link all sections of the domain and establish its identity.

5.2.2

to prepare a planting plan, which includes species, locations and programming specifications, principally to assist in the stabilisation of the sand dune system but also to improve the public open space amenities of the domain.

Implementation

The in-house capabilities of the recreation planning department will be used to prepare the specified plans. These plans will be implemented as soon as Council budgetary requirements permit, but are likely to require development to be staged over a number of years.

5.3 Public Access

Explanation

As a domain, the land is vested in the Council for the benefit of the public at large. It is important that the public have the maximum freedom to explore and use the area, consistent with land being capable of sustaining that use.

Human activity can be one of the greatest causes of damage to sensitive or fragile landforms. This is the case in sand dune areas and some evidence of damage caused by a concentration of human activity can be observed around the surf club buildings at St Kilda. This area provides the major access to the patrolled beach in this area and as a result is quite intensively used.

While the beach itself is capable of the level of use received without detriment, the dune area is not. It is therefore important to develop some management techniques that control levels of intensity of use so that problem areas do not develop in to situations which cannot be retrieved.

At times there will be developments, such as vegetation plantings, earthworks or construction, when it is necessary to exclude the public from areas within the Domain.

Policy

5.3.1

to maximise the area of the domain available to the public by not permitting any further encroachment by organised sporting activities.

5.3.2

to enhance public enjoyment of the domain by developing a pedestrian access system within the domain.

5.3.3

to install suitable means of public access so as to minimise degradation of the dune environment.

5.3.4

to retain the right to exclude the public from specified parts of the domain for defined periods in the interest of good management.

Implementation

The most appropriate use for the majority of the domain is public open space. Organised activity has taken over much of the domain and while no existing activity will be excluded, further areas will not be available for exclusive uses. Any, site vacated will not necessarily be considered for another exclusive use.

A proposed pedestrian access system will be incorporated as part of the landscape development plan referred to in policy 5.2.1

Public notice through advertising and appropriately, located signs will be given when it is necessary to restrict public access to parts of the Domain.

5.4 Exclusive Use of Sites

Explanation

For over eighty years sites within the domain have been given over to sporting and recreational bodies for their sole purpose. In most cases it has only been specific buildings, while the playing fields have been retained for the use of anyone, with the Council taking bookings for the grounds.

Such bodies have had difficulty, improving their facilities because they did not have a good title to the land they occupied, but merely had annual licences to occupy. These could not be improved upon since the Ocean Beach Domain Act 1892 made no provision for any other form of title than short term licence.

The Reserves Act does permit long term occupation, and the regularisation of the tenancies has been one of the principal driving forces behind bringing the Domain under the Reserves Act. Having adopted this position for existing tenants, it is observed that there has been sufficient encroachment into the open space of the Domain.

Policy

5.4.1

to define the areas within the Domain which are to be contained in tenancies for exclusive use.

5.4.2

to record the location and dimensions of the land sufficient to be able to re-establish or reinstate boundaries.

5.4.3

to provide security of tenure by preparing formal tenancy agreements with existing tenants of the Domain in accordance with the Reserves Act 1977.

5.4.4

to require that all tenants who wish to relinquish their rights of occupation offer the tenancy back to the Council in the first instance.

Implementation

As a prerequisite to adopting formal agreements, the area of each tenancy will need to be defined with sufficient accuracy, for it to be capable of redefining. Following this, each tenant will be negotiated with separately in order to provide tenancy agreements suited to their specific requirements. The cost of providing the documents will be borne by the tenants.

Such rights as are created in this process will not be transferable. However, a new tenancy agreement with an individual, body or organisation, approved by the Council' may, be entered into. This is necessary to protect the Domain at large from the introduction of activities detrimental to the amenities it is intended to provide.

5.5 Indigenous Flora

Explanation

The Domain has been modified to such an extent that it is impossible to contemplate what its original and undisturbed features were like. This applies equally to the vegetation and the landform.

While it is not proposed that the area be returned to its original state, it is considered that, where possible and practical, species of native plants appropriate for this coastal environment should be used in programmes of dune stabilisation and amenity, enhancement.

In so saying, it is recognised that in some instances exotic plants, such as marram grass, are more successful in achieving dune stability and that indigenous plants may, not stand up readily to the added pressures of human use, despite their suitability for coastal environments.

Policy

5.5.1

to use effective plant species for the purpose of coastal environmental protection and landscape enhancement.

5.5.2

to prepare and maintain a list of suitable species for use in the Domain (see Appendix 10.1 Plant List).

Implementation

In the preparation of landscape development plans consideration will be given to native species and where it proves to be appropriate and practical, they will be used in preference to equivalent exotics.

5.6 Scenery Protection

Explanation

There are several aspects to the scenic values of the Ocean Beach Domain. On close inspection the area lacks an attractive appearance, or even a cohesion of style and form which makes it recognisable as a single entity.

From elevated positions in adjacent suburbs such as St Clair Park, St Clair, Kew, Waverley and Tomahawk it provides a green belt along the ocean frontage and can be seen from other hill suburbs of the central city. It adds a significant quality, to the obtainable views.

In addition to this, the Domain has some spectacular views obtainable from within it. The eastern end, with its greater elevation, enables views of the near shore surf zone, but also allows more distant views of the southern coastline with its headlands and prominent coastal features. While these views are available, little has been done to enhance them or the places from which they can be obtained (the golf course, John Wilson Ocean Drive and the Wright Memorial).

Policy

5.6.1

to include in landscape development plans, means of enhancing the views available from within the Domain.

5.6.2

to protect and enhance the appearance of the Domain, when viewed from other parts of the City, as a unified landscape entity,

Implementation

Landscape development plans will be prepared and implemented following the establishment of the purposes and requirements for them and they will be consistent with the management plan.

6. RECREATION POLICIES

6.1 Recreational Activities

Explanation

The primary function of this reserve is to provide protection from inundation by the sea for the low lying areas of South Dunedin. While maintaining this role, it is possible for the area to sustain a considerable amount of active and passive recreational activity. However it is important to the sustainability of the protective role, that the nature and intensity of use be controlled and kept in the proper perspective.

The beach area, from the seaward toe of the dune to mean low water, is used for informal beach activities such as swimming, picnicking, sun bathing and surfing, and it is appropriate that it should be so used. It is also used for jogging, walking and the exercise of dogs.

As the dunes are part of the active zone of the beach, it is important that they are kept free from erosive activities. It is equally important that they are also kept free from intensive capital developments which will be put at risk during periods of extreme weather conditions when there are high levels of wave action and energy. The presence of such developments may also increase the extent of damage and loss under such conditions. However there is potential in this area to assist access to and through the dunes and to create spots improved amenity.

The area immediately behind the dune is used mainly for organised sports, and most of the grounds have associated facilities owned by the organisation using the grounds. While the risk to these is much less than anything placed in the dune area, it must be appreciated that in extreme conditions they are at some risk. There are some valuable assets, such as the Stadium, included in this category.

Beyond that, on the northern edge of the Domain, there are a variety of other uses by recreational bodies. Few of these have little need to be located on the Domain, but have claims as legitimate existing users.

Policy

6.1.1

to authorise only those activities which can be carried on without detriment to the Domain.

6.1.2

to discourage any new recreational activities that do not have a need to locate in close proximity to the sea from seeking occupation of parts of the Domain.

6.1.3

to retain the area of the sand dunes free from all formal recreational activity, with the exception only of the siting of necessary buildings for activities which contribute to the safety of beach users.

6.1.4

to develop the Domain to maximise the informal recreational opportunities available to the public.

6.1.5

to create a pedestrian path network through the Domain which links St Clair beach to Lawyers Head and encourage the use of it by, protective and amenity planting.

6.1.6

to continue to improve the quality of the children's playground facilities at Marlow Park with activities which encourage safe play.

6.1.7

to maintain the present playing fields in the best condition suitable for the sports which are played on them.

6.1.8

to provide protection for the assets located on the Domain only to the extent consistent with the primary role of coastal protection and the management of the beach and dune system by utilising natural processes rather than the introduction of structures (see policy 5.1.7).

Implementation

Every effort will be made to see that the modification resulting from formal recreational activity does not exceed that state which it is in at present. Applicants for the use of further areas of the Domain for formal or dedicated sports activities will be encouraged and assisted to find locations elsewhere in the City, unless the coastal or marine environments are essential to their function.

Provision will be made in any landscape development plans for pedestrian walkways or trails within the Domain. However, care will be taken in the detail design and construction of any necessary paths to ensure that the introduction of greater numbers of people does not create further stresses on the sensitive dune environment.

The playing fields now in use on the Domain are city assets, and as such will be maintained in good condition and developed as needs, demands and budget constraints permit.

While it is recognised that there are assets of considerable value within the Domain, owners must accept that they have been constructed in an area which is potentially hazardous. While reasonable steps will be taken to minimise the risks involved, no actions will be permitted which otherwise effect the stability of the Reserve as a whole.

6.2 Recreational Facilities

Explanation

The development of facilities on the Ocean Beach Domain related to recreation have included modification to the landscape, provision of areas for specific sports, and buildings of club rooms and the like. Existing recreational facilities are predominantly, on the Victoria Road frontage of the Domain, and concentrate about the two points of access to the interior of the Domain at John Wilson Ocean Drive and Moana Rua Road.

The beach area is free from any, development and should remain so. Similarly the remaining dunes have only, the facilities related to water safety and the formation of John Wilson Ocean Drive. Behind the dunes development becomes more intensive with playing fields, netball and tennis courts, established play, areas, club rooms and the Stadium.

The whole reserve may, be considered as a potential sacrifice to the sea in times of extraordinary high energy for the protection of the City, and therefore all facilities located within its boundaries are subject to some level of risk. That risk, to the extent that it relates to property other than land, is borne by the occupiers.

Policy

6.2.1

to recognise and accept that any development on the Domain is at risk from periodic storm damage and that special protective measures will not be taken to protect them.

6.2.2

to restrict any, future recreational facilities development to more intensive use of existing sites.

6.2.3

to require that all facilities structures conform to a landscape amenity, code with respect to the maintenance of the exterior of buildings and leased sites.

6.2.4

to require that all buildings on the Domain comply with the health and building by-laws of Dunedin City.

Implementation

Council staff will prepare a basic code for the exterior design and colour of all buildings on the Domain. Any new, replacement or extended facilities shall conform to this code, and existing buildings will be expected to comply with it as maintenance works are carried out.

All tenants are required to make written application to the Council for permission to modify, any, exterior aspect of their buildings or carry out interior structural alterations.

6.3 Horses and Dogs

Explanation

There is a long standing use of the foreshore of the Domain for the exercise of horses and dogs and it is recognised that there are a limited number of places within the town where such activities are possible.

Since Marlow Park is an area designed and dedicated to younger children, it is considered that there is too great a potential for activities which may be fearful or upsetting to the majority, of users if dogs were permitted in this part of the Domain.

Dogs are permitted in any, other parts of the Domain provided they are kept under strict control by, their owners.

Policy

6.3.1

to prohibit horses and dogs from areas of the beach flagged for swimming.

6.3.2

to permit the exercise of horses and dogs on the beach, provided that:

- (i) animals are kept under continuous control at all times;
- (ii) animals are not managed in such a way as to cause disturbance or fear to other users, especially children;
- (iii) owners remove any offensive matter left by the animals.

6.3.3

to prohibit dogs in the children's play area known as Marlow Park.

6.3.4

to prohibit dogs from designated playing areas of all sports grounds.

6.3.5

to permit dogs in the balance of the Domain only under the direct control of their owners, that is on a leash. Owners or persons having control or charge of any dog will remove any offensive matters cast by their animals.

Implementation

The Council's animal control officers will be responsible for the control of horses and dogs under the Impounding Act 1955, the Dog Control Act 1982 and the Dunedin City, Council Dog Control Bylaws.

6.4 Fire Lighting

Explanation

The sand dunes adjacent to the beach are a particularly sensitive environment. Their stability, depends to a great extent on the vegetation growing on them, which minimises the quantity, of sand that may be removed by the wind. Fire could quickly, and easily, destroy, the vegetation which is now there and reduce the stability and protective value of the dunes considerably. It is therefore critical that any, fire lit in the open should be well away from the dune vegetation.

In other parts of the dune care must be taken if fires are lit in the open. Clearly, respect must be had for the property, of tenants so fires should be well clear of any, buildings or vegetation with a possibility of catching fire. All fires should be in properly prepared fireplaces and should be fully extinguished and buried before being left.

The issuing of fire permits for the Domain is the responsibility of the Dunedin City, Council through the Rural Fire Section.

Fire suppression is the responsibility of the New Zealand Fire Service, which may be assisted by, the Rural Fire Section of the City, if requested to do so.

Policy

6.4.1

to prohibit the lighting of open fires in the sand dune section of the domain.

6.4.2

to permit open fires and barbecues in the foreshore area, with the written permission of the Recreation Planning Manager and the Rural Fire Officer.

6.4.3

to restrict outdoor fires in the balance of the domain to authorised sites and formal fireplaces or barbecues.

Implementation

Persons responsible for causing unauthorised fire will be prosecuted under the provisions of the Reserves Act 1977 and the Dunedin City Council Fire Bylaw.

6.5 Camping

Explanation

The adjoining Tahuna Park Motor Camp provides adequate camping facilities for this area. Any persons wishing to camp in proximity to the sea should avail themselves of this appropriately serviced area.

Urban reserves set aside for camping are required, for health reasons, to provide an adequate level of facilities such as toilets and ablution blocks. In this instance these are already present and contained within the commercially operated camping ground. There is no intention to provide further facilities of this nature for the convenience of the camping public.

Policy

6.5.1
to prohibit the use of the Domain for camping.

Implementation

Persons found camping within the Domain may be required to leave by authorised personnel of the Council. They will be removed by the appropriate authorities if they do not comply with requests to move.

7. DEVELOPMENT POLICIES

7.1 Commercial Activities

Explanation

Commercial enterprises are a legitimate part of the range of activities within the Domain provided that they relate in some way to the purpose of the reserve. In this case there is little to be expected in relation to the principal purpose of coastal protection, but the secondary purpose of recreation is capable of generating commercial interest. Appropriate commercial activities will be of benefit to the public in their achieving full enjoyment of the Domain, but must not act to the detriment of the purposes of the Domain.

There are already some commercial businesses operating such as the Noah's Ark tea-rooms and restaurant, the mini-golf circuit, the bumper boats and part of the Tahuna Motor Camp. All of these are compatible with the purposes of the Domain and the other uses which are carried out within it.

However, while commercial recreation and service operations are relevant and appropriate under certain circumstances, they must not be permitted to dominate the Domain, or to diminish its capacity to carry out its primary function.

It will be a prerequisite for all commercial activities proposed in the Domain, that a resource consent pursuant to the Resource Management Act 1991 be obtained.

In terms of the Act, any commercial activity will have to satisfy the Council, that the activity proposed will not create any adverse 'effects' which may be to the detriment of the Domain area and the surrounding environment.

Policy

7.1.1

to approve applications for commercial activities which enhance the opportunities for enjoyment or assist in the protection of the coastal environment, provided that they do not conflict with the aims and objectives of this management plan.

7.1.2

to require that all applications to run commercial activities on the Ocean Beach Domain be made to the Dunedin City Council in writing. Applications should, as a minimum:

- (i) justify why land in public ownership should be set aside for private gain;
- (ii) provide evidence that their business is soundly researched and financed;
- (iii) establish that it is an economically, and environmentally viable business;
- (iv) provide evidence that a site within the Domain rather than elsewhere in the vicinity, or at some other locating entirely, is necessary for their operation;
- (v) clearly, show how the public interest will be served by approval being granted.

7.1.3

to consider all applications on their merits but, while acknowledging previous consents, not be bound by any precedent.

7.1.4

to impose such conditions as are necessary to protect the values, including visual amenity, of the Domain.

Implementation

The Council will receive applications for approval to carry out commercial activities within the Domain and process them as quickly as possible. Commercial activities may be approved in accordance with and subject to all other provisions of this management plan.

7.2 Commercial Facilities

Explanation

There are few facilities developments on the Domain for commercial purposes. Those which are there, are directly related to leisure pursuits or the provision of services to those utilising the Domain for recreational purposes.

As for recreational facilities, the beach and dune area must be retained free of facilities to ensure that the system is capable of carrying out its natural function, to avoid loss or damage resulting from breaching of the dune during extended storms, and to avoid pressure from operators to provide hard protection works which would not be in the best interests of the beach as a whole.

In respect of the primary function of the reserve, anyone developing facilities must take notice that artificial or structural means of preventing inundation by the sea will not be constructed to protect assets built within the reserve, and that any risks associated with loss from extreme natural events will be borne by the owner of the facilities.

In general, where commercial developments are given consent, any facilities must also gain the approval of the Council with respect to design, location and exterior appearance. All other statutory requirements, particularly those relating to health and building codes, must also be complied with.

Policy

7.2.1

to not permit new commercial facilities on the beach or within the dune area of the Domain.

7.2.2

to approve only, facilities which are essential for approved activities.

7.2.3

to impose all conditions considered necessary to minimise the physical, environmental and visual impact of facilities on the open space qualities of the Domain.

Implementation

Formal delegations will be instituted following approval of this management plan.

Landscape development plans prepared in the Recreation Planning department will be available for the guidance of decision makers and applicants.

7.3 John Wilson Ocean Drive

Explanation

John Wilson Ocean Drive is a road which was developed in the 1970's to provide access to views of the coast and to Lawyers Head. It is named for one of the past chairmen of the Ocean Beach Domain Board who, along with Hancock, achieved the stability of the area.

The road formation has suffered from inadequate consolidating of the underlying material (a previous rubbish tip site), and from attack by the sea near the east end, and is in need of considerable repair for long term stability.

The wide carriageway and straight, unobstructed alignment of the road has encouraged the use of it for various forms of illegal activity such as car racing.

The road is already, quite well used by locals, visitors and tourist coaches, but the amenity value of this road could be immeasurably enhanced.

Policy

7.3.1

to give considerable attention in the landscape development plan to the improvement of the amenities of this road from the surf club to Lawyers Head, including the Wright Memorial Look Out including the alignment, general traffic control, amenity and stability planting and picnic sites.

7.3.2

to redesign the area of the Drive from Victoria Road to the surf club rooms to create an entrance to the Domain, to improve pedestrian access and safety, to maximise parking and to reduce the visual impact of the major developments.

7.3.3

to give immediate attention to traffic control devices such as carriageway, narrowing and judder bars to increase safety on this road.

Implementation

The matters specified above will be highlighted in any landscape development plans which are prepared following approval of the management plan. budget constraints permit, some interim traffic control measures may be implemented sooner.

7.4 Car Parking

Explanation

While activities on the reserve create parking difficulties, car parking within the reserve itself is not a major problem. Parking takes place in Moana Rua Road and on John Wilson Ocean Drive, and in these areas is sometimes strained.

However, the Stadium on Victoria Road is capable of attracting considerable numbers of patrons for some of its uses, as does the complex of netball courts. The number of cars associated with some of these uses far exceeds the capacity of areas within the reserve, and so the streets are lined for blocks in all directions. This is the cause of considerable inconvenience to residents of the area, causes vehicular congestion as people look for parking spaces and creates a considerable volume of pedestrian traffic to compound the situation.

While it is undesirable to have a public open space taken up with car parking, it is also unacceptable to have the off-site parking and traffic problems shifted on to others. It is likely, therefore that some compromise in principle will be required, which allows for absorbing more of the impact of vehicles associated with activities on the Domain within the reserve boundaries.

It is clear that in order to do this some other activity or activities will have to be curtailed or resited at some other location, to create sufficient space to have a significant impact on the number of -vehicles currently involved. While exact numbers are not known, it is obvious that the peak volumes during major Stadium events are large and may never be fully catered for, but it may be possible to find a solution which copes with say a 95 percentile occurrence.

Policy

7.4.1

to carry out surveys to establish the number of vehicle being used to attend major functions in the area of the stadium and the netball courts.

7.4.2

to establish the number of car park spaces required to minimise impacts on the neighbourhood, which must be created within the Domain to meet a 95 percentile event.

7.4.3

to identify, areas within the Domain which could be converted to car parking on a permanent basis, and areas which could be used at peak times to absorb short term overflows.

7.4.4

to indicate to existing tenants, which areas are likely to be required for parking at the earliest opportunity, and to assist them with finding suitable alternative sites.

7.4.5

to implement, based on the information elicited from the above, a programme of car park development which will reduce the problems encountered to manageable proportions.

7.4.6

to establish both permanent, hard stand and marked parking areas along with temporary parks which will be capable of other uses when not occupied by vehicles.

Implementation

Surveys in the general vicinity of the Domain will be conducted by the Transportation Planning Department of the Dunedin City Council to find out where and when the greatest volumes of parked cars occur. This will be followed by, vehicle counts to give some numerical basis for planning purposes. Particular attention will be paid to the area surrounding the Stadium, to John Wilson Ocean Drive and to Moana Rua Road.

An exercise will then be required to see what area may be required to accommodate the number of cars using the area, and likely sites identified for the construction of parking areas. Consideration will also be given to the need to illuminate car parks at night and to other security measures.

Since nearly all areas within the Domain are occupied by one tenant or another, it is to be expected that to make space available for parking, some recreational or sporting bodies will have to be relocated. Appropriate assistance will be given by the Council to those required to move.

While every attempt will be made to accommodate the maximum number of vehicles, the Council must be conscious of the other policies of this plan which limit the liability the Council will sustain for the loss of any improvements from inundation by the sea. The Council will not create any car parks within the area containing the beach and the recognisable sand dune protection zone.

7.5 Sand Extraction

Explanation

The original problems at Ocean Beach Domain stemmed from the removal of large quantities of sand, for reclamation works in Dunedin harbour, from the active beach system which includes the sand dunes. It is critical to the present stability of the beach frontage, that the total sand budget should not be depleted by the removal of sand from the system

Policy

7.5.1

to prohibit the removal of sand from the beach or the dunes.

7.5.2

to prohibit any, application for mining privileges for the removal of sand for commercial or industrial purposes from all areas within the Domain.

Implementation

In order to ensure that quantities of sand are not removed from the beach system, anyone apprehended removing sand will be prosecuted.

The protection of the assets of the City far out weigh any commercial gain from the removal of material from the beach system. When the Domain becomes a reserve under the Reserves Act, all mining activity will be prohibited without the express permission of the owner, in this case the Dunedin City Council. Such permission will not be given.

While the land remains under the Ocean Beach Public Domain Act 1892, the Council have the rights of any freehold owner in determining access rights for mining privileges.

7.6 Signs

Explanation

As part of the landscape development programme for the Domain, it will be necessary to establish a sign posting system for the benefit and guidance of the general public. As part of the unifying objective for the Domain, a consistent pattern of sign must be used, and must be in keeping with the sign system of the rest of the City and in conformity with the requirements of the Dunedin City District Plan.

Policy

7.6.1

to provide the visiting public with information about the Domain and its various parks by the provision of appropriate signs, including educational signage explaining conservation planting.

7.6.2

to take account of the construction materials, location, background and detailed landscape conditions when siting signs within the Domain.

7.6.3

to permit tenants to erect or affix informative signs to their buildings or fences, subject to Council approval, and provided that they are visually compatible with their building.

7.6.4

to permit the erection of advertising signs on sports grounds or recreational enclosures within the Domain where these will not detract from the amenity of the Domain as follows:

- (i) permanent signs, within the enclosed grounds of tenant clubs;
- (ii) signs erected for the duration of the sporting season within closed sports grounds, on payment of a charge set by the Council;
- (iii) signs erected for the duration of any special sporting event, on the payment of a charge set by the Council;
- (iv) for permitted commercial promotions on payment of a charge set by the Council.

7.6.5

to conform with any prohibition on the advertising of any product which the Council has banned by general policy.

Implementation

The Council will provide signs which conform to the adopted format for all named areas of the Domain.

It will be a condition of approval of any, new commercial or recreational facility, that all signs placed will conform to the above policy and the charges set for such uses shall be in addition to any charge payable to the Council.

7.7 Archaeological Sites

Explanation

The general area covered by, this plan has yielded archaeological material in the past. Such finds have generally not been reported to the proper authorities until well after earthworks have been completed. It is important from a cultural and historical view, to adopt correct procedures prior to the commencement of any, earthworks.

Policy

7.7.1

to ensure that the discovery of any archaeological sites or artefacts is reported to the proper authorities at the earliest opportunity.

7.7.2

to inform any, persons or organisations authorised to carry out earthworks in the Domain of the possibility of finding archaeological information, of its likely importance, and the procedures to follow on discovery.

Implementation

The New Zealand Historic Places Trust have regulations governing the procedures to be followed on the discovery of any archaeological sites.

8. MANAGEMENT POLICIES

8.1 Administration

Explanation

Responsibility for the control of the Ocean Beach Domain is now vested in the Dunedin City Council, having passed to that body with the formal amalgamations following the implementation of the Local Government (Otago Region) Reorganisation Order 1989.

The Ocean Beach Domain is administered by the Recreation Planning Department of the Dunedin City Council. The responsibility for policy development and over site of the use of the Domain lies with the Recreation Planning Manager.

The Otago Regional Council also has coastal management responsibilities under the Resource Management Act 1991.

Policy

8.1.1

to administer the Ocean Beach Domain in terms of the provisions of the Reserves Act 1977, as a Local Purpose Reserve for the purposes of coastal protection.

8.1.2

to carry out a full review of this management plan no later than five years from the time of the Ocean Beach Domain being brought under the Reserves Act 1977.

8.1.3

to make amendments to the plan using the procedures contained in the Reserves Act only, on the basis of new information or changed circumstances.

8.1.4

to encourage full public participation in the review and amendment processes and procedures as they occur.

Implementation

This management plan has been prepared under the terms of the Reserves Act 1977, though at the time the land itself was not subject to that Act. The Reserves Act requires that management plans be kept under continuous review, and that not less than every, five years, the plan as a whole be reviewed.

8.2 Domain Boundaries

Explanation

Since the Domain was first created in 1892 there has been a number of additions to and deletions from the reserves area of small parcels of land from time to time. This has normally been carried out using the procedures of the annual Reserves and Other Land Disposals Act. The latest amendments to the Domain boundaries were carried out to accommodate a boundary adjustment with the Waste Water Treatment Plant and involved a land exchange.

Ideally, the boundary of the Domain would coincide with the south side of Victoria Road, but there are a number of intrusions into that area by other owners. At the St Clair end there are about 20 dwelling houses on the landward side of the frontal dune, next to the Badminton Hall there are four sections, owned by, the once St Kilda Borough Council now the Dunedin City Council, on which there is an Elderly Persons Housing (EPH) development and adjoining that the Dunedin Central Battery of the New Zealand Army.

Between John Wilson Ocean Drive and Lawyers Head Road there is a 1011 M2 section Gazetted for kindergarten purposes, the Tahuna Park Showgrounds and Camping Ground owned by the Otago Agricultural and Pastoral Society Incorporated, the waste water treatment plant, Chisholm Park Golf Course which is owned by, the City, of Dunedin for public recreation and the cemetery, also held in trust by the City of Dunedin.

Of these various intrusions only the elderly peoples housing and the army depot are of possible interest for inclusion in the Domain.

Policy

8.2.1

to notify, the New Zealand Army that the Council has an interest in their site, and should they at any time consider vacating the property, that the Dunedin City Council would wish an opportunity, to negotiate with them.

8.2.2

to fully consider the future of the EPH development when it has reached the end of its economic life, with a view to adding it to the Domain.

8.2.3

to propose that the sites referred to above be included in the District Plan as sites for recreation/open space purposes.

8.2.4

to resist any further intrusion in to the area of the Domain for purposes other than coastal protection or recreation.

Implementation

In the preparation of the District Plan for Dunedin City under the Resource Management Act, 1991 representations will be made to have the EPH and NZ Arms, sites specified for coastal protection and recreation/open space purposes.

8.3 Rubbish Disposal

Explanation

The presence of human rubbish and litter can be a considerable detriment to the enjoyment of public places by, the population at large. While there is not a major problem at the moment, the encouragement of greater public use of the Domain as a whole is likely, to lead to greater quantities of litter.

There are a number of important aspects to the control of unwanted rubbish. Appropriate receptacles must be designed and located, there must be systematic emptying, people must be encouraged to be tidy and

something must be done about the retrieval of litter which does not otherwise find its way into the proper place.

Policy

8.3.1

to encourage people to remove their own litter from the area or to place it in the containers provided by engaging in such activities as public awareness and media campaigns.

8.3.2

to prepare a standard specification for rubbish bins and a plan of their locations as part of the landscape plan.

8.3.3

to monitor the beach weekly in the summer and as required in the winter to ensure that the beach, dunes and open space is kept as free of litter as possible.

8.3.4

to require that tenants of sites within the Domain keep their exclusive areas free of litter.

8.3.5

to use available means and remedies to discipline anyone found wilfully littering in the Domain.

Implementation

There will be conditions written into the leases prepared for tenants that require litter control as part of the obligations of occupancy.

9. REFERENCES

Annual Reports and Minutes
Ocean Beach Domain Board

Dunedin's Ocean Frontage Dunedin Metropolitan Regional Planning Authority 1971

St Kilda, The First Hundred Years
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H J A Aitken
1975

Physical Stability of Sandy Beaches in the Dunedin Metropolitan Area A Report to the Dunedin Metropolitan Regional Planning Authority R M Kirk Morris & Wilson, Consulting Engineers, Christchurch 1979

Coastal Management and Control of the Shoreline Ocean Beach, St Clair, Dunedin A report to Constantine Coutts Ltd, Consulting Planners and to the Dunedin City Council R M Kirk 1991

East Otago Coastal Hazard Mapping
Investigations Report
Otago Regional Council
1992

Sand dune Management Report St Clair to Lawyers Head A management stabilisation programme prepared for the Recreation Planning Department of the Dunedin City Council M Harris (Otago Regional Council)
1992

10. APPENDIX

10.1 Plant List

This list has evolved in part from the following:

- 1 List of plants, appendix one, in "Dunedin's Ocean Frontage", 1971
- 2 Native plant species, appendix 11, in unpublished Ocean Beach Domain Planning and Management Scheme, 1987.
- 3 Otago Peninsula penguin habitat: native plants for revegetation. P.N. Johnson, DSIR, Sept 1988.
- 4 Brighton foreshore, report on plants suitable for replanting. P.N. Johnson, DSIR, June 1989.
- 5 "The good, the bad and the ugly: roadside plants of Portobello Road, Dunedin". P.N. Johnson. DSIR. Nov. 1989

The list is intended as a guide only. Details of particular plantings depend on the intended purpose for each site, and on the degree of exposure to wind, salt scorching, and unstable or drought-prone sandy soils. Some species will be limited by particular soil moisture requirements. Successful use could be made of many, horticultural plants additional to this list.

Some Excluded Species

The following plants included on earlier lists for Ocean Beach, are not recommended because of the drawbacks noted:

Lupinus arboreus, tree lupin, is capable of growing densely on sand country, but has suffered severely over recent years from a fungus disease through most of the country.

Weinmannia racemosa, kamahi, seems not to grow very well in the Dunedin area, perhaps because the rainfall is too low.

Aristotelia serrata, wineberry, needs a fair degree of shelter if it is to be more than a scrappy, and shortlived small tree.

Plants are listed in approximate order from the ones most hardy in open dune conditions, to those requiring some shelter.

An asterisk * denotes introduced species; the rest are natives.

Abbreviations in the tolerance columns are: H = high, M = moderate, L = low.

Peter Johnson
DSIR Land Resources
November 1991

Scientific Name	Common Name	Habit	Tolerance to:	
			Exposure	Sand
<i>Ammophila arenaria</i> *	marram grass	grass	H	H
<i>Desmoschoenus spiralis</i>	pingao	sedge	H	H
<i>Coprosma repens</i>	taupata	shrub	H	H
<i>Myoporum laetum</i>	ngaio	tree	H	H
<i>Olearia avicenniifolia</i>		shrub	H	H
<i>Olearia traversii</i>		tree	H	H
<i>Metrosideros excelsa</i>	pohutukawa	tree	H	H
<i>Podocarpus hallii</i>	Hall's totara	tree	H	H
<i>Carpobrotus edulis</i>	pig face	ice plant	H	H
<i>Cupressus macrocarpa</i>	macrocarpa	tree	H	m
<i>Phormium tenax</i>	flax	tuft	H	m
<i>Phormium cookianum</i>	mountain flax	tuft	H	m
<i>Hebe elliptica</i>	shore koromiko	shrub	H	m
<i>Hebe speciosa</i>	koromiko	shrub	H	m
<i>Corokia cotoneaster</i>	korokio	shrub	H	m
<i>Helichrysum glomeratum</i>		shrub	H	m
<i>Agave americana</i> *	century plant	herb	M	H
<i>Cortaderia richardii</i>	toctoe	grass	M	m
<i>Coprosma propinqua</i>		shrub	M	m
<i>Cordyline australis</i>	cabbage tree	tree	m	m
<i>Senecio greyi</i>		shrub	M	m
<i>Casuarina species</i>	she oak	tree	m	m
<i>Leptospermum scoparium</i>	manuka	shrub	M	m
<i>Kunzea ericoides</i>	kanuka	tree	m	m
<i>Tamarix parviflora</i>	tamarisk	shrub	M	m
<i>Metrosideros umbellata</i>	southern rata	tree	H	L
<i>Astelia fragrans</i>	bush lily	tuft	m	m
<i>Melicytus ramiflorus</i>	mahoe	tree	m	m
<i>Melianthus major</i>	cape honey flower	shrub	M	m
<i>Plagianthus divaricatus</i>	salt marsh ribbonwood	shrub	M	L
<i>Olearia arborescens</i>		shrub	M	L
<i>Griselinia littoralis</i>	broadleaf	tree	m	L
<i>Brachyglottis repanda</i>	rangiora	shrub	M	m
<i>Pseudopanax colensoi</i>	three finger	tree	m	L
<i>Pittosporum tenuifolium</i>	kohuhu	tree	m	L
<i>Myrsine australis</i>	matipo	tree	m	L
<i>Fuchsia excorticata</i>	tree fuchsia	tree	L	L
<i>Sophora microphylla</i>	kowhai	tree	L	m
<i>Hoheria angustifolia</i>	narrow-leaved lacebark	tree	L	m
<i>Lavatera assurgentiflora</i> *	Californian mallow	shrub	L	m
<i>Argyranthemum frutescens</i> *	marguerite	shrub	L	L
<i>Artemisia absinthium</i> *	hedge artemisia	shrub	L	m
<i>Chamaecytisus palmensis</i>	tree lucerne	tree	L	m
<i>Teucrium fruticans</i> *	teucrium	shrub	L	L