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# TITAHI BAY BEACH RESERVES MANAGEMENT PLAN



# TITAHI BAY BEACH, RESERVES MANAGEMENT PLAN

|                               |   |
|-------------------------------|---|
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## PORIRUA CITY COUNCIL

### LEISURE ASSETS & SERVICES

### ASSET MANAGEMENT AND OPERATIONS GROUP

**August 2008**

# CONTENTS

|   |           |
|---|-----------|
| <b>FOREWORD from the Mayor</b> .....  | <b>4</b>  |
| <b>EXECUTIVE SUMMARY</b> .....  | <b>5</b>  |
| Table 1. Work Programme for Titahi Bay Beach – Summary of Key Actions ..... | 6         |
| <b>INTRODUCTION</b> .....   | <b>10</b> |
| Purpose.....  | 11        |
| Principal actions.....  | 11        |
| Context.....  | 12        |
| Public consultation .....   | 15        |
| <b>SECTION 1 OBJECTIVES AND ACTIONS</b> .....                               | <b>16</b> |
| 1.1 Landscape design .....  | 17        |
| 1.2 Legal status of land .....  | 19        |
| 1.3 Access.....   | 23        |
| 1.4 Natural systems and foreshore management.....                           | 24        |
| 1.5 Public use and recreation management.....                               | 30        |
| 1.6 Enforcement and regulatory management .....                             | 32        |
| 1.7 Council facilities and asset management.....                            | 38        |
| 1.8 Future development.....   | 40        |
| 1.9 Communication, consultation and education.....                          | 42        |
| <b>SECTION 2 BACKGROUND</b> .....   | <b>43</b> |
| 2.1 The setting.....  | 43        |
| 2.2 History of settlement.....  | 47        |
| 2.3 Reserve values.....   | 49        |
| <b>ACKNOWLEDGEMENTS</b> .....   | <b>51</b> |
| Appendix 1 .....  | 52        |
| Community involvement in the development of the Plan .....                  | 52        |
| Appendix 2 .....  | 54        |
| Classification and general purposes of reserve types.....                   | 54        |
| Appendix 3 Plant Lists .....  | 55        |
| Appendix 4.....   | 57        |
| Porirua City Council instruments affecting ordinary beach use.....          | 57        |
| Appendix 5 Greater Wellington Regional Council instruments .....            | 59        |
| <b>References/Bibliography</b> .....  | <b>68</b> |

## Figures, tables and maps

|                    | <b>Title</b>  | <b>Referenced in</b>   |
|--------------------|---|--|
| Map 1              | Management Plan – Land Parcels Map<br><br>Identifies the land titles included in the plan.  | Introduction (pg 10)<br><br>1.2 Legal status of land (pg 19)<br>1.8 Future development (pg 40)   |
| Map 1A             | Conservation and Recreation/Open Space Linkages   |  |
| Map 2              | Management Plan – Key Features<br><br>Illustrates features in and around the beach and the land controlled/managed by Council to be subject to the management plan. | Introduction (pg 10)<br><br>1.3 Access (pg 23)<br>1.4 Natural systems and foreshore management (pg 24)<br>2.1.2 Climate & tides (pg 44)<br>2.1.3 Geology (pg 44)<br>2.1.5 Freshwater (pg 46)<br>2.1.6 Heritage (pg 47) |
| Map 3              | Condition Assessment – Flora<br><br>Location of areas A to G with key recommendations for management.   | 1.4.3 Dune and vegetation management (pg 27)<br>2.1.4 Flora (pg 45)  |
| Map 3A             | Condition Assessment – Flora<br><br>Provides a selection of photographs illustrating the condition of areas A to G.   | 1.4.3 Dune and vegetation management (pg 27)<br>2.1.4 Flora (pg 45)  |
| Map 4              | Proposed Motor Vehicle and Boat Launch Activities Control   | 1.5 Public use and recreation management (pg 30)<br>1.6 Enforcement and regulatory management (pg 32)  |
| Figure 1 (Page14)  | Strategic Context for Plan<br><br>Illustrates the main linkages between the Management Plan and other Council policies and strategies and legislation.              | Introduction (pg 10)   |
| Figure 2 (Page 22) | Indicative Process for the Land Status Project  | Introduction (pg 10)<br><br>1.2 Legal status of land (pg 19)   |
| Table 1 (Page 6)   | Work Programme for Titahi Bay Beach – Summary of Key Actions  | Executive Summary (pg 5)   |
| Table 2 (Page 34)  | Land Manager Roles  | 1.6 Enforcement and regulatory management (pg 32)  |
| Table 3            | Plants typical prior to human settlement  | Appendix 3 Plant Lists (pg 55)<br>2.1.4 Flora (pg 45)  |
| Table 4            | Plants typical of the beach area 2006-2007  | Appendix 3 Plant Lists (pg 55)<br><br>2.1.4 Flora (pg 45)  |

## **FOREWORD from the Mayor**

Kia Ora Tatou, Talofa Lava, Malo Lelei, Taloha Ni, Fakaalofa lahi Atu, Kia Orana, Ni Sa Bula Vinaka, Na Mamaste and Greetings

It is with great pleasure that Porirua City Council presents the Titahi Bay Beach Reserves Management Plan.

The Plan would not have taken shape without the input of residents, boaties, surfing, community groups and organisations together with the Greater Wellington Regional Council. This was very much appreciated.

This Plan will guide Council's decision-making and day-to-day management of the beach area. It also sets out a number of agreed projects to be undertaken over the forthcoming years.

Council is committed to working with individuals and organisations to tap into expertise, skills and local knowledge that are critical to achieve the objectives of the Plan. It also provides the basis for Council's ongoing partnership with the community, Greater Wellington Regional Council and other organisations so that together we can ensure Titahi Bay Beach is enjoyed by all.

Kind regards

Jenny Brash  
Mayor of Porirua City

## EXECUTIVE SUMMARY

The Titahi Bay Management Plan (the Plan) provides a detailed management framework for Titahi Bay Beach Reserves that complements the overriding strategies, policies and objectives for coastal land, reserves and other land managed by Council for leisure, recreation open space and conservation.

The Plan will guide Council's decision-making and day-to-day management of the beach area. It will also guide the future development of the beach and environs. However, the implementation of the Plan will rely on the allocation of funding through the Long Term Council Community Plan for a range of investigations, projects, planning processes and public consultation.

The aims of the Plan are consistent with Council's management of all coastal land. These being:

- to ensure that Titahi Bay Beach is able to be accessed, used and enjoyed by the public.
- to maintain, and where practicable, enhance the natural character of Titahi Bay Beach.
- to work with coastal processes to manage erosion on Titahi Bay Beach in a sustainable way.
- to protect Titahi Bay Beach from unnecessary or inappropriate development.

The action points contained in Table 1. of this Executive Summary inform the full work programme arising from the Plan. The most critical aspects of the work programme are the six principal actions for 2008/09 that will ensure the objectives of the Plan can be achieved in later years. These principal actions are to:

|                          |  |
|--------------------------|--|
| <b>PRINCIPAL ACTIONS</b> | Seek to agree a Memorandum of Understanding (or similar) with Greater Wellington over regulatory management of Titahi Bay Beach.   |
|                          | Work to ensure that, where possible all land subject to the Plan is held under the Reserves Act 1977; and that land status changes will not make building/planning restrictions for beachfront properties more permissive. |
|                          | Work with residents to develop a landscape concept plan that will also guide upgrade/development of facilities (over the life of the plan).  |
|                          | Work with experts, Greater Wellington, residents and interest groups to develop a natural systems action plan to consider management of dunes, vegetation, pollution and erosion.  |
|                          | Proceed with bylaw controls for management of Titahi Bay Beach (including vehicle use) above Mean High Water Springs.  |
|                          | Ensure clear signage is provided to residents and visitors about who to contact when there are concerns over use of the beach.   |

An Action Plan (to be developed as a companion document) provides details of how the principal actions will be incorporated into Council's overall work programme. Through regular updates of the Action Plan, resources will be focused on 3 year priorities to ensure the implementation of the Plan. Action Plans will be revised every 3 years and will be subject to review through Council's annual planning and Long Term Council Community Plan processes.

**Table 1. Work Programme for Titahi Bay Beach – Summary of Key Actions**

| Key Action Area   | Actions   | Work to commence      |
|---|---|-----------------------|
| <p><b>Landscape design</b></p> <p><b>Section 1.1</b><br/><b>(page 17)</b></p> | <p><b>Develop a landscape concept plan to address:</b></p> <ul style="list-style-type: none"> <li>• pathway network</li> <li>• access, carparking and management of access – including vehicle access control if appropriate</li> <li>• areas for restricted public access, informal and formal use</li> <li>• weed removal and revegetation</li> <li>• removing concrete chunks and unnecessary hard structures</li> <li>• reducing impact of stormwater drains improving utilisation of flat areas for recreation</li> <li>• security and public safety, signage, on-site interpretation and night vehicle access.</li> <li>• guide the upgrade of facilities (and development of new facilities) over the life of the Plan, including dedicated facilities for surfers.</li> </ul> <p><b>Work with a representative group of residents/interested parties to:</b></p> <ul style="list-style-type: none"> <li>• assist Council prepare the landscape concept plan (if necessary staged over time)</li> <li>• ensure detailed suggestions provided in submissions to the Draft Plan are considered</li> <li>• ensure District Planning issues are identified</li> <li>• consult with the wider community on the options identified.</li> </ul> | <p><b>2008/09</b></p> |
| <p><b>Land status</b></p> <p><b>Section 1.2</b><br/><b>(page 19)</b></p>      | <p><b>Where possible, vest all land subject to the Plan as land administered under the Reserves Act 1977.</b></p> <p><b>Establish a Land Status Project to:</b></p> <ul style="list-style-type: none"> <li>• analyse the impacts that land status change may have on development on adjoining land and the boatsheds e.g. affecting open, natural character and amenity of the beach</li> <li>• adopt procedures for road stopping through the Local Government Act 2002 as opposed to the Public Works Act 1981.</li> <li>• form a working group to work with boatshed owners, adjoining residents and affected/interested parties to consider the full implications of changing land status and Reserves Act 1977 classifications prior to declaring</li> </ul>   | <p><b>2008/09</b></p> |

| Key Action Area  | Actions  | Work to commence                              |
|--|--|---|
|  | land reserve <ul style="list-style-type: none"> <li>• ensure concerns about District Planning and building restrictions on adjoining properties are addressed</li> <li>• review District Plan provisions regarding set-backs/building line restrictions on boundaries adjoining the Plan area.</li> </ul>  |   |
| <b>Access</b><br><br><b>Section 1.3</b><br><b>(page 23)</b>                      | <b>Develop a comprehensive pathway network that identifies:</b> <ul style="list-style-type: none"> <li>• specific access points and provides recommendations for management of these accesses</li> <li>• areas for restricted public access</li> <li>• standards to be used for different areas of the pathway network e.g. boardwalk, sealed path, bush track.</li> <li>• areas of informal and formal use relative to sensitive areas and recognises the needs of particular users, such as pedestrians, cyclists, vehicle drivers, horse riders and users of pushchairs, wheelchairs, and boats</li> <li>• carparking areas.</li> <li>• ensure that detailed suggestions on access provided in submissions to the Draft Plan are considered by the Landscape Plan Working Group.</li> </ul> | <b>Through landscape concept plan 2008/09</b> |
| <b>Natural systems action plan</b><br><br><b>Section 1.4</b><br><b>(page 24)</b> | <b>Develop a natural systems action plan:</b> <ul style="list-style-type: none"> <li>• work with Greater Wellington and specialists to develop a natural systems action plan for supporting natural systems</li> <li>• work with a representative group of residents/interested parties to assist Council to review the natural systems action plan, identify options for wider community consultation and prepare guidelines to implement the plan</li> <li>• hold a public meeting to present/discuss the natural systems action plan.</li> </ul>  | <b>2008/09</b>                                |
| Erosion<br><br>Section 1.4.1<br>(page 25)  | <ul style="list-style-type: none"> <li>• review all relevant information</li> <li>• consider impacts of activities.</li> </ul>   |   |
| Pollution<br><br>Section 1.4.2<br>(page 26)                                      | <ul style="list-style-type: none"> <li>• review management contracts</li> <li>• investigate options for stormwater</li> <li>• ensure all Council Departments are aware of Plan.</li> </ul>   |   |

| Key Action Area  | Actions   | Work to commence      |
|--|---|-----------------------|
|  | <ul style="list-style-type: none"> <li>• address sediment control from development</li> <li>• monitor water quality</li> <li>• identify and manage risks to sensitive areas.</li> </ul>   |                       |
| <p>Dune and vegetation management</p> <p>Section 1.4.3<br/>(page 27)</p>                           | <p>For each management area specific recommendations will address:</p> <ul style="list-style-type: none"> <li>• weed removal</li> <li>• revegetation</li> <li>• removing concrete chunks and unnecessary hard structures</li> <li>• Reducing impact of stormwater drains.</li> </ul>  |                       |
| <p><b>Public use and recreation</b></p> <p><b>Section 1.5</b><br/><b>(Page 30)</b></p>             | <p><b>Work with other agencies and the community to consolidate various regulatory instruments to achieve:</b></p> <ul style="list-style-type: none"> <li>• A boat launch area/zone (refer Map 4)</li> <li>• beach area prohibited for motor vehicles other than launching boats (refer Map 4).</li> </ul> <p><b>In collaboration with the Boatshed Owners Group, review license arrangements to better control and enhance maintenance of the boatsheds.</b></p>   | <p><b>2008/09</b></p> |
| <p><b>Enforcement and regulatory management</b></p> <p><b>Section 1.6</b><br/><b>(Page 32)</b></p> | <p><b>Agree a Memorandum of Understanding (or similar) with Greater Wellington (and other organisations over time as required) regarding regulatory management of the beach area</b></p> <p><b>Ensure that the protocols and processes in the agreement with Greater Wellington are communicated clearly to residents, the Beach Warden and community groups active in Titahi Bay.</b></p> <p>Also:</p> <ul style="list-style-type: none"> <li>• provide signage and information at the access points to the beach</li> <li>• review existing bylaw to address the issue of beach management over mean high water springs</li> <li>• incorporate Crime Prevention Through Environmental Design (CPTED) principles into the landscape concept plan to address security and public safety</li> <li>• work with community organisations to improve responsible behaviour on the beach</li> </ul> | <p><b>2008/09</b></p> |

| Key Action Area  | Actions  | Work to commence |
|--|--|------------------|
|  | <ul style="list-style-type: none"> <li>• Review service levels and specifications for maintenance to improve procedures to respond to vandalism and graffiti.</li> <li>• ensure regular monitoring of boatsheds to ensure compliance with licence conditions and District Plan rules.</li> </ul>   |                  |
| <b>Council facilities and asset management</b><br><br><b>Section 1.7</b><br><b>(Page 38)</b>   | <b>Through the LTCCP review the extension of the Beach Warden position to a six month per year role (Nov to April).</b> <ul style="list-style-type: none"> <li>• review role of beach warden with input from residents and the community in three years</li> <li>• monitor and review maintenance contracts regularly</li> <li>• identify opportunities to develop new facilities, including dedicated surfing facilities.</li> </ul>  | <b>2008/09</b>   |
| <b>Future development</b><br><br><b>Section 1.8</b><br><b>(Page 40)</b>                        | <b>Through the landscape concept plan, guide to development and upgrade of facilities:</b> <ul style="list-style-type: none"> <li>• ensure CPTED principles are used to address the issues of security and public safety, signage, interpretation and night vehicle access</li> <li>• investigate the adequacy of District Plan and other regulatory tools to safeguard the character of the Beach especially regarding development on adjoining properties and resulting from land status changes eg view shafts and building height/location and intensity</li> <li>• work with residents and surfing groups to identify opportunities within the Titahi Bay beach area and environs to provide future dedicated facilities for surfers</li> <li>• investigate the possibility of either an appointment to control and manage the Crown land on the corner of Toms Road and Beach Road from the Minister of Conservation, or future transfer/vesting to Council</li> <li>• ensure the suggestions of submitters to the Draft Plan about maintenance and facilities are taken into account in the future development of Titahi Bay Beach facilities.</li> </ul> | <b>2008/09</b>   |
| <b>Communication, consultation and education</b><br><br><b>Section 1.9</b><br><b>(Page 42)</b> | <b>Work with residents to:</b> <ul style="list-style-type: none"> <li>• raise awareness about the Plan and provide opportunities for input to implementation</li> <li>• provide information materials on coastal process and protection of dune systems.</li> </ul>  | <b>2008/09</b>   |

## INTRODUCTION

For over 600 years, people have been associated with Titahi Bay for its strategic location, access to food sources (shellfish, whales) mild climate and beautiful setting.

Titahi Bay has always attracted people as a place to live, to play and to work. The community is a proud guardian of the beach and adjoining parks.

This Plan provides a detailed management framework for Titahi Bay Beach Reserves that complements the overriding strategies, policies and objectives for coastal land, reserves and other land managed by Council for leisure, recreation open space and conservation.

This document has been prepared with the support of the Greater Wellington Regional Council (GW) and the Department of Conservation (DoC), who are responsible for the regulatory control and management/stewardship of the coastal foreshore (ie areas below Mean High Water Springs) adjoining the council-managed land included in the Plan.

The collection of information leading up to the development of this plan has occurred over a number of years including many discussions with the local community. Without the commitment and assistance of many individuals and groups, the Plan would not have been prepared.

Council acknowledges the contributions made by the following organisations and individuals from which a small working group was formed to support the detailed preparation of the Plan:

|                                      |  |
|--------------------------------------|--|
| Titahi Bay Residents Association     | Graeme Ebbett, Brian Warburton, Gael McRoberts   |
| Ngati toa                            | Miria Pomare   |
| Fisherman's Club                     | Steve Warren   |
| Boatshed Owners                      | Gordon Hazlewood, Barry Waters   |
| Resident, botanist                   | Robyn Smith  |
| Greater Wellington                   | Nicola Shorten, Piotr Swierczynski   |
| Titahi Bay Surf Life Saving Club     | Brian Grace  |
| Titahi Bay School                    | Michelle Sweet   |
| Neighbourhood Watch                  | Gordon Lee   |
| Fossilised forest                    | Rose Hudson  |
| Surfers                              | Peter Windsor, Brandon Kingi   |
| Residents                            | Peter McGregor, Ruth Cater, Colleen Vella, Pam Ringrose, Vic Jennings, Alan Cory                                       |
| Titahi Bay Coastal Restoration Group |  |
| Council officers                     | Gary Simpson, Peter Bailey, Chris Linnell, Louise Dunning, Ara Wilson, Ian Barlow, Karyn Stillwell, Jason Harvey-Wills |
| Facilitator                          | Sarah Wilson   |
| Contractor                           | Pippa Player   |

## Purpose

The Titahi Bay Beach Reserves Management Plan (the Plan) will:

- inform Council's decision-making and day-to-day management of the Titahi Bay Beach area
- provide a framework of information about the beach area
- provide a framework of key actions to be undertaken relating to the management area
- guide the future development of the beach and environs by providing outputs from the key actions
- contribute as a key reference to other consultation, planning and policy development processes of Council
- address landscape, public use, natural systems and regulatory management/enforcement issues.

However, the implementation of the Plan will rely on the allocation of funding through the Long Term Council Community Plan and the coordination of projects and actions through:

- existing work programmes (operational and capital works)
- new or specific projects.

This Plan is not being prepared subject to the Reserves Act 1977 as not all the land contained in the management area is currently vested as reserve pursuant to the Reserves Act 1977. A review of the plans statutory base may be undertaken once the future status of the land has been determined and implemented.

The land and reserves (and parts of reserves) that are included in this Plan are illustrated on Map 1 which identifies the land titles and legal descriptions and identifies the areas subject to the management plan. Map 1A provides a map showing the proximity of other recreation, open space, conservation and heritage sites within the City.

Map 2 is an aerial photograph that identifies the main access points and natural and man-made features of the area included in the Plan. It also shows the indicative boundary of the council-owned/managed land that is subject to the Plan. The Plan is only applies to land owned or controlled by Council.

## Principal Actions

The objectives and actions in the Plan will be used as the policy framework that can be used to contribute to other consultation, planning and policy development processes of Council, including Titahi Bay Village Planning.

A summary of the action points is contained in Table 1 (see page 6). These actions form the work programme arising from the Plan. The most critical aspects of the work programme are the four principal actions in 2008/09 that will ensure the objectives of the Plan can be achieved in later years. These actions are to:

|                          |  |
|--------------------------|--|
| <b>PRINCIPAL ACTIONS</b> | Seek to agree a Memorandum of Understanding (or similar) with Greater Wellington over regulatory management of Titahi Bay Beach.   |
|                          | Work to ensure that, where possible all land subject to the Plan is held under the Reserves Act 1977; and that land status changes will not make building/planning restrictions for beachfront properties more permissive. |
|                          | Work with residents to develop a landscape concept plan that will also guide upgrade/development of facilities (over the life of the plan).  |
|                          | Work with experts, Greater Wellington, residents and interest groups to develop a natural systems action plan to consider management of dunes, vegetation, pollution and erosion.  |
|                          | Proceed with bylaw controls for management of Titahi Bay Beach (including vehicle use) above Mean High Water Springs.  |
|                          | Ensure clear signage is provided to residents and visitors about who to contact when there are concerns over use of the beach.   |

An Action Plan (to be developed as a companion document) provides details of how the principal actions will be incorporated into Council's overall work programme. Through regular updates of the Action Plan, resources will be focused on 3 year priorities to ensure the implementation of the Plan. Action Plans will be revised every 3 years and will be subject to review through Council's annual planning and Long Term Council Community Plan processes.

## Context

The overriding management document guiding the resources and methods used to administer and manage Titahi Bay Beach and environs is the Porirua City Council Leisure and Recreation Plan 2004 – 2014. Other strategic policies include Council's Coastal Land Policy 2004, General Policies for Reserves 2003, Reserves Network Asset Management Plan 2004 and Revegetation Policy 2004. These documents provide further detail and policy direction for administration and management of the Titahi Bay Beach Reserves covered by this Plan<sup>1</sup>.

In managing coastal land Council aims to:

- ensure that coastal land is able to be accessed, used and enjoyed by the public
- maintain, and where practicable, enhance the natural character of the coastal environment
- where appropriate, protect coastal land from coastal erosion
- protect coastal land from unnecessary or inappropriate development.

The Revegetation Policy (2004) sets the direction of and priorities for revegetation programmes on all Council managed land. Titahi Bay is a high priority in that it is a coastal reserve that incorporates dunes which are susceptible to erosion.

Through the above mentioned policies, Council has a commitment to long term protection of open space areas with special importance for communities, conservation or recreation. Where appropriate, Council uses tools such as the

<sup>1</sup> Note that these strategic policies are subject to review from 2009.

Reserves Act 1977 to ensure the values attributed by the community to the land are safeguarded and enhanced for the benefit of future generations.<sup>2</sup> It should be noted that Council's management of land and present regulatory role at Titahi Bay Beach covers the land and foreshore to Mean High Water Springs.<sup>3</sup>

Council manages assets and land within the context of a series of other regulatory requirements administered by its own Regulatory and Environment Services eg bylaws and the Porirua City District Plan and regulatory requirements administered by Greater Wellington Regional Council. Regional regulatory requirements are primarily administered through a range of policies and plans under the Resource Management Act (1991). Regional regulatory policies relevant for management of Titahi Bay Beach include the Regional Policy Statement for the Wellington Region<sup>4</sup>, the Regional Coastal Plan for the Wellington Region (Regional Coastal Plan)<sup>5</sup> and Navigation and Safety Bylaws<sup>6</sup>.

The Regional Coastal Plan and Navigation and Safety Bylaws govern activities of any party below Mean High Water Springs.

Figure 1 illustrates the strategic statements, statutory policies and other policies of the Council that form the strategic framework within which the Titahi Bay Beach Reserves are managed.<sup>7</sup>

---

<sup>2</sup> Note that declaring land 'reserve' and subject to the Reserves Act 1977 is in addition to the protection afforded to land by virtue of local authority ownership or stewardship under the Local Government Act 2002. The Reserves Act 1977 provides a framework for management, decision-making and public consultation. In some cases, the consent of the Minister of Conservation is required before certain activities are permitted that would not be consistent with the purposes for which the reserve was held or classified (or consistent with a management plan for the area). Typically, reserves held by local authorities are 'classified' as historic, recreation, scenic or local purpose reserves.

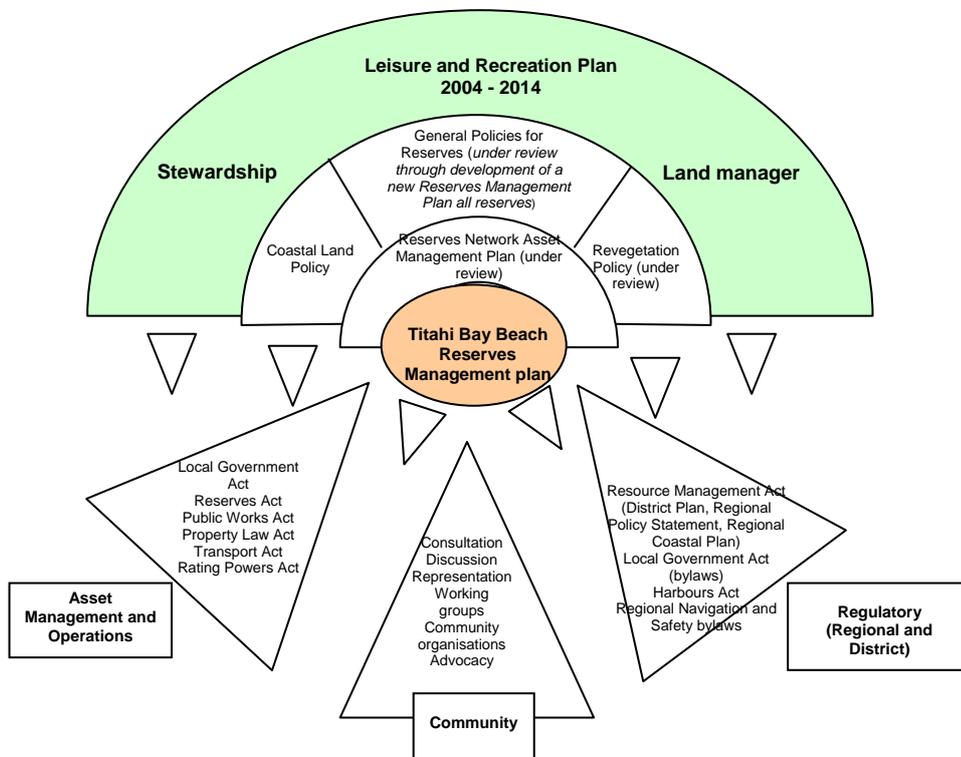
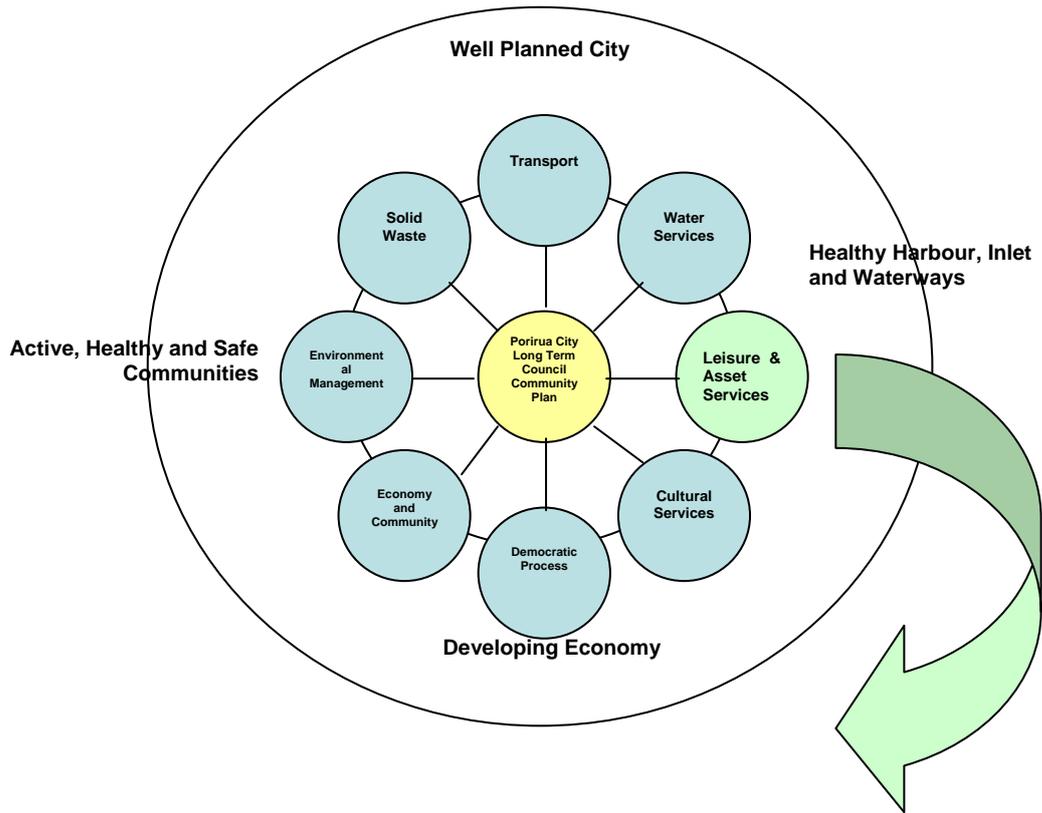
<sup>3</sup> Further explanation of who manages what around the coastal marine area is contained in section 1.6 ENFORCEMENT AND REGULATORY MANAGEMENT, page 32.

<sup>4</sup> Greater Wellington Regional Council, operative May 1995 – under review in 2008 (refer to the Draft Regional Policy Statement for the Wellington Region 2008 available from [www.gw.govt.nz](http://www.gw.govt.nz)).

<sup>5</sup> Greater Wellington Regional Council, operative June 2000.

<sup>6</sup> A summary of district and regional regulatory instruments is contained in Appendix 4, page 57.

<sup>7</sup> Note that Figure 1 is not a comprehensive list of influences, but is intended to illustrate the links between the Plan and other Council policies.



**Figure 1. Strategic context for reserve management plans**

## **Public consultation**

Public consultation on the Titahi Bay Management Plan has effectively been occurring since 2004. Appendix 1 provides a brief overview of the development of this Plan since 2004.

The Draft Titahi Bay Beach, Reserves Management Plan (the Draft Plan) was subject to formal public consultation in accordance with the Local Government Act 2002 in October 2007. In March 2008, Council considered submissions and made recommendations to finalise the Plan. This document is the approved policy of Council: the Titahi Bay Beach, Reserves Management Plan 2008 (referred to as the Plan).

## **SECTION 1 OBJECTIVES AND ACTIONS**

The policy and management framework for Titahi Bay Beach is based on 9 issues identified through previous management and planning processes, consultation and the work of the Titahi Bay Beach Reserves Working Group. The issues are:

- 1.1 Landscape design.
- 1.2 Legal status of land.
- 1.3 Access.
- 1.4 Natural systems and foreshore management.
- 1.5 Public use and recreation management.
- 1.6 Enforcement and regulatory management.
- 1.7 Council facilities and asset management.
- 1.8 Future development.
- 1.9 Communication, consultation and education.

Council will implement the management plan through a series of objectives and actions that will be prioritised according to the resources made available through the Long Term Council Community Plan and Annual Plan. Action plans will be prepared every 3 years to determine priority actions and guide budget and resources allocated through the Long Term Council Community Plan.

The objectives and actions for each of the issues identified are discussed in the following subsections. For each action a target start date has been provided along with a note of the main methods used. The Executive Summary and Table 1 (see pages 4 and 6) provide a summary table of all actions in the Plan.

## 1.1 LANDSCAPE DESIGN

### 1.1.1 Issues

The development of a practical plan to guide how the beach area is adapted and cared for over the life of the Plan is a mechanism that will resolve a range of interconnected practical and design issues.

The landscape concept plan is a principal action from the Plan. Working with residents, Council will develop a high level landscape design for land included in the Plan which will identify areas for different uses/protection and will list the tasks required to achieve each. It will support actions related to the other eight issue areas identified for the Plan, including: access, carparking, dune and vegetation management, safety, recreation facilities development and signage.

### 1.1.2 Objective

- To develop a high level plan to support the physical development and management of Titahi Bay Beach that preserves the character of the beach and environs.

### 1.1.3 Implementation methods

Specialist advice  
Working group  
Consultation  
Asset and property management.

### 1.1.4 Actions

| Council will...   | Target start date: |
|---|--------------------|
| <p>Develop a landscape concept plan (if necessary staged over time) with the assistance of a representative group of residents/interested parties, to address:</p> <ul style="list-style-type: none"><li>• pathway network</li><li>• access, carparking and management of access – including vehicle access control if appropriate</li><li>• areas for restricted public access, informal and formal use</li><li>• weed removal and revegetation</li><li>• removing concrete chunks and unnecessary hard structures</li><li>• reducing impact of stormwater drains improving utilisation of flat areas for recreation</li><li>• security and public safety, signage, on-site interpretation and night vehicle access</li><li>• guiding upgrade of facilities (and development of new facilities) over the life of the Plan, including dedicated facilities for surfers.</li></ul> | 2008/09            |

|  |           |
|--|-----------|
| Ensure detailed suggestions provided in submissions are considered.  | 2008/09   |
| Ensure District Planning issues are identified through the landscape concept plan process for Council consideration through the review of the Porirua City District Plan and associated processes. | 2008/09   |
| Consult with the wider community on the options identified (if necessary, staged over time as further work and specialist advice may be required).   | 2009/2010 |

## 1.2 LEGAL STATUS OF LAND

### 1.2.1 Issues

The land included in the Plan is held by Council in several ways:

- road (public road or road reserve)
- unformed legal road
- freehold/fee simple
- local purpose or recreation reserve (subject to the Reserves Act 1977).

Titahi Bay Road reserves are included in the Council's Asset Management Plan for Reserves 2004 as land that is managed as local purpose reserve. However, the legal classifications of the land parcels vary, but the area has features and natural values that should be managed with greater emphasis on these values rather than a generic 'managed as reserve' status.

Where land managed for reserve purposes is unformed legal road, road reserve or freehold land, difficulties can arise where compliance or enforcement actions (such as for nuisance or trespass) are required to effectively deal with inappropriate behaviour. Council may also have difficulty in remedying conflicts or seeking redress in cases where property or people are potentially or actually harmed.

Better control of access to the beach and long-term management and protection of the values of the beach are needed, particularly for the most sensitive areas to improve ecological integrity of the area. In general, access to the beach is via unformed legal road and it is important to maintain access to the boatsheds so that boatshed owners and recreational boating/fishing users can continue to enjoy and use the beach.

Where a council wishes to provide long term protection of an area it can declare areas reserve under the Reserves Act 1977. The Reserves Act provides for the

"preservation and management for the benefit and enjoyment of the public areas possessing recreational, wildlife, indigenous flora or fauna, or environmental and landscape amenity or natural scenic, historic, cultural, archaeological community or other features or value."

(Reserves Act 1977:s3 (a))

There are different types of reserve classification, which could be used to secure more formal protection of this area eg scenic, recreation, local purpose, environmental protection or historic. These classifications are the most suitable for local authority ownership/stewardship as distinct from Government ownership. It is possible that a combination of more than one reserve type could be used, depending on the particular values of the area and the impacts/effects on adjoining properties. For example, local purpose reserve classification is appropriate for the surf club buildings, but it is not always appropriate for areas with significant ecological values.

Map 1 is an aerial photograph which identifies the legal title boundaries and lists the current status for each land parcel. Appendix 2 contains a summary of the range of classification options under the Reserves Act 1977.

Council is in the process of considering changing the zoning for the beach area and other recreation and open space areas under the Porirua City District Plan.<sup>8</sup> The District Plan is the main regulatory tool used to control the way all land is used and developed in the City and specifies policies and rules and notes which activities need resource consents. The proposed zone for the beach area is 'Open Space Zone'. The Open Space Zone is proposed for areas that "*tend to be used for more informal recreation activities and provide visual amenity to the community within which they are located. Buildings on these areas of land tend to be smaller and provide only basic amenities*".

Concerns raised during consultation on the Draft Plan related to the effects of changing land status on adjoining properties that may create more permissive design standards resulting in buildings or development dominating and changing the natural character of the beach area. Issues over the preference for using consultative statutory processes to change land status were also raised.

The approach developed through the Plan is to establish a working group to test detailed options and to ensure that prior to public and Council consideration:

- the implications of each option are clear
- measures can be put in place to address District plan issues or negative impacts prior to changes to land status taking effect.

### **1.2.2 Objectives**

- To ensure the status of the land is consistent and supports protection of conservation, ecological, amenity or recreation values and public access.

### **1.2.3 Implementation methods**

Investigations

Consultation

Asset and property management

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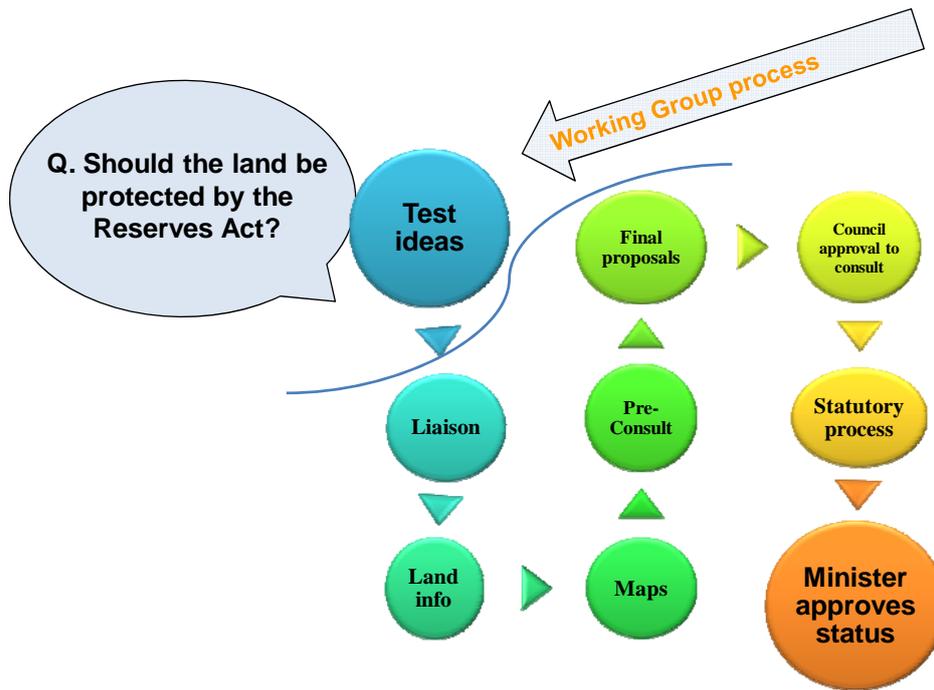
<sup>8</sup> Refer to: "Discussion Document Porirua City District Plan Review of the Status of the City's Recreation Areas and Open Spaces" 13 November 2006, SP/11/4/13. The proposal was notified as Proposed Plan Change 8 in September 2007.

## 1.2.4 Actions

| Council will...  | Target start date |
|--|-------------------|
| Establish the Land Status Project to: <ul style="list-style-type: none"> <li>• Analyse the potential impacts (positive and negative)<sup>9</sup> a change in land status may have on development on adjoining land and the boatsheds e.g. affecting open, natural character and amenity of the beach.</li> <li>• Adopt procedures for road stopping through the Local Government Act 2002 as opposed to the Public Works Act 1981.</li> <li>• Form a working group to work with boatshed owners, adjoining residents and affected/interested parties to ensure the full implications of changing land status and Reserves Act 1977 classifications are discussed and known prior to making recommendations and commencing formal processes to declare land reserve.</li> <li>• Ensure concerns about district planning and building restrictions on adjoining properties are addressed.</li> </ul> | 2008/09           |
| Review District Plan provisions regarding set-backs/building line restrictions on boundaries adjoining the Plan area.  | 2008/09           |
| Where possible vest all land subject to the Plan as reserve under the Reserves Act 1977 (a public consultation process is required by the Reserves Act 1977).  | 2009/2010         |

The Land Status Project will need to recognise several statutory consultation processes when deciding whether to declare land reserve under the Reserves Act 1977. An indication of the key steps is provided in [Figure 2](#) below.

<sup>9</sup> Note that in some circumstances, a change in land status to reserve (or a change in the classification of a reserve) has consequential implications for adjoining land. For example, the rights an adjoining owner has in terms of future development of land under the Resource Management Act 1991 or the Building Act 2004 may alter (such as yard setback requirements and height recession planes on boundaries adjoining the management plan area).



**Figure 2. Land status project – indicative process**

The initial step in the Land Status Project is to test the idea that all the land parcels included in the Plan be protected through the Reserves Act 1977. Once further investigation of the implications for each parcel of land, there may be circumstances where protection in this form is not appropriate. Whilst classifying land parcels into a reserve status may be useful in that it determines their long term use and provides a form of public protection, it also may negatively affect district planning ability to enforce such things as roading setbacks.

Figure 2. shows some of the main milestones for the project. There are also statutory processes involved for some of the land that will require approvals and decisions of other organisations eg Minister of Conservation.



## 1.4 NATURAL SYSTEMS AND FORESHORE MANAGEMENT

Issues identified relating to natural systems and foreshore management include beach erosion, pollution and dune and vegetation management. A set of objectives for the overall management of natural systems has been developed that aim to address the issues of erosion, pollution and dune/vegetation management. These issues are interlinked and so overall objectives and implementation methods, are set out in this section followed by three sub sections that provide a commentary on the issues and associated actions.

Map 2 provides a reference for the main natural and man-made features affecting the natural systems of the beach area.

### Objectives

The objectives are:

- to work with coastal processes to manage erosion on Titahi Bay Beach in a sustainable way
- to restore the ecological integrity, conservation and natural amenity values of Titahi Bay Beach
- to manage activities on Titahi Bay Beach to support ecological integrity, conservation and natural amenity values
- to protect the fossilised forest as a geological feature of important regional conservation value
- to maintain a high level of water quality in the bay
- to provide information about coastal processes to support community awareness about protection of ecosystems
- identify and delineate areas of dune for restoration and protection and restricted public access as shown on Figure 2
- to enable residents and beach users to be proud of the local species of flora and fauna of Titahi Bay.

### Implementation methods

Monitoring, pollution and contamination response

Investigations.

Communications/consultation - information provision and education.

| Council will...  | Target start date |
|--|-------------------|
| Include a natural systems action plan as a specific project in the LTCCP.  | 2008/09           |
| Work with Greater Wellington and specialists to develop a natural systems action plan (with costings) for supporting natural systems (including addressing erosion management) and reducing pollution: | 2008/09           |

|  |           |
|--|-----------|
| <ul style="list-style-type: none"> <li>• Engage a specialist coastal processes expert to study the coastal processes of Titahi Bay.</li> <li>• Review all relevant information (natural systems, erosion, pollution, water quality).</li> <li>• Consider impacts of activities eg beach grooming, stormwater control.</li> <li>• Ensure that detailed suggestions provided in submissions on the Draft Plan are considered.</li> <li>• Commission additional advice.</li> <li>• Make comprehensive and practical recommendations.</li> </ul> |           |
| <p>Work with a representative group of residents/interested parties to assist Council to review the natural systems action plan, identify options for wider community consultation and prepare guidelines to implement the plan.</p>   | 2009/2010 |
| <p>Hold a public meeting to present the natural systems action plan and discuss:</p> <ul style="list-style-type: none"> <li>• Findings of the commissioned research/technical advice about coastal processes</li> <li>• Recommendations and options</li> <li>• Practical implementation.</li> </ul>  | 2009/2010 |

### 1.4.1 Erosion

A long term approach to managing the effects of erosion is required. Existing erosion control structures are seen as unsightly and of little perceived benefit and may be unnecessarily interfering with natural processes. Some groups would like to see the removal of seaweed and rocks from the beach which are seen as unsightly and a public health risk.

There are differences in opinion between what is perceived as a clean, green beach area and what is ecologically sustainable. A balance needs to be achieved that ensures management of the beach reflects the values the community wishes to protect and enhance in the long term. Creating a greater awareness about what is happening on the beach will enable a better dialogue within the community about protection of the ecosystems around them.

The dune areas were the subject of an assessment in 2003, culminating in a Coastal Erosion Report. The report recommended a hard engineering solution to the erosion of the dunes<sup>10</sup>. It is clear from discussions with the Working Group and through submissions to the Draft Plan that that the solutions proffered in 2003 need to be revisited and further investigation of the natural systems are needed before any decisions are made.

<sup>10</sup> The Coastal Erosion Report 2003 noted that the area is already modified by human impact and "unable to sustain a 'natural' process of sand dissipation without loss of recreational and ecological assets".

The actions for erosion in the Plan are intrinsically linked to how the effects of pollution are addressed and how the dunes and vegetation are managed. The 'natural systems action plan' proposed will consider all elements with a focus on coastal processes to achieve the aims and objectives of the Plan in a practical way.

### Actions - erosion

| Council will...  | Target start date |
|--|-------------------|
| As part of the natural systems action plan: <ul style="list-style-type: none"> <li>• Review all relevant information (natural systems, erosion, pollution, water quality).</li> <li>• Consider impacts of activities eg beach grooming, stormwater control.</li> </ul> | 2008/09           |

### 1.4.2 Pollution

Residents have concerns about the water quality within Titahi Bay. There are also concerns about visible drainage and stormwater run off across the beach and siltation.

Water quality within the bay is monitored by Council as part of the environmental health functions, but also Greater Wellington who monitors the water quality on a regular basis associated with regional plans. However, only selected contaminants are measured for bathing water purposes only. Stormwater and sewerage systems are part of Council's infrastructure and are subject to resource consents granted by Greater Wellington.

### Actions - pollution

| Council will...  | Target start date |
|--|-------------------|
| As part of the natural systems action plan: <ul style="list-style-type: none"> <li>• Review management contracts for activities (such a beach grooming and rubbish/debris removal from stormwater and streams and contamination response protocols) that have potential impact on sensitive areas.</li> <li>• Investigate options for filtering stormwater runoff before it enters the sea e.g. wetland/pond areas or lengthening stormwater outfalls, that will address contamination.</li> </ul> | 2008/09           |
| Review asset management plans and align with and incorporate the Titahi Bay Beach Management Plan policies, objectives and actions .   | 2009/10           |

|   |         |
|---|---------|
| Ensure that development in the Titahi Bay catchment does not contribute to further water quality degradation eg insist on sediment control from earthworks/development sites. | Ongoing |
| Monitor water quality and maintenance of stormwater/sewerage outfalls.  | Ongoing |
| Work with Greater Wellington and community groups to identify and manage high priority risks to sensitive areas   | Ongoing |

### 1.4.3 Dune and vegetation management

Dune systems are located predominantly south from the Park Avenue access (Areas C and E). The most sensitive areas need to be protected from foot traffic. The major threats and risks stem from vandalism, rubbish and weed infestation. Several community projects in recent years have provided some protection and stabilisation works mainly through revegetation with locally sourced species such as spinifex and pingao. A better understanding of the natural coastal processes will support finding the right actions to be taken to sustainably manage the beach.

Map 3 identifies 7 distinct areas or management units for the beach (Areas A to G) and the main recommendations for management (refer also to section 2.1.4 and Appendix 3 for further information about the management units). Area G has not yet been assessed in the same depth as the other management areas. Figure 3A provides a selection of photographs for Areas A to G.

Vegetation management will be in accordance with General Policies for Reserves (2004) and specific actions arising from implementation of the Plan. Council's Revegetation Policy guides vegetation management and to identify high priority areas for ecological restoration. The Revegetation Policy specifies that no plantation species are to be used for Titahi Bay Beach, including Arnold Park and Stuart Park.

After assessment, priorities for vegetation management and revegetation will be identified and confirmed within the landscape development/concept plan for the whole area.

While in general the present ecological significance of the beach area is low, over time, there is huge potential for enhancement. The most significant areas for vegetation have been identified within management units A, C, E and F. Areas with the most potential for enhancement are management units D, E and F.

### Actions – dunes and vegetation

Incorporate the following recommendations into a comprehensive vegetation management plan as part of landscape concept plan, and in relation to erosion, the natural systems action plan.

| Council will...  | Target start date  |
|--|--|
| <p><b>Area A Present significance <i>medium</i></b></p> <ul style="list-style-type: none"> <li>• educate landowners on dumping garden waste and ecological integrity of cliffs</li> <li>• investigate controlling weed species over a period of 3 years</li> <li>• enhance the natural vegetation with appropriate locally endemic native plant species</li> </ul>   | <p>Through landscape concept planning 2008 - 2010</p>                                  |
| <p><b>Area B Present significance <i>low</i></b></p> <ul style="list-style-type: none"> <li>• establish theme for vegetation of low growing species eg native shrubs, grasses and sedges and groundcovers to avoid conflict with views and adjoining neighbours</li> <li>• Remove puriri, boobialla, karo and pseudopanax hybrids and weeds</li> <li>• revegetate in gaps with appropriate locally endemic native plant species.</li> </ul>  | <p>Through landscape concept planning 2008 - 2010</p>                                  |
| <p><b>Area C Present significance <i>medium</i></b></p> <ul style="list-style-type: none"> <li>• consider gently sloping areas and area around surf club for informal use</li> <li>• investigate controlling weed species over a period of 3 years</li> <li>• Retain the local native vegetation on the steeper slopes to keep the slope stable.</li> <li>• enhance the natural vegetation with appropriate locally endemic native plant species</li> <li>• remove all the chunks of concrete from the beach area and windbreak</li> <li>• investigate methods of reducing erosion impact on the beach from the stormwater drain.</li> </ul> | <p>Through landscape concept planning and natural systems action plan 2008 - 2010.</p> |
| <p><b>Area D Present significance <i>low</i></b></p> <ul style="list-style-type: none"> <li>• investigate controlling weed species over a period of 3 years</li> <li>• enhance the natural vegetation with appropriate locally endemic native plant species</li> <li>• nvestigate methods of reducing erosion impact on the beach from the stormwater drain.</li> </ul>  | <p>Through landscape concept planning and natural systems action plan 2008 - 2010.</p> |
| <p><b>Area E Present significance <i>medium</i></b></p> <ul style="list-style-type: none"> <li>• investigate controlling weed species over a period of 3 years</li> <li>• enhance the natural vegetation with appropriate locally endemic native plant species</li> <li>• Investigate methods of reducing erosion impact on the beach from the stormwater drain.</li> <li>• Assess use of the area around the toilets. Consider moving the toilets back into the hill behind, almost burying them to improve utilisation of flat areas.</li> </ul>   | <p>Through landscape concept planning and natural systems action plan 2008- 2010.</p>  |

|  |  |
|--|--|
| <p><b>Area F Present significance <i>medium</i></b></p> <ul style="list-style-type: none"> <li>• Remove the non-local species and weeds and reshape the flat area to a gentle slope.</li> <li>• Plant the slope with a mix of <i>Phormium cookianum</i>, <i>P. tenax</i>, <i>Coprosma repens</i>, <i>Melicytus ramiflorus</i>, <i>Myoporum laetum</i>, <i>Leptospermum scoparium</i>, <i>Melicytus obovatus</i> ssp "Coast".</li> <li>• Remove riprap and all other unnecessary hard structures on the beach.</li> <li>• Investigate erosion and utilisation of carpark and access.</li> </ul> | <p>Through landscape concept planning and natural systems action plan 2008 - 2010.</p> |
| <p><b>Area G Present significance <i>low</i></b></p> <ul style="list-style-type: none"> <li>• Commission condition assessment and incorporate findings into the comprehensive vegetation management plan.</li> </ul>   | <p>Through landscape concept planning and natural systems action plan 2008 - 2009.</p> |

## 1.5 PUBLIC USE AND RECREATION MANAGEMENT

### 1.5.1 Issues

A wide range of recreation activities occur at the beach involving a cross section of the community. The most popular active recreation activity at the beach year round is surfing. However, residents and community groups are concerned about the impact that some activities have on the values of the beach. The highest priority issues relate to use of the bay by motor vehicles and motorised vessels eg jet skis. Users of the beach should be able to expect a safe environment, particularly the families with children who use the beach. Therefore efforts are needed to reinforce existing rules and to allocate some areas of the beach for specific user groups.

The boatsheds, dating from 1916, are an iconic feature of the beach area and highly valued by the community. They are proposed for protection through the Draft Regional Policy Statement for the Wellington Region 2008 as regionally significant (and of national importance) because there are few other known groups of similar beach-front sheds in New Zealand.<sup>11</sup> However, concerns have been raised that some of the boat sheds are not properly maintained and are in a poor state of repair.

General use, commercial use and maintenance of the boat sheds are covered by the Council's general policies for reserves. This includes the boatsheds for which licences are held with the Council and managed by Recreation and Leisure Services. In addition, regulatory controls exist through the provisions of the Regional Policy Statement (Greater Wellington Regional Council) and the Porirua City District Plan

A range of Porirua City Council bylaws also exist relevant to all Council property, public spaces and parks and reserves that affect activities such as control of dogs, alcohol consumption, events, horse riding, littering/rubbish dumping, lighting fires, events and traffic. Greater Wellington also have bylaws that cover water-based activities below mean-high-water such as navigation and water safety. Section 3.2.1 of the Wellington Regional Navigation and Safety Bylaws 2003 requires a person, propelling or navigating a vessel, to not exceed 5 knots within 50 m of another vessel, structure or person in the water; or within 200 metres of the shore. Where the navigation and water safety bylaws are not adhered to eg by jet skis, Greater Wellington Harbours Department is the enforcement agency.

Map 4 identifies the areas of the beach where motor vehicles are prohibited and boat launching is permitted (except in connection with emergency services or surf-life-saving zones). These areas will form the basis of a new and revised bylaw for the beach area which will aim to reflect the Regional Coastal Plan rules, bringing consistency between areas above and below Mean High Water Springs (which is discussed in actions for Enforcement and Regulatory Management, section 1.6, Enforcement and regulatory management (page 32)).<sup>12</sup>

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<sup>11</sup> Item 17, Appendix 1 to the Draft Regional Policy Statement for the Wellington Region 2008, Greater Wellington Regional Council.

<sup>12</sup> A summary of district and regional regulatory instruments is contained in Appendix 4, page 57.

### 1.5.2 Objectives

- To provide for safe public use of the beach and manage use for a wide range of recreational activities.
- To protect sensitive coastal areas from public use.
- To enable public access to the beach across the reserve land.
- To maintain and protect the boatsheds as an iconic feature of Titahi Bay.

### 1.5.3 Implementation methods

Maintenance contracts

Appointing honorary wardens

### 1.5.4 Actions

| <b>Council will...</b>   | <b>Target start date</b> |
|--|--------------------------|
| Work with other agencies and the community to consolidate various regulatory instruments, including a Porirua City Council bylaw (or other instrument) to achieve: <ul style="list-style-type: none"><li>• A launching area/zone where boats, jet skis and other motorised vehicles may access the water for water-based activities which is consistent with the rules of the Regional Plan and the Wellington Regional Navigation and Safety Bylaws (refer Map 4).</li><li>• Identify area of the beach prohibited for motor vehicles other than launching boats (refer Map 4).</li></ul> | 2008/09                  |
| In collaboration with the Boatshed Owners Group, review license arrangements to better control and enhance maintenance of the boatsheds.   |                          |

## **1.6 ENFORCEMENT AND REGULATORY MANAGEMENT**

### **1.6.1 Issues**

Existing rules and bylaws are enforceable for the beach area yet complaints are common around the areas of vandalism, graffiti, illegal fishing, vehicles, general public safety concerns and use of jet skis. The issues relating to vehicle use and jurisdictional matters include:

- Safety of users of the beach.
- Protection, preservation and management of natural values of the beach.
- Continuity with the Regional Coastal Plan.
- Compliance with and enforcement of regulatory rules eg jurisdictional issues between Council and Greater Wellington Regional Council over how Resource Management Act 1991 controls are enforced through the Regional Coastal Plan.
- Confusion over the role of a reserves management plan, Resource Management Act 1991 controls (eg Porirua City District Plan, Regional Coastal Plan for Wellington) and Council bylaws prepared under the Local Government Act 2002.

At present there is no provision under the General Bylaw prohibiting or restricting vehicle use on the Beach. This means that the area of beach above Mean High Water Springs, which falls outside the coastal marine area and the relevant Rules in the Regional Coastal Plan, is currently unregulated in relation to vehicle use through Council's bylaws.

A primary source of concern is how the enforcement of the various rules and bylaws is undertaken and how each agency becomes involved and undertakes enforcement. Appendix 4 (page 57) and Appendix 5 (page 59) list the bylaws and other instruments (district and regional) that affect use of the beach area. As noted in the previous section (PUBLIC USE AND RECREATION MANAGEMENT, section 1.5, page 30) there are Porirua City Council Bylaws that are relevant to management of the beach and cover: public places, control of dogs, parks and reserves, fires in the open air, liquor in public places.

Outlined below is a summary of the history of ownership and regulatory management of the beach. The subsections cover the history of Council bylaws, and an explanation of the jurisdiction issues.

#### **Bylaw history**

In 1972, Council was granted jurisdiction by the Harbours Authority to manage the coastal marine area through a Grant of Control enabling the Council to introduce bylaws for the coastal marine area.

In 1991, Council reviewed all bylaws and replaced the "Porirua City Code bylaw Part XIX Beaches, Bathing and Control and Harbour Bylaw 1971" with the "Porirua Foreshore and Waters Control Bylaw 1991" (The Foreshore Bylaw). The Foreshore Bylaw also covered areas outside the coastal marine area, but under the regulatory control of Council eg areas above Mean High Water Springs.

In 1995, the Porirua City Boundary Alteration Notice 1995 New Zealand Gazette page 4781 extended the Porirua City boundary to Mean Low Water Springs.

Following the introduction of the Resource Management Act 1991 (the RMA) responsibility for managing the coastal marine area (ie foreshore up to Mean High Water Springs and seabed and territorial waters) was transferred to regional councils and the Department of Conservation (see **Figure 3 Land manager roles for Titahi Bay**, page 35). These provisions replaced grant of control mechanisms, including Council's bylaws for the coastal marine area.

Greater Wellington adopted a set of rules in the Regional Coastal Plan in June 2000 which covers the use of motor vehicles, motorcycles, trailers and land yachts on beaches (refer Rules 81, 82, 83). These rules restrict vehicle access to the foreshore in the centre of the beach, but allow general access at either end of the beach between 5am and 9.30pm each day.

Above Mean High Water Springs, the bylaw controls under the Porirua City General Bylaw 1991 that are relevant to management of the Beach include:

- public places
- control of dogs
- parks and reserves
- fires in the open air
- liquor in public places.

#### **Jurisdiction – an explanation of who manages what**

The foreshore below Mean High Water Springs is a public area, owned and controlled by the Crown. The tools used by the Crown to manage this area are the New Zealand Coastal Policy Statement and the Foreshore and Seabed Act 2004.

The New Zealand Coastal Policy Statement is administered by the Department of Conservation and implemented through the Resource Management Act 1991 via regional councils that prepare Regional Coastal Plans. Regional Coastal Plans are policy documents that deal with regulatory controls under the Resource Management Act (1991) e.g. environmental standards for development, resource consent requirements etc. However, through consents issued pursuant to the Regional Coastal Plan, 'landowner' consents can be sought for 'exclusive possession' over specific areas of the foreshore.

Through the Resource Management Act (1991) and through the Foreshore and Seabed Act 2004, all land that was not privately owned between Mean High Water Springs and the limits of territorial seas of New Zealand was vested in the Crown. The Foreshore and Seabed Act 2004 provides processes for preserving customary rights (as opposed to strict property rights) within foreshore areas.

Neither of the above mentioned statutes extinguished the Porirua City District Boundary which runs to Mean Low Water Springs.

While the Crown is 'owner' of the land below Mean High Water Springs, there is not a 'day-to-day' role that it (or its agent Greater Wellington Regional Council) will undertake similar to Council's reserves/asset manager role. Instead, the Crown uses regulatory controls through the New Zealand Coastal Policy Statement and Regional Coastal Plans – which form their 'management plans' for administration and landowner responsibilities. Greater Wellington is empowered through these policies to administer activities requiring regulatory consents and is concerned with the effects of the activities rather than undertaking day-to-day management of the

coastal marine area/foreshore. In contrast, Council takes a day-to-day management role for the public areas above Mean High Water Springs, which may include maintenance or other activities below Mean High Water Springs as long as it is consented or permitted under the Regional Coastal Plan for Wellington Region. However, Council may not assert jurisdiction/ownership or control over day-to-day management over the area below Mean High Water Springs.

In essence, just because only the lands that Council owns/controls at Titahi Bay Beach are included in the Plan, it does not mean that Council will ignore day-to-day activities such as grooming or rubbish removal below Mean High Water when necessary, or when permitted through the Regional Coastal Plan.

Overall, Greater Wellington is responsible for the Crown's interests and enforcement of the Regional Coastal Plan below Mean High Water. Greater Wellington and Council are working towards better responsiveness to vehicles, or activities causing harm to the environment below Mean High Water Springs through an agreement on enforcement protocols/procedures.

The land manager roles that apply to Titahi Bay Beach are as summarised below in Table 2 and **Figure 3 Land manager roles for Titahi Bay**.

**Table 2 Summary of land manager roles at Titahi Bay Beach**

| <b>Area</b>   | <b>Land status</b>                 | <b>Manager</b>  |
|---|------------------------------------|---|
| Above Mean High Water Springs   | Crown land; public land            | Dependant on land title. By virtue of statutory declarations and other instruments most of the foreshore above Mean High Water Springs at Titahi Bay is vested in Porirua City Council – refer to Fig 1. The Crown still owns a property on the corner of Toms Road and Beach Road that has title to Mean High Water Springs. |
| Foreshore and seabed from Mean High Water Springs to outer limits of the territorial seas of New Zealand. | Crown land; public land            | Department of Conservation on behalf of the Crown; delegated to Regional Councils through the New Zealand Regional Coastal Policy and the Resource Management Act 1991.   |
| Mean Low Water Springs  | The Porirua City District boundary |   |

Notes:

- Mean High Water Springs and Mean Low Water Springs are not fixed boundaries; they are indicative 'lines' and vary over time depending on the tidal range.
- Control/ownership of the area between Mean High Water Springs and Mean Low Water Springs lies with the Crown. As Regional Coastal Plan controls under the Resource Management Act 1991 take precedence in this zone, bylaws under the LGA cannot be imposed.

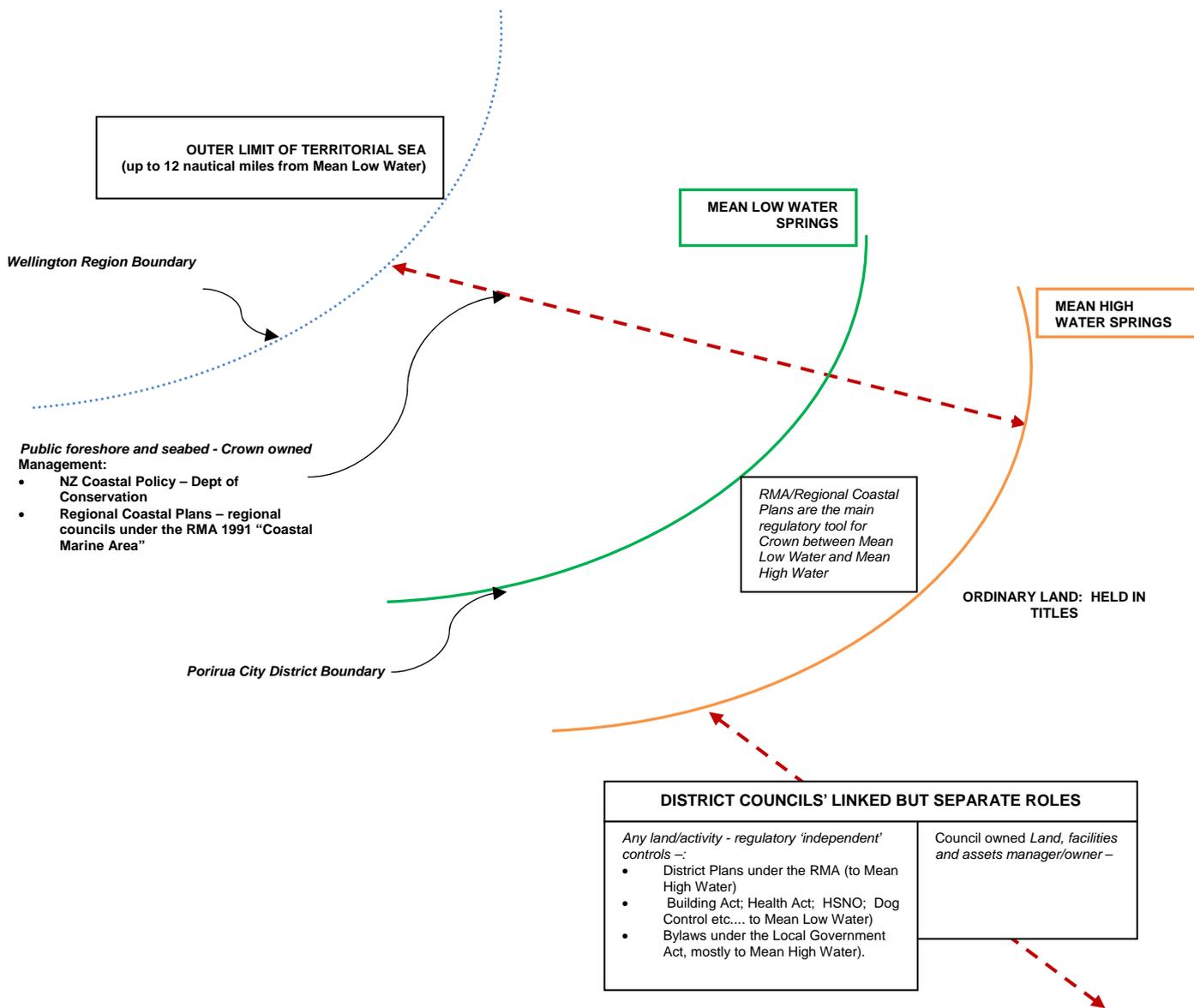


Figure 3 Land manager roles for Titahi Bay

## Summary

Council is committed to regulating the beach area above Mean High Water Springs with bylaws where practicable. Such tools include the Porirua Foreshore and Waters Control Bylaw 1991. A Memorandum of Understanding with Greater Wellington will be agreed to ensure that there is a 'seamless as possible' response to management and enforcement on the beach and that there is a greater awareness of the appropriate use of boats and jet skis around bathers.

However further issues include:

- There is an ongoing problem with people driving and parking unauthorised vehicles on the beach. This annoys other users, raises safety concerns and may compromise conservation, ecological and amenity.
- There are operational difficulties with the enforcement of any bylaw or Regional Coastal Plan rules on beaches. Regulatory tools do not by themselves create compliance. Nor will the review of the Regional Coastal Plan rules solve all vehicle control problems.<sup>13</sup>
- Not everyone will be satisfied with the level of enforcement of the rules/bylaws that can be practically provided.

The approach of the Plan is that a combination of an agreement with Greater Wellington, new bylaws, and a landscape plan (and implementation) incorporating Crime Prevention Through Environmental Design principles will address many of the concerns.

### 1.6.2 Objectives

- To maintain an attractive and safe beach area for all beach users.
- To work with other agencies and effectively manage inappropriate use of the beach through bylaws and other regulatory tools.
- To actively promote safe use of recreational equipment and vehicles at the beach.

### 1.6.3 Implementation methods

Monitoring  
Communication and consultation  
Regulatory tools  
Enforcement

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<sup>13</sup> The review of the Regional Coastal Plan for the Wellington Region by Greater Wellington Regional Council is not due to be commenced until 2010.

## 1.6.4 Actions

| Council will...   | Target start date |
|---|-------------------|
| <p>As the highest priority action:</p> <ul style="list-style-type: none"> <li>• Agree a Memorandum of Understanding (or similar) with Greater Wellington (and other organisations over time as required) over regulatory management of the beach area; and</li> <li>• Ensure that the protocols and processes in the agreement with Greater Wellington are communicated clearly to residents, the Beach Warden and community groups active in Titahi Bay; and.</li> <li>• Provide signage and information at the access points to the beach.</li> </ul> | 2008/2009         |
| <p>Develop a bylaw proposal for management of the beach above Mean High Water Springs and recreation use of the beach to replace the Porirua Foreshore and Waters Control Bylaw 1991.</p> <p>The beach management bylaw will be complementary to the Regional Coastal Plan and the Wellington Regional Navigation and Safety Bylaws 2003.</p>   | 2009.2010         |
| <p>Incorporate Crime Prevention Through Environmental Design (CPTED) principles into the landscape concept plan to address security and public safety.</p>  | Ongoing           |
| <p>Work with community organisations to improve responsible behaviour on the beach.</p>   | Ongoing           |
| <p>Review service levels and specifications for maintenance and improve procedures to respond to vandalism and graffiti.</p>  | 2009/2010         |
| <p>Ensure regular monitoring of boatsheds to ensure compliance with licence conditions and District Plan rules.</p>   | 2008/2009         |

## **1.7 COUNCIL FACILITIES AND ASSET MANAGEMENT**

### **1.7.1 Issues**

Residents and community groups have identified a need for additional maintenance and provision of Council assets including toilets, street furniture, utilities, parking and signage.

Council's Leisure Assets & Services Group is responsible for the management of recreation areas. The general aim of this group is to "*provide an enhanced and safe environment for Porirua City Residents*". Contracts are let for day-to-day maintenance. Barriers are erected each day during summer months and litter collection is undertaken over the beach, banks, carparks, toilets, walkways and associated gardens. During the summer months a beach warden is employed to assist in these tasks. The contractors also attend to graffiti removal, repairs to small assets, clearing of paths and drainage channels, vegetation control and maintenance of plantings.

Council officers inspect beach areas on a monthly basis to assess health and safety and a ranking is given on each aspect based on certain criteria<sup>14</sup>. Assets that are monitored include the beach surface (sand and stone), all concrete structures including bollards and boardwalks, boat ramps, carparks, foreshore protection structures including fences, gates, grass areas including vegetation and weed control, gravel areas, jetties, furniture (such as seating), rubbish bins, signs, and storm water outlets. Toilet facilities are cleaned on a daily basis. The buildings are audited every three months for cleaning and maintenance or more frequently as required.

General use, commercial use and maintenance are covered by the Council's General Policies for Reserves document.

### **1.7.2 Objectives**

- To maintain Council facilities and assets to a consistently high standard.
- To provide appropriate street furniture to support public use and access.
- To provide new facilities for recreational use.

### **1.7.3 Implementation methods**

Maintenance contracts  
Appointing honorary wardens

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<sup>14</sup> Coastal Land Policy 2004.

#### 1.7.4 Actions

| <b>Council will...</b>   | <b>Target start date</b>                   |
|--|--|
| Consider through the Long Term Council Community Plan, extend the Beach Warden role to 6 months in each year (between November and April).<br><br>Review the Beach Warden role with input from residents and the community in 3 years. | 2008                                       |
| Monitor and review maintenance contracts regularly.  | Ongoing                                    |
| Identify opportunities to upgrade and develop new facilities for the next 10 years, including dedicated facilities for surfers.  | Through landscape concept planning 2008/09 |

## 1.8 FUTURE DEVELOPMENT

### 1.8.1 Issues

There have been a range of development ideas for areas around the bay including the Dive Inn site, expansion/upgrade of the Surf Life Saving Club, a promenade along the beach front and the development of the carpark at Windley Avenue. There have been suggestions of a lighting upgrade, new signage and interpretation. A coordinated approach is required to deal with these proposals. Rejuvenation of the beach areas would have positive effects in terms of encouraging increased use of the beach and pride and ownership from the community. This may result in reduced vandalism and crime in the area.

“The Future of Titahi Bay Our Seaside Village, 2005” was developed by the Titahi Bay Residents Association Inc in consultation with the community and supported by Council. This provides a key reference for future development of the Beach.

Council is committed to upgrade and develop facilities to support recreation users of the beach, including surfers. The approach of the Plan is to use the landscape concept plan process to guide the upgrade and development of facilities over the life of the Plan (refer to LANDSCAPE DESIGN, section 1.1, page 17).

There are two areas of Crown land comprising 1114 square metres on the corner of Toms Road and Beach Road on the foreshore. These areas are managed by the Department of Conservation. It is desirable that these areas are managed in a consistent and complimentary way and that ultimately they can be considered a part of the management plan. Refer to Map 1 and Table 1A for location and legal descriptions.<sup>15</sup>

### 1.8.2 Objectives

- To support a staged approach to future development of Titahi Bay Beach in association with Resident’s groups.
- To manage future development of Titahi Bay Beach to preserve natural and historic features, maintain character and amenity values.
- Where appropriate consider additions to the land managed as part of the management plan area.

### 1.8.3 Implementation methods

Investigations  
Communication and consultation  
Negotiation of agreements for management.

### 1.8.4 Actions

| Council will... | Target start date |
|-----------------|-------------------|
|-----------------|-------------------|

<sup>15</sup> 1114 square metres in Block XI, Paekakariki Survey District, Sec 1 and Sec 2 SO Plan 36125, (formerly DP 3917 Koangaumu Pt 8 held on CT 251/118). Declared to be Crown Land 8th May 1987: New Zealand Gazette 1987 p2133.

|   |   |
|---|---|
| Ensure CPTED principles are used to address the issues of security and public safety, signage, interpretation and night vehicle access.   | Through the landscape concept Plan 2008/09. |
| Investigate the adequacy of District Plan and other regulatory tools to safeguard the character of the Beach especially regarding development on adjoining properties and resulting from land status changes eg view shafts and building height/location and intensity. | Through the landscape concept plan 2008/09. |
| Work with residents and surfing groups to identify opportunities within the Titahi Bay beach area and environs to provide future dedicated facilities for surfers.  |   |
| Investigate the possibility of either an appointment to control and manage the Crown land on the corner of Toms Road and Beach Road from the Minister of Conservation, or future transfer/vesting in Council.   |   |
| Ensure the suggestions of submitters to the Draft Plan about maintenance and facilities are considered in the future development of Titahi Bay Beach facilities.  | Through the landscape concept plan 2008/09. |

## 1.9 COMMUNICATION, CONSULTATION AND EDUCATION

### 1.9.1 Issues

The way in which Council interacts with the community regarding the management of the beach is critical to the success of the Plan. Consultation processes to date have highlighted the need for greater awareness about managing the beach, maintaining amenity values and understanding natural coastal processes. This Plan will enable a collaborative approach within the community about management of the values and character of Titahi Bay and the protection of the ecosystems around them.

### 1.9.2 Objectives

- To facilitate collaboration on the management of the Titahi Bay Beach Reserves.
- To raise awareness about management issues and protecting sensitive ecosystems.

### 1.9.3 Implementation methods

Communication and consultation

### 1.9.4 Actions

| Council will...  | Target start date                              |
|--|--|
| Work with residents to identify opportunities to engage with the community when implementing the Plan                  | Ongoing  |
| Develop on-site interpretation to enhance awareness of natural systems and sensitive ecological areas and vehicle use. | Through the landscape concept plan 2008 - 2010 |
| Encourage education on coastal process and protection of dune systems via local education programmes.                  | 2009 onwards                                   |

## SECTION 2 BACKGROUND

This background provides:

1. the setting, or background to the area in terms of ecology, climate, geology and notes on flora (including an assessment of the present condition of the vegetation) freshwater and archaeology.
2. a short history of human settlement, with the third subsection
3. information about the values of the area focussing on the users and activities, initially derived from community workshops.

### 2.1 THE SETTING

#### 2.1.1 Ecodomains

Prior to human settlement, Titahi Bay Beach would have had gently sloping rolling dunes reaching across to Porirua Harbour. Vegetation in the seaward side of the dunes would have originally comprised sand binding plants such as spinifex, pingao sand sedge, shore bindweed, sand coprosma, ice plant and native spinach. On the lee side of the dunes there would have been pohuehue, sand daphne, shore spurge, sand tussock, silver tussock, mingimingi, taupata, tauhinu coastal tree daisy, manuka and Spaniard. There would have been natural wet areas with a range of plants such as sand buttercup, swamp flax, toetoe, mikoikoi and remuremu. In sheltered areas a shrub colony would have established which would include taupata, coprosma, native jasmine, clematis, pohuehue, akiraho, ngaio and kanuka.

In the *Inventary of Ecological sites in Porirua City (2001)*<sup>16</sup>, four 'ecodomains'<sup>17</sup> have been identified. Titahi Bay comprises two of these domains – the severe salt belt (Domain A) and mild humid 'nikau' belt (Domain B). The environmental character of these ecodomains are explained as:

#### **Domain A: severe salt belt**

##### **Relates to steep slopes and bluffs at north and south headlands of the beach**

A high energy zone experiencing strong salt-laden winds and spray. Humid year round. Domain extends up to approximately 100m above sea level (a.s.l) in most areas, reducing to lower levels in the lee of Mana Island. Mostly very steep slopes of scree and rock outcrop that are excessively drained. Minimal soil due to high run-off. There are areas of more moderate slope southwest of Titahi Bay. Stream beds are generally undeveloped but dry creeks can flood after storms. Shore characterised by rocky reefs and rock stacks, or steep shingle beaches.

#### **Domain B: mild humid 'nikau' belt**

##### **Relates to the beach area**

Prevailing winds have deposited loess so contours are smooth, streams erode readily to broad, flat valleys, and soils are generally deep silty loess. Swamps form in the shallow valley floors but there is little entrapment of cold

<sup>16</sup> *Inventary of Ecological Sites in Porirua City (2001)* Boffa Miskell Ltd

<sup>17</sup> An ecodomain is:defined in the *Inventary of Ecological Sites in Porirua City (2001)* Boffa Miskell Ltd as an area that shares a similar set of physical and climatic circumstances that in turn produces a predictable set of biological patterns , cycles and land uses.

air. Relatively soft coastline with sandy bays separated by headlands. There were once areas of dune land and back-swamp in Titahi Bay but no unmodified dune-land remains in Porirua City today (there are remnants of fore-dune only, in Titahi Bay, Tirau bay and Ngatittoa Domain at Mana).

Appendix 2 contains two tables:

Table 1: A list of native plant species and weed species typical for the beach area in pre human settlement times.

Table 2: A list of plant species found in the management plan area 2006-2007.

The 'natural' ecological character of the coastal foreshore has generally been lost and highly modified since human settlement, particularly since the mid 1800s. Roads and tracks have modified all the foreshore and roosting habitat for seabirds (including penguins) and inter-tidal waders have been largely lost.<sup>18</sup>

The 2001 Inventory of Ecological sites<sup>19</sup> does not list Titahi Bay Beach as a significant ecological site (SES). However, two sites adjoining the management plan area (Whitireia Peninsula Cliffs and Stuart Park) are ranked as significant. The inventory ranks sites according to a range of factors, recommending that improving the condition of existing SES in order to arrest the decline in condition of as many sites as possible. Enhancing the management of the beach will contribute to improving the ecological values of all conservation and recreation areas in Titahi Bay.

### 2.1.2 Climate & tides

The climate is generally mild (defined as having relatively few or light frost only) and humid year round. There is a mean average rainfall of 1019mm, which is moderate. The average January maximum temperature is 21 degrees and the average minimum July temperature is 5 degrees.<sup>20</sup>

The tidal range, represented by Mean High Water Springs and mean low water springs, is illustrated on Figure 2. This shows that typically around the bay there is 5 to 30 metres of sand/low dunes between Mean High Water Springs and the boundary with dune vegetation; with an additional area of beach exposed between at Mean Low Water Springs of between 45 and 80 metres.<sup>21</sup>

### 2.1.3 Geology

Two fault lines run on either side of Titahi Bay – the Pukerua Fault runs along the Western shoreline and the Ohariu Fault runs inland to the east of the Bay.

Pressure has caused the rocks to 'fold', creating the distinctive formations seen at the southern end of the beach. Mt Cooper to the north is an example of this process; it is a remnant of a larger hill, diminished by earthquakes and erosion.

The benches and terraces around the bay are greywacke and argillite basement rock. They have been formed as the sea level changed during periods of Ice Age and thawing. Wave movements have eroded the rocks and deposited gravel and

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<sup>18</sup> Ibid

<sup>19</sup> *Inventory of Ecological Sites in Porirua City* (2001) Boffa Miskell Ltd

<sup>20</sup> *Inventory of Ecological Sites in Porirua City* (2001) Boffa Miskell Ltd

<sup>21</sup> Note that the location of MHWS and MLWS is based on survey data from 2006; the actual position varies.

sand. Earthquakes have also contributed uplifting the land. An earthquake in 1855 lifted the shoreline by approximately one metre around the Wellington region.

The 'fossilised' forest which is uncovered by low tides (as an intertidal reef) is likely to have grown during the Pleistocene era, when the sea levels were lower. The forest was dominated by podocarps and tree-ferns. Radiocarbon analysis and floral characteristics, although inconclusive, suggest that it dates from the last interglacial (150,000 – 70,000 years ago). Despite its name the forest is not in fact fossilised as it has not yet turned to stone. The Regional Policy Statement administered by Greater Wellington Regional Council recognises the fossil forest as an outstanding natural feature of regional significance.<sup>22</sup>

Through the Draft Regional Policy Statement for the Wellington Region 2008, Greater Wellington proposes to schedule the fossilised forest as a geological site of regional importance.<sup>23</sup>

#### 2.1.4 Flora

A condition assessment was undertaken in late 2006 – early 2007 for inclusion in this Plan. It provides baseline data on the area subject to the Plan. The beach has been divided into 7 areas, which are shown on Map 3 and Map 3A.

As noted above, the beach area has been highly modified since human settlement. Today there are several concrete structures such as vehicle ramps, roads, retaining walls, paths and buildings such as boat sheds, the surf club and toilet blocks.

A summary of the assessment appears below, with a suggested 'significance' rating (**low**, **medium**, or **high**). None of the areas can be described as having high significance rating at present.

- Area A            This area starts at the low concrete wall at the most northern end of the plan area and runs to the public toilets below the bank and comprises:
- Contiguous-coastal-modified-secondary-terrestrial-Coprosma repens/karo/pohutukawa-scrub-cliff-95%
  - Discrete-coastal-modified primary-terrestrial-tauhinu/Poa cita-scrub-cliff-5%

Present significance **medium**.

- Area B            This area runs from Vella Street to the beach access road off the corner of Richard Street and Bay Drive and comprises:
- Contiguous-coastal-modified-secondary-terrestrial-Coprosma repens/karo/pohutukawa-scrub-dune-95%
  - Discrete-coastal-modified secondary-terrestrial-kikuyu-dune-5%

Present significance **low**.

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<sup>22</sup> Refer to Policy 1 (2), Table 10 of the Regional Policy Statement, Greater Wellington, 1995.

<sup>23</sup> The Draft Regional Policy Statement for the Wellington Region 2008 Plan was published for public consultation in March 2008 by Greater Wellington Regional Council: refer to Item 17 in Appendix 1 - <http://www.gw.govt.nz/story26511.cfm?>

Area C This area runs from the corner of Richard Street and Bay Drive to the access to the Titahi Bay Surf Club and comprises:

- Contiguous-coastal-modified-secondary-terrestrial-Coprosma repens/karo/pohutukawa-scrub-dune-90%
- Discrete-coastal-modified secondary-terrestrial-kikuyu--dune-10%

Present significance **medium**.

Area D This area is the DOC reserve near the surf club and adjacent to a major stormwater pipe and includes an area in front of the first house and comprises:

- Contiguous-coastal-modified-secondary-terrestrial-Coprosma repens/phormium/pohutukawa-scrub-dune-2%
- Contiguous-coastal-exotic-terrestrial-Marram-grassland-dune-98%.

Present significance **low**.

Area E This area covers the remaining dune area from Area D to South Beach Access Road. It consists of mainly steep marram dunes with areas of taupata plus a planted area with local native species only. It is fronted by a sea wall with hurricane fencing along the top of the wall and has a concrete path through part of it. There are two access points through it to the beach. It also includes a relatively flat area surrounding the public toilets:

- Contiguous-coastal-modified-secondary-terrestrial-Marram-Coprosma repens -grassland-dune-75%
- Contiguous-coastal-exotic-terrestrial-buffalo/kikuyu-grassland-dune-25%

Present significance **medium**.

Area F This area covers the area from South Beach Access Road to the informal track up to the cliffs at the very south end of the beach. This area includes the steep slope up to Arnold Park from behind the boat sheds, the carpark, an accessway and boat launching area, the south end boat sheds, and a area of fill replacing the old aquarium site and dive school:

- Contiguous-coastal-modified-secondary-terrestrial-kikuyu-Coprosma/karo -scrub-hillslope-90%
- Discrete-coastal-artificially created-terrestrial-exotic grass-grassland-coastal terrace-10%

Present significance **medium**.

Other features are included on Maps 2, 3 and 3A, which provide information about the location of the main natural and man-made features of the beach. Appendix 3 contains lists of plants typical of the area prior to human settlement (Table 3) and plants typical of the beach now (Table 4).

### 2.1.5 Freshwater

The bay has functioned as a natural outfall for several streams. Today there are three streams that freely drain into the beach area and at least four stormwater outlets taking surface runoff from the locale out to sea.

Map 2 identifies the location of these features.

## 2.1.6 Heritage

### Boat sheds

The Draft Regional Policy Statement for the Wellington Region 2008 notes:

*“There are three groups of boat sheds in Titahi Bay. The boatsheds date back to 1916 and are unique for being privately owned structures on the public foreshore. These boat sheds have historic importance for their longstanding association with the bay. There are few other known groups of similar beach-front sheds in New Zealand and have regional (if not national) significance for this.”<sup>24</sup>*

The boatsheds are proposed for inclusion as sites of regional significance in the Draft Regional Policy Statement for the Wellington Region 2008. The boatsheds are noted on Map 2.

### Archaeology

There are two sites in close proximity to the beach recorded on the database of the New Zealand Archaeological Association Site Recording Scheme. The location of these sites is noted on Map 2:

#### NZAA Site Number 191 – Midden

Recorded in November 1991, a midden was uncovered at the North end of Titahi Bay Beach, on the north (landward) side of Vella Street. Fire-cracked rock, cockle shells, mud flat snail shells, and fish bones were identified.

#### NZAA Site Number 197 – Pillbox

Recorded in April 1993, a concrete pillbox<sup>25</sup> thought to have been built during World War II was located at the north east end of Titahi Bay between Beach Road and the boatsheds.

## 2.2 HISTORY OF SETTLEMENT

### 2.2.1 Maori settlement

The great Polynesian explorer Kupe is said to have been the first human to set foot on Titahi Bay beach, while travelling around the South Pacific.

Around 1400 AD the Ngai Tara people settled in the area. There is archaeological evidence that they traded both overland (to Taupo) and over sea (to Nelson). Titahi Bay was an attractive place to settle because of the abundance of natural resources and its geographic position - making it convenient for travel to the South Island.

Around 1500 AD Ngati Ira migrated from the Hawkes Bay, and by 1650 Ngai Tara were no longer a distinct group due to mixing with Ngati Ira. These early settlers lived in open settlements or pallisaded Pa. There is evidence of three Pa along the coastline:

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<sup>24</sup> Item 17 in Appendix 1 of the Draft Policy Statement for the Wellington Region 2008, March 2008, Greater Wellington Regional Council – <http://www.gw.govt.nz/story26511.cfm?>

<sup>25</sup> [www.wikipedia.co.nz](http://www.wikipedia.co.nz) describes a 'pillbox' as "Dug-in guard posts (with loopholes through which to fire guns) and made from concrete .... They are in effect a trench firing step hardened to protect against small-arms fire and grenades and raised a little to improve the field of fire."

- Te-Pa-o-Kapo ( between Titahi Bay and Mount Cooper)
- Komanga-Rautawhiri (or Bridge Pa)
- Tutamahawhiri Pa (to the south)

By 1820 the Ngati Toa Rangatira began their migration to Porirua pressured by tribal warfare over resources and land (in the Waikato), and attracted by the presence of Europeans who were a valuable source of muskets and other supplies. Led by Te Rauparaha, Ngati Toa conquered the lower North Island and consequently the upper South Island from their bases around Porirua Harbour.

While there is only one specific pre-1900 archaeological site recorded for the beach area covered by this Plan, it is thought that the beach area at Titahi Bay was used as a seasonal camp by Ngati Ira as part of the settlement at Te Pa-o-kapo Pa on the headland North of the beach.

### **2.2.2 Recent history**

By 1900 Titahi Bay was acquiring a reputation as a seaside resort. William Jillett began subdividing his farm into sections and built the Club Hotel in 1900. During the 1920's Titahi Bay was a popular weekend holiday destination for Wellingtonians boasting the title as "the Brighton of New Zealand and the home of Sport".

It is known that the first person to surf in New Zealand and in Wellington was Duke Kahanamoku in 1915. Hence, surfing in Titahi Bay has a long history and tradition with the Titahi Bay Surf Life Saving Club being established in 1937.

During the Second World War Titahi Bay was one of several camps in the Wellington region built to provide rest and recreation for members of the 2<sup>nd</sup> Division US Marine Corps from 1943. After WWII, Titahi Bay became the focus for the construction of hundreds of state houses to accommodate returned servicemen and new families. The first house was completed in 1948. Massive earthworks and construction of facilities significantly changed the landscape of the bay.

Through the development the close-knit community has maintained the feel of a seaside village, and it is still a popular destination for locals and residents from around the Wellington region.

## 2.3 RESERVE VALUES

The community consultation process identified a list of values local residents and beach users attributed to the beach and reserves area. These can be loosely put under four areas:

|   |   |
|---|---|
| <p style="text-align: center;"><b>Cultural and spiritual significance</b></p> <p>Particularly to the Tangata Whenua, Ngati Toa as an early settlement and a source of Kaimoana.</p>               | <p style="text-align: center;"><b>Natural character</b></p> <p>Safe and sheltered beach.<br/>Wild and changing landscape.<br/>Diversity of landforms in a confined area – rocks, cliffs, dunes, sand and water.<br/>High ecological value.</p>  |
| <p style="text-align: center;"><b>Amenity values</b></p> <p>Boatsheds that give the beach a unique flavour.<br/>Fossilised forest.<br/>Relaxed character of the beach and surrounding suburb.</p> | <p style="text-align: center;"><b>Public use and recreation</b></p> <p>Well utilised by the local community.<br/>Variety of beach users who enjoy a wide range of water based and shore based activities.<br/>Accessibility of the beach and facilities.<br/>Presence of the Surf Life Saving Club and activities they hold on the beach.</p> |

### 2.3.1 Reserve users

#### Who are the reserve users?

A wide range of people use and enjoy the beach area for casual and organised recreational activities – local residents, wider Porirua City residents and visitors from outside Wellington.

The range of activities is illustrated below.

|   |  |
|---|--|
| <p style="text-align: center;"><b>Informal recreational activities</b></p> <p>Dog walking, sunbathing, sea kayaking, swimming, fishing, diving, snorkelling, surfing, running, boating, walking, motor vehicles, horse riding, jet skiing, paragliding.</p> | <p style="text-align: center;"><b>Organised recreational activities</b></p> <p>surf lifesaving, festivals, events, games (beach volleyball, beach cricket, touch rugby).</p> |
|---|--|

## Recreation opportunities

The extensive coastline around Porirua is a key 'point of difference' for Porirua City, providing opportunities for a range of recreation activities. "The Council aims to improve the accessibility and protection of Porirua's foreshores, the harbour, and the Pauatahanui Inlet through maintenance of Council coastal reserves, including esplanade reserves and strips. These reserves enable public access to, and use of, Porirua's foreshores".<sup>26</sup>

The report on the internet site [www.surf.co.nz](http://www.surf.co.nz) notes that surfing is popular at Titahi Bay "...*although the waves are not of a very high quality. They are good for learning surfers and convenient for many Porirua surfers. Titahi Bay is a beach break that can be surfed on all tides and during periods of onshore winds is generally the time to go there.*"

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<sup>26</sup> Porirua City Council Leisure & Recreation Plan 2004-2014

## **ACKNOWLEDGEMENTS**

### **The Titahi Bay Beach Management Plan Working Group**

This group worked on the detail of the Plan from November 2006

Graeme Ebbett, Titahi Bay Residents Association

Steve Warren, Fisherman's Club

Brian Grace, Titahi Bay Surf Life Saving Club

Brandon Kingi, Resident/surfer

Robyn Smith, Resident/botanist

Nicola Shorten, Greater Wellington

Piotr Swierczynski, Greater Wellington

Iain Dawe, Greater Wellington Regional Council

Karyn Stillwell, Manager, Leisure Assets & Services, Porirua City Council

Chris Linnell, Ex Manager, Leisure Assets & Services, Porirua City Council

Jason Harvey-Wills, Contractor, Leisure Assets & Services, Porirua City Council

Pippa Player, Contractor, Leisure Assets & Services, Porirua City Council

## Appendix 1

### Community involvement in the development of the Plan

- April 2004 Deputation by residents requesting that the status of part of Beach Road in Titahi Bay be changed from road to reserve, subject to the Reserves Act 1977. Council officers undertake preliminary consultation with the Titahi Bay community; letters are distributed to affected parties providing background information about the proposal.
- 19 July 2004 A public meeting is held at the Titahi Bay Surf Club attended by approximately 60 community members.
- Sept 2004 Presented to Committee. Committee agrees that a non-statutory management plan should be written for the reserve areas in the Titahi bay beach area in 2005.
- Nov 2005 Titahi Bay Residents Association produce their village plan “The future of Titahi Bay: Our seaside village (2005)”. The community identified a shared vision of Titahi Bay which:
- Preserves its beach, harbour and other natural and historic features
  - Maintains its socially, economically and ethnically diverse character, and
  - Offers its residents and visitors a safe and caring community<sup>27</sup>
- Feb 2006 Letter is sent to parties identified in committee report asking for nominations for representatives on a working party. (Titahi Bay Residents Association, Ngati Toa, Fisherman’s Club, Boatshed owners, Greater Wellington and Titahi Bay Surf Life Saving Club).
- Mar 2006 A working party is formed and an initial meeting is held at PCC. Attendees draw up a list of what they value about the beach and the issues they want to be addressed in the plan.
- April 2006 A further community meeting is held on the 12<sup>th</sup> April with more invited residents to re-address the issues raised in the first working group meeting.
- Nov 2006 The Titahi Bay Beach Management Plan Working Group meets and discusses issues and policy direction in depth.
- Dec 2006 The Titahi Bay Beach Management Plan Working Group meets and continues to discuss issues and policies. Additional information requirements are identified and pursued.
- Feb – July 2007 The Titahi Bay Beach Management Plan Working Group works to refine the plan and meets to finalise text.
- Sept 2007 The Draft Plan is presented to Council for approval to publish for public consultation.

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<sup>27</sup> *The future of Titahi Bay, Our seaside village (2005)* Titahi Bay Residents Association.

- 23 Oct 2007 Draft Plan is published.
- 22 Nov 2007 Public meeting to present the Draft Plan held at the Titahi Bay Beach Surf Lifesaving Club attended by residents, interested organisations, elected members and Council officials.
- 10 Mar 2008 Hearing of oral submissions by Council's Special Consultative Procedure Committee.
- Mar 2008 Council reviewed submissions and made recommendations for the final content and form of the Plan.
- August 2008 Titahi Bay Beach, Reserves Management Plan published.

## Appendix 2

### CLASSIFICATION AND GENERAL PURPOSES OF RESERVE TYPES

*“Classification: is a mandatory process under s.16 of the Reserves Act which involves assigning a reserve (or the parts of a reserve) to the appropriate class ...The class determines the principal or primary purpose of the reserve. The determination of an appropriate classification category for a reserve is a matter that the community should have adequate input. Not only are the present values of the reserve important to consider, so too are the future potential values and the possible future uses and activities on the reserve. Therefore classification is a matter that is a crucial element in management planning.”<sup>28</sup>*

#### Extracts from the Reserves Act 1977

##### **Section 16**      **Classification of reserves**

‘To ensure the control, management, development, use, maintenance, and preservation of reserves for their appropriate purposes...’

##### **Section 17 (1)**    **Recreation reserves**

‘...for the purpose of providing areas for the recreation and sporting activities and the physical welfare and enjoyment of the public, and for the protection of the natural environment and the beauty of the countryside, with emphasis on the retention of open spaces and on outdoor recreational activities, including recreational tracks in the countryside.’

##### **Section 18 (1)**    **Historic reserves**

‘...for the purpose of protecting and preserving in perpetuity such places, objects and natural features, and such things thereon or therein contained as are of historic, archaeological, cultural, educational and other special interest.’

##### **Section 19**      **Scenic reserves**

‘(1a) For the purpose of protecting and preserving in perpetuity for their intrinsic worth and for the benefit, enjoyment, and use of the public, suitable areas possessing such qualities of scenic interest, beauty or natural features or landscape that their protection and preservation are desirable in the public interest:’

‘(1b) For the purpose of providing, in appropriate circumstances, suitable areas which by development and the introduction of flora, whether indigenous or exotic, will become of such scenic interest or beauty that their development, protection and preservation are desirable in the public interest.’

##### **Section 23**      **Local purpose reserves**

(1)                    ‘...for the purpose of providing and retaining areas for such local purpose or purposes as are specified in any classification of the reserve.’

(2a) ‘Where scenic, historic, archaeological, biological, or natural features are present on the reserve, those features shall be managed and protected to the extent compatible with the principle or primary purpose of the reserve..’

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<sup>28</sup> *The Reserves Act Guide* , Local Government New Zealand/Department of Conservation, 1999; available from <http://library.lgnz.co.nz/cgi-bin/koha/opac-detail.pl?bib=17>

## Appendix 3 Plant Lists

**Table 3 Plants typical prior to human settlement**

### Native Plant Species

| <b>Botanical Name</b>     | <b>Maori/common Name</b> |
|---------------------------|--------------------------|
| <b>Fore dunes</b>         |                          |
| Spinifex sericeus         | spinifex                 |
| Desmoschoenus spiralis    | pingao                   |
| Carex pumila              | sand sedge               |
| Calystegia soldanella     | shore bindweed           |
| Coprosma acerosa          | sand Coprosma            |
| Disphyma australe         | ice plant                |
| Tetragonia tetragonioides | native spinach           |
| <b>Lee side of dunes</b>  |                          |
| Muehlenbeckia complexa    | pohuehue                 |
| Pimelea arenaria          | sand daphne              |
| Euphorbia glauca          | shore spurge             |
| Austrofestuca littoralis  | sand tussock             |
| Poa cita                  | silver tussock           |
| Coprosma propinqua        | mingimingi               |
| Coprosma repens           | taupata                  |
| Ozothamnus leptophylla    | tauhinu                  |
| Olearia solandri          | coastal tree daisy       |
| Myoporum laetum           | ngaio                    |
| Leptospermum scoparium    | manuka                   |
| Aciphylla squarrosa       | spaniard                 |
| <b>Wet areas</b>          |                          |
| Ranunculus acaulis        | sand buttercup           |
| Libertia peregrinans      | mikoikoi                 |
| Selliera radicans         | remuremu                 |
| Samolus repens            | shore pimpernel          |
| Cortaderia toetoe         | toetoe                   |
| Phormium tenax            | swamp flax               |
| Juncus gregiflorus        |                          |
| Isolepis nodosa           |                          |
| <b>Sheltered areas</b>    |                          |
| Coprosma repens           | taupata                  |
| Coprosma rhamnoides       |                          |
| Coprosma propinqua        |                          |
| Parsonsia capsularis      | native jasmine           |
| Clematis forsteri         |                          |
| Muehlenbeckia complexa    | pohuehue                 |
| Olearia paniculata        | akiraho                  |
| Myoporum laetum           | ngaio                    |
| Kunzea ericoides          | kanuka                   |

**Table 4 Plants typical of the beach area 2006-2007**

**Native Plant Species**

| <b>Botanical Name</b>   | <b>Maori/Common Name</b>            |
|---|-------------------------------------|
| <i>Apium prostratum</i> ssp <i>prostratum</i> var <i>filiforme</i>                | NZ celery                           |
| <i>Asplenium oblongifolium</i>  | huruhuru whenua, shining spleenwort |
| <i>Coprosma propinqua</i>   | mingimingi                          |
| <i>Coprosma repens</i>  | taupata, mirror plant               |
| <i>Dichondra repens</i>   | Mercury Bay weed                    |
| <i>Geranium sessiliflorum</i> ssp <i>novaezelandiae</i> var <i>novaezelandiae</i> | short-flowered cranesbill           |
| <i>Griselinia littoralis</i>  | puka                                |
| <i>Hebe stricta</i> var <i>macroura</i>   | koromiko                            |
| <i>Hoheria sexstylosa</i>   | houhere, long-leaved lacebark       |
| <i>Linum monogynum</i>  | rauhua, NZ linen flax               |
| <i>Luzula</i> sp.   |                                     |
| <i>Melicytus crassifolius</i>   | thick-leaved mahoe                  |
| <i>Metrosideros perforata</i>   | akatea, climbing rata               |
| <i>Microsorium pustulatum</i>   | koowaowao, hounds tongue            |
| <i>Muehlenbeckia complexa</i>   | pohuehue                            |
| <i>Olearia paniculata</i>   | akiraho                             |
| <i>Ozothamnus leptophylla</i>   | tauhinu                             |
| <i>Phormium cookianum</i> ssp <i>hookeri</i>                                      | wharariki, coastal flax             |
| <i>Poa cita</i>   | silver tussock                      |
| <i>Polystichum oculatum</i>   | shield fern                         |
| <i>Pyrossia eleagnifolia</i>  | ota, leather-leaf fern              |
| <i>Senecio lautus</i> var <i>lautus</i>   | shore grousel                       |
| <i>Tetragonia implexicoma</i>   | NZ spinach                          |

**Weed species**

| <b>Botanical Name</b>             | <b>Common name</b>          |
|-----------------------------------|-----------------------------|
| <i>Athropodium bifurcatum</i>     | rengarenga lily (northland) |
| <i>Convolvulus silvaticus</i>     | greater bindweed            |
| <i>Cortaderia selloana</i>        | pampas                      |
| <i>Corynocarpus laevigatus</i>    | karaka                      |
| <i>Crococsmi x crocosmiiflora</i> |                             |
| <i>Ehrharta longiflora</i>        | annual veld grass           |
| <i>Foeniculum vulgare</i>         | fennel                      |
| <i>Lavatera arborea</i>           | tree mallow                 |
| <i>Lycium ferocissimum</i>        | boxthorn                    |
| <i>Mattiola incana</i>            | stock                       |
| <i>Metrosideros excelsa</i>       | pohutukawa                  |
| <i>Pelargonium peltatum</i>       | ivy-leaved geranium         |
| <i>Pittosporum crassifolium</i>   | karo                        |
| <i>Tropaeolum majus</i>           | nasturtium                  |

## Appendix 4

### Porirua City Council instruments affecting ordinary beach use

#### Porirua City Council Bylaws

| Consolidated Bylaw Part (as at 1 Dec 2006)   | Applies to Titahi Bay Beach?                          |
|--|---|
| Introduction - Part 1  | Yes   |
| Animal Traps - Part 2  | Yes   |
| Amusement Galleries and Billiard Saloons - Part 3  | n/a   |
| Cemeteries and Crematoria - Part 4   | n/a   |
| Control of Dogs - Part 5<br><b>Exercise areas:</b> Stuart Park, Onepoto Park ( <i>Plantation Area</i> ),<br>All Beaches except that dogs are prohibited between the signs during the period 9am to 7pm, 1 November to 31 March on:<br>- Titahi Bay Beach<br><b>Prohibited areas</b> The following beaches between 1 November and 31 March from 9am to 7pm: - Titahi Bay Beach.   | Yes   |
| Pooper-Scooper - Part 5A   | Yes   |
| Earthworks - Part 6  | Revoked April 2008                                    |
| Keeping of animals - Part 7  | Yes   |
| Management and operation of effluent disposal systems - Part 8   | Yes   |
| Parks and Reserves - Part 9  | Yes for land held under the Reserves Act 1977         |
| Public Libraries - Part 10   | n/a   |
| Public Places - Part 11<br><i>"Public Place" means a place that, at any material time, is open to or is being used by the public, whether free or on payment of a charge, and whether any owner or occupier of the place is lawfully entitled to exclude or eject any person from that place; and includes any road, public highway, footpath, footway, court, alley, accessway, thoroughfare of a public nature, reserve, any aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle carrying or available to carry passengers for reward."</i> | Yes – covers public place as per Part 1 and LGA 2002: |
| Public Swimming Pools - Part 12  | n/a   |
| Solid Waste - Part 13 and Schedule.pdf   | Yes   |
| Signs - Part 15  | Yes   |
| Traffic - Part 16 AND  | Yes – and schedules                                   |
| Traffic Schedules - Traffic Schedule Contents Page   |   |
| One Way Roads - Traffic Schedule A   | No  |
| 30 kilometres per hour speed limits - Traffic Schedules B  | No  |
| Give Way Signs - Traffic Schedule C  | No  |
| Stop Signs - Traffic Schedules D   | No  |
| No Stopping at all times - Traffic Schedule E  | Yes   |
| Restricted Parking Areas - Traffic Schedule F  | No  |
| Bus Stops - Traffic Schedule G   | No  |

| <b>Consolidated Bylaw Part (as at 1 Dec 2006)</b>                  | <b>Applies to Titahi Bay Beach?</b>                                  |
|--|--|
| Taxi Stands - Traffic Schedules H                                  | No   |
| Operation Mobility - Traffic Schedules I                           | No   |
| Speed Limits - Part 16A  | No to all  |
| Part 16A - Speed Restriction Plan Map - Cannons Creek              | No   |
| Part 16A - Speed Restriction Plan Map - Mana Whitby Pauatahanui    | No   |
| Part 16A - Speed Restriction Plan - Overall Porirua City           | No   |
| Part 16A - Speed Restriction Plan - Plimmerton                     | No   |
| Part 16A - Speed Restriction Plan - Porirua City South             | No   |
| Part 16A - Speed Restriction Plan - Porirua City                   | No   |
| Part 16A - Speed Restriction Plan - Pukerua Bay.pdf                | No   |
| Part 16A - Speed Restriction Plan - Titahi Bay Papakowhai Paremata | No   |
| Part 16A - Speed Restriction Plan - Waitangirua                    | No   |
| Water Supply - Part 17   | Yes, relates to ordinary and extraordinary supply (eg boat sheds)    |
| Fires in the open Air - Part 18                                    | Yes  |
| Skateboard - Part 19   | Revoked May 2008   |
| Trade Waste - Part 20  | Yes  |
| Cobham Court Saturday Market - Part 21                             | n/a  |
| Control of Street Racing - Part 22                                 | No   |
| Liquor in Public Places - Part 23                                  | Yes, liquor ban in place daily between 5pm and 7am following morning |
| Silt & Sediment Control – Part 24                                  | Yes  |

### **Porirua City Council District Plan (November 1999)**

*Relevant to beach management:*

- Part D3                      Rules and standards – Suburban Zones
- Part D4                      Rules and standards – Rural Zone
- Part J                         Heritage Register

### **Proposed Plan Change 8 – notified 22 September 2007**

Recreation and Open Space Zone

- Part D4A                      Rules and standards - Recreation Zone
- Part D4B                      Rules and standards – Open Space Zone

## Appendix 5 Greater Wellington Regional Council Instruments

### Extracts from the Regional Policy Statement for the Wellington Region, Operative 1995<sup>29</sup>

#### 7. The Coastal Environment

##### 7.3 Objectives

**Objective 1** *The natural character of the coastal environment is preserved through:*

- (1) *The protection of nationally and regionally significant areas and values;*
- (2) *The protection of the integrity, functioning and resilience of physical and ecological processes in the coastal environment;*
- (3) *The restoration and rehabilitation of degraded areas; and*
- (4) *The management of subdivision, use and development, and the allocation of resources in the coastal environment so that adverse effects are avoided, remedied or mitigated.*

Coastal Environment, Policies 1-3 and 6.

**Objective 2** *Existing provisions for public access to and along the coastal marine area remain and appropriate opportunities are taken to enhance public access.*

Coastal Environment, Policy 4

**Objective 3** *Coastal water quality is of a high standard.*

Coastal Environment, Policy 5.

**Objective 4** *There are increased opportunities for the aspirations of the tangata whenua for the coastal environment to be met.*

Coastal Environment, Policy 7.

**Policy 1** *To give effect to the following matters when planning for and making decisions on subdivision, use and development in the coastal environment:*

- (1) *Protection, from all actual or potential adverse effects, of areas of nationally or regionally significant indigenous vegetation and significant habitats for indigenous fauna, including those listed in table 8;*
- (2) *Protection of the values associated with nationally or regionally outstanding landscapes, seascapes, geological features, landforms, sand dunes and beach systems and sites of historical or cultural significance, including those listed in tables 9 and 10;*
- (3) *Protection of sensitive, rare or unusual natural and physical resources, habitats, amenity values and ecosystems which are unique to the coastal environment (including estuaries, coastal wetlands, mangroves and dunes, and their margins) by avoiding, remedying or mitigating adverse effects so as to preserve the natural character of the coastal environment.*
- (4) *Protection of the integrity, functioning and resilience of the coastal environment in terms of the:*
  - (a) *Dynamic processes and features arising from the natural movement of sediments, water and air;*
  - (b) *Natural movement of biota;*
  - (c) *Natural substrate composition;*
  - (d) *Natural water quality and quantity, and air quality;*
  - (e) *Natural biodiversity, productivity and biotic patterns; and*
  - (f) *Intrinsic values of ecosystems.*

#### **Extracts relevant to Titahi Bay Beach...**

##### **Table 8 : Sites of National or Regional Significance for Indigenous Vegetation or Significant Habitats for Indigenous Fauna**

- Kapiti and Mana Island Nature Reserves (N) (3)
- Mana "Bridge" (Between the island and the mainland) (N) (8)

##### **Table 9 : Landscapes and Seascapes of National or Regional Significance**

- Coastal escarpments and small beaches from Paekakariki to Owhiro Bay (excluding Pukerua Bay settlement, Porirua Harbour and Plimmerton). (R) (6, 9)

##### **Table 10 : Outstanding Natural Features, Landforms and Sites of Historical Importance**

<sup>29</sup> Refer to the Greater Wellington website: <http://www.gw.govt.nz/section1236.cfm>; note that this document is subject to review – refer to the Draft Regional Policy Statement for the Wellington Region 2008, on the same web page.

#### **Geological Features and Landforms**

- Titahi Bay: fossil forest in beach (R) (4,6)

**Policy 2** *To consider, where relevant and to the appropriate extent, the following matters when planning for and making decisions about subdivision, use or development in the coastal environment:*

- (1) *The degree to which the proposed activity will impose effects additional to those resulting from existing subdivision, use and development, and the extent to which such cumulative adverse effects on natural character may be avoided, remedied or mitigated;*
- (2) *The extent to which natural character has already been compromised in an area and the need to avoid sprawling or sporadic subdivision, use or development;*
- (3) *The efficient use of finite resources in the coastal environment and the viability of alternative sites outside the coastal marine area and outside of the coastal environment for the proposed activity;*
- (4) *The potential impact of projected sea level rise;*
- (5) *The actual or potential adverse effects of subdivision, use or development on areas of cultural or spiritual significance, heritage resources and on scenic, scientific, recreation, open space or amenity values; and*
- (6) *The adequacy of provision of infrastructure services (particularly for the disposal of waste).*

Coastal Environment, Methods 1-3.

**Policy 3** *To restore and rehabilitate the natural character of the coastal environment where appropriate. Coastal Environment, Methods 1-3.*

**Policy 4** *To ensure, in planning for or making decisions about new subdivision, use or development, that there is no reduction in the quality of existing legal access to and along the coastal marine area; and that opportunities are taken, other than in exceptional circumstances, to enhance the amount and variety of public access to and along the coastal marine area. Coastal Environment, Methods 1-3.*

**Policy 5** *To maintain or improve the quality of coastal water by:*

- (1) *Improving, where necessary, the quality of fresh water entering the coastal marine area;*
- (2) *Avoiding, remedying or mitigating the effects of activities in the coastal environment that can degrade coastal water; and*
- (3) *Avoiding, remedying or mitigating the effects of point discharges that directly enter the coastal marine area so the effects do not render any water in the coastal marine area unsuitable for any purpose specified in a Regional Coastal Plan for the Wellington Region.*

Coastal Environment, Methods 1-3. See also Fresh Water, Policy 6 and Methods 17-33.

**Policy 7** *To protect, where appropriate, the characteristics of the coastal environment of special value to the tangata whenua including waahi tapu, tauranga waka, mahinga maataitai and taonga raranga. Coastal Environment, Methods 1-3.*

## **7.5 Methods**

**Method 1** *The Wellington Regional Council will prepare a Regional Coastal Plan.*

Coastal Environment, Policies 1-7.

**Method 2** *District plans would be an appropriate means of implementing Coastal Environment Policies 1-7.*

Coastal Environment, Policies 1-7.

**Method 3** *To achieve integrated management, other means which could be used to implement Coastal Environment Policies 1-7 include:*

- (1) *Development and implementation of management plans and other non-statutory plans by territorial authorities for areas and issues that impact on the coastal environment; (2) Liaison between the Wellington Regional Council, territorial authorities, iwi and the Department of Conservation to identify projects in the coastal environment of the Wellington Region where voluntary organisations, companies and individuals may assist in caring for the coastal environment; and*
- (3) *Liaison between the Regional Council, Department of Conservation and Ministry of Agriculture and Fisheries.*

## **10. Landscape and Heritage**

### **10.3 Objectives**

**Objective 1** *Nationally and regionally outstanding geological features, landforms, soil sites and other natural features of the Region are protected from inappropriate subdivision, use and development.*

Landscape, Policies 1-2, 4 and 8.

**Objective 2** *Adverse effects of human activities on the Region's natural and physical resources are avoided, remedied or mitigated so that the quality of any regionally outstanding landscapes which those resources contribute to is maintained. Landscape Policies 1-3.*

**Objective 4** *The attributes of natural and physical resources which provide for regional recreational opportunity, and for the appreciation and enjoyment of those resources by the regional community, are maintained or enhanced. Landscape Policies 2, 4, 7 and 8.*

## 10.4 Policies

**Policy 1** *To manage the use, development, and protection of natural and physical resources in ways which recognise and respect their contribution as elements of regionally outstanding landscapes. Landscape Methods 1-6, 18 and 19.*

**Policy 2** *To avoid, remedy, or mitigate the adverse effects of subdivision, use, and development on regionally outstanding landscapes, and nationally and regionally outstanding landforms, geological features, soil sites, and other natural features. Landscape Methods 1-6.*

**Policy 3** *To manage the use, development and protection of outstanding landscapes of significance to the tangata whenua. Landscape Methods 1-6, 18 and 19.*

**Policy 4** *To promote the maintenance and enhancement of the amenity and intrinsic values of regionally outstanding landscapes, and of nationally and regionally outstanding landforms, geological features, soil sites, and other natural features. Landscape Methods 1-6 and 15-19.*

**Policy 5** *To recognise, when planning for and making decisions on new subdivision, use, and development, the heritage values of regionally significant cultural heritage resources and to manage those heritage resources in an integrated manner with other natural and physical resources. Landscape Methods 7-13.*

**Policy 6** *To avoid, remedy or mitigate the adverse effects of subdivision, use and development on regionally significant cultural heritage resources. Landscape Methods 7-13.*

**Policy 7** *To manage and protect existing recreational opportunities of regional significance. Landscape Methods 6 and 14-17.*

**Policy 8** *To promote, on behalf of future generations, the protection of the potential for recreation of open space, indigenous and exotic vegetation, water bodies, the coast, and regionally outstanding landscapes, and any other regionally or nationally outstanding natural features. Landscape Methods 6 and 14-18.*

## 10.5 Methods

*The Wellington Regional Council will:*

**Method 1** • *Prepare a regional plan for the outstanding natural features and landscapes of the Region, including those of significance to the tangata whenua. Landscape Policies 1-4.*

**Method 2** • *Investigate landscape character assessment as a tool for identifying valued aspects of regionally outstanding landscapes. Landscape Policies 1-4.*

**Method 3** • *Discourage development which is not in keeping with the character of any regionally outstanding landscape through comments on district plans and consent applications to territorial authorities. Landscape Policies 1-4.*

**Method 4** • *Advocate for the sustainable management of regionally outstanding landscapes and regionally and nationally outstanding landforms, geological features, soil sites and other natural features. Landscape Policies 1-4.*

**Method 5** • *Encourage the protection of privately owned land which is, or is a part of, a regionally outstanding landscape or a nationally or regionally outstanding landform, geological feature, soil site or other natural feature. Landscape Policies 1-4.*

**Method 6** • *Where appropriate, prepare regional plans or management plans for landscapes or areas of open space which require management or protection, including on its own land, and include in relevant regional plans (such as a Regional Coastal Plan) provisions for the management of landscape values. Landscape Policies 1-4 and 7 and 8.*

**Method 7** • *Investigate adopting the New Zealand Charter for the Conservation of Places of Cultural Heritage Value to guide any heritage conservation activities it carries out. Landscape Policies 5 and 6.*

**Method 18** *District plans would be an appropriate means of providing for Landscape and Heritage Policies 1 to 8. Landscape Policies 1-8.*

**Method 19** *To achieve integrated management, other means which could be used to implement Landscape and Heritage Policies 1 to 6 and 8 include:*

- (1) *Protecting regionally outstanding landscapes and nationally or regionally outstanding landforms, geological features, soil sites and other natural features through covenants under the Reserves Act 1977 (s. 77) and with the Queen Elizabeth II National Trust;*
- (2) *The voluntary retirement of land, assisted, where necessary, through rate remission under the Rating Powers Act 1988; and*
- (3) *The use of other mechanisms by territorial authorities to protect regionally outstanding landscapes from inappropriate development.*

## **Extracts from the Draft Regional Policy Statement for the Wellington Region 2008<sup>30</sup>**

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### **Policy 3: Protection of the values of nationally and regionally significant areas in the coastal environment.**

District and regional plans shall include policies and rules to preserve the natural character of the coastal environment by protecting the values of the sites and areas listed in Appendix 1.

### **Policy 4: New subdivision, use and development in the coastal environment**

District plans shall include policies that encourage new subdivision, use and development in the coastal environment to be located in areas where the natural character has already been compromised.

### **Policy 5: Identifying the landward extent of the coastal environment**

District plans shall include policies and/or rules to identify the landward extent of the coastal environment using the following criteria:

- (a) any area dominated by coastal vegetation or habitat;
- (b) any landform affected by active coastal processes;
- (c) any landscapes or features, including coastal escarpments, that contribute to the natural character, visual quality or amenity value of the coast;
- (d) any site, structure, place or area of historic heritage value adjacent to, or connected with, the coastal marine area, which derives its heritage value from a coastal location;
- (e) those sites and areas of regionally significant values listed in Appendix 1; and
- (f) any land adjacent to the coast that is affected by, or could be affected by, storm surge or coastal inundation.

### **Policy 6: Maintenance or enhancement of coastal water quality**

The regional coastal plan shall include policies, rules and/or methods to require coastal water quality to be maintained or enhanced so that it is at least suitable for contact recreation, and sustains healthy marine ecosystems.

### **Policy 7: Safeguarding the life-supporting capacity of coastal and marine ecosystems**

District and regional plans shall include policies, rules and/or methods that safeguard the life-supporting capacity of coastal and marine ecosystems by maintaining and enhancing:

- (a) any area within the intertidal or subtidal zone that is known to contain unique, rare, distinctive or representative marine life or habitats;
- (b) areas used by marine mammals as breeding, feeding or haul out sites;
- (c) habitats in the coastal environment that are important during the vulnerable life stages of indigenous species;
- (d) habitats and routes important for preserving the range, abundance, and diversity of indigenous and migratory species; and
- (e) any area that contains indigenous ecosystems and habitats that are unique to the coastal environment and particularly vulnerable to modification, including estuaries, lagoons, coastal wetlands, dunelands, rocky reef systems and salt marshes.

### **Policy 33: Coastal areas, features or landscapes**

When considering an application for a resource consent, notice of requirement, or a change or variation to a district or regional plan, local authorities shall have particular regard to preserving the natural character of the coastal environment, by:

- (a) protecting the values of the sites and areas listed in Appendix 1;

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<sup>30</sup> <http://www.gw.govt.nz/section1236.cfm>

- (b) avoiding sprawling or sporadic new subdivision, use and development;
- (c) minimising any adverse effects from point source and non-point source discharges on the coastal environment;
- (d) protecting the special value of estuaries and bays, including the unique physical processes that occur as a result of the interaction of coastal and river dynamics, and the importance of estuaries and bays in providing spawning areas and nursery areas for juveniles of aquatic species;
- (e) protecting the special values of beaches and dune systems, including the dynamic interface between land and sea that creates important recreation opportunities and amenity values, as well as being a natural defence against coastal hazards;
- (f) maintaining or enhancing amenity, open space and scenic values, including the use of setbacks from the coastal marine area and other water bodies;
- (g) minimising any significant adverse effects from use of the coast by the public, or on the enjoyment of the coast by the public;
- (h) maintaining or enhancing recreational areas and places or areas of historic or cultural significance;
- (i) maintaining or enhancing biodiversity and the functioning of ecosystems, including the use of buffer zones;
- (j) protecting scientific features;
- (k) protecting cultural areas, including wahi tapu and other sites, features of historic, spiritual or cultural significance to tangata whenua, and the cultural and spiritual values associated with them; and
- (l) encouraging new subdivision use and development in areas where natural character has already been compromised.

**Policy 34: Landward extent of the coastal environment**

When considering an application for a resource consent, notice of requirement, or a change or variation to a district plan, city and district councils shall have particular regard to whether the proposal is within the coastal environment using the following criteria:

- (a) the area is dominated by coastal vegetation or habitat;
- (b) the area is within a landform affected by active coastal processes;
- (c) the area is within a landscape or feature, including coastal escarpments, that contribute to the natural character, visual quality or amenity value of the coast;
- (d) the area has a site, structure, place or area of historic heritage value adjacent to, or connected with, the coastal marine area, which derives its heritage value from a coastal location;
- (e) the area is within a site or area with regionally significant values listed in Appendix 1;
- (f) the area is within any land adjacent to the coast that is affected by, or could be affected by, storm surge or coastal inundation.

**Policy 35: Life-supporting capacity of coastal ecosystems**

When considering an application for a resource consent, notice of requirement, or a change or variation to a district or regional plan, local authorities shall have particular regard to safeguarding the life-supporting capacity of coastal ecosystems by maintaining and enhancing:

- (a) any area within the intertidal or subtidal zone that is known to contain unique, rare, distinctive or representative marine life or habitats;
- (b) areas used by marine mammals as breeding, feeding or haul out sites;
- (c) habitats in the coastal environment that are important during the vulnerable life stages of indigenous species;
- (d) habitats and routes important for preserving the range, abundance, and diversity of indigenous and migratory species;
- (e) any area that contains indigenous ecosystems and habitats that are unique to the coastal environment and particularly vulnerable to modification, including estuaries, lagoons, coastal wetlands, dunelands, rocky reef systems and salt marshes.

**Policy 36: Protection of physical and ecological processes in the coastal environment**

When considering an application for a resource consent, notice of requirement, or a change or variation to a district or regional plan, local authorities shall have particular regard to protecting the integrity, functioning and resilience of physical and ecological processes in the coastal environment.

*Extract/summary of the methods relevant to beach management proposed in the draft RPS relating to coastal environment, freshwater,*<sup>31</sup>

Method 1: District plan implementation

Method 2: Regional plan implementation

Method 4: Consideration — resource consents, notices of requirement and when changing, varying or reviewing plans

Method 5: Allocation of responsibilities

<sup>31</sup> Refer to page 106, Draft Regional Policy Statement for the Wellington Region:  
<http://www.gw.govt.nz/section1236.cfm>

- Method 8: Information and guidance on restoration and enhancement of degraded water bodies and the natural character of the coastal environment
- Method 9: Information and guidance on use of indigenous species in the coastal environment
- Method 13: Information and guidance on water conservation and efficient use
- Method 14: Information and guidance on techniques to maintain and enhance indigenous ecosystems
- Method 17: Information and guidance on sustainable land management practices
- Method 22: User guide for identifying and assessing effects on historic heritage
- Method 23: User guide for identifying and assessing effects on indigenous ecosystems, habitats, and areas with significant biodiversity values
- Method 24: User guide for identifying and assessing effects on landscapes
- Method 25: Database of sites at risk of contamination
- Method 27: Integrated management across mean high water springs
- Method 28: Whole of catchment approach to works, operations and services
- Method 29: Protocol for management of earthworks and odour, dust and smoke between local authorities
- Method 30: Involvement of tangata whenua and community in the identification, protection or management of natural and physical resources
- Method 32: Regional stormwater action plan
- Method 33: Industry-led environmental accords and codes of practice
- Method 46: Investigate the use of transferable water permits
- Method 48: Regional landscape character description
- Method 51: Identification of areas of the coast, lakes and rivers with significant values for public access
- Method 53: Practical and financial support for community restoration initiatives in the coastal environment and for rivers, lakes and wetlands
- Method 52: Identification of the region's significant mineral resources
- Method 54: Pollution prevention programme for industry
- Method 55: Incentives to promote maintenance, enhancement and restoration of indigenous ecosystems
- Method 56: Soil conservation support to protect erosion prone land.

## Extract from Appendix 1, Table 16, Sites of regional significance in the coastal environment

### **Site 15 Whitireia Peninsula (including Te Onepoto Bay)**

**Landscapes values:** The landscape has a high degree of variety featuring coastal karaka-kohekohe forest and tauhinu scrublands which contrast against the distinctive rugged cliffs and rock formations. The site affords spectacular views of the Cook Strait, Mana and Kapiti Islands and the Marlborough Sounds. There is a high degree of naturalness and visual intactness associated with this landscape, in addition to a number of scientific, archaeological, recreational, and historical values.

**Ecological values:** The Peninsula supports regionally representative remnants of coastal cliff vegetation and a coastal forest remnant with karaka and kohekohe. The area is home to two endangered endemic plant species, *Hebe elliptica* var *crassifolia*, and the rare small button daisy, of which the Whitireia Peninsula is the largest colony in New Zealand. The area includes the fringe saltmarshes and sedges of the Te Onepoto Bay Wetland which provide habitat for a range of wading bird species.

**Geological values:** The seaward parts of the Whitireia Peninsula exhibit shore platform development and coastal cliff exposures of Wellington greywacke. In the cliffs to the north of Rocky Bay, a large down-fold in beds of greywacke sandstone and argillite, formed during mountain building in the Jurassic and Cretaceous, is exposed. Fossil worm tubes (*Torlessia mackayi* Bather) occur north of Titahi Bay and west of Kaitawa.

**Historic heritage values:** The Park area has a long history of Maori occupation. The area is associated with the arrival and exploration of Kupe on his waka Matahorua (Matawhaorua). One of his anchor stones was left here as a memorial. The area was heavily occupied and there are Pa on most of the headlands. There is considerable archaeological interest in the area. Also of regional significance is the transmission station. The masts are clearly visible from extensive areas outside of the park from Plimmerton in the north, Paremata, Titahi Bay and from the sea. The station itself provided regional communications since establishment in 1937. (References 6, 12, 18, 20, 29, 49, 50, 60)

### **Site 16 Titahi Bay fossil forest in beach (Pleistocene)**

**Geological values:** At the southern end of Titahi Bay the fossilised remains of a forest are exposed as an intertidal reef. The forest was dominated by podocarps and tree-ferns. Radiocarbon ages, although inconclusive and floral characteristics suggest that it dates from the last interglacial (150,000–70,000 years ago). Elsewhere, folds and interbedding of greywacke and argillite are evident in the cliffs between Titahi Bay and Rukutane Point. (References 12, 27, 28, 29, 40, 49, 56, 58, 60)

### **Site 17 Titahi Bay boat sheds**

**Historic heritage values:** There are three groups of boat sheds in Titahi Bay. The boatsheds date back to 1916 and are unique for being privately owned structures on the public foreshore. These boat sheds have historic importance for their longstanding association with the bay. There are few other known groups of similar beach-front sheds in New Zealand and have regional (if not national) significance for this. (References 24, 48, 51, 52)

#### **Site 18 Mana Island Scientific Reserve and Mana “bridge”**

**Landscape values:** Mana is one of the larger islands within the Wellington Region. It is visually distinctive with steep sea cliffs and a flat tableland. It is highly visible within the coastal plain and beyond the region, with views of the island from the mainland being highly regarded. The island has high natural character due to its isolation, sense of wildness and predominance of natural processes. The island also has a high degree of public recognition with its natural values being well documented in promotional material about the Kapiti Coast and a strong source of a local identity.

**Ecological values:** Mana is one of the largest NZ islands that are free of pests and predators and it supports large nesting colonies of several seabird species. The island is a nationally important site for conservation research and provides habitat for several rare and threatened fauna and flora species, including the Cook Strait giant weta, McGregor’s skink, the gold striped gecko, takahe, little spotted kiwi and the endangered Cook’s scurvy grass.

**Geological values:** Mana Island is bounded by faults to both the east and west and, while it has been uplifted, it has not been appreciably tilted, unlike much of the uplifted Wellington landscape. Its flat surface is a remnant of the Kaukau erosion surface (peneplain) formed in the Oligocene. At one stage, when sea levels were lower, although not at their lowest glacial extent, an isthmus connected the island to the mainland. Today the “Mana Bridge” lies 7-8m below the surface.

## **Regional Coastal Plan Rules – Operative 19 June 2000**

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### **Rule 81 of the Regional Coastal Plan**

The driving or riding or parking of any motor vehicle, motorcycle, trailer, or land yacht on any foreshore for any purpose, provided that:

- (1) the activity is not a prohibited activity in accordance with Rule 82, or a discretionary activity in accordance with Rule 83;

is a Permitted Activity provided it complies with the conditions specified below.

#### **Conditions**

- (1) The vehicle, motorcycle, trailer, or land yacht is used in such a manner that does not:
  - constitute a safety hazard to other users of the foreshore; and
  - involve acceleration or turning in a tight radius at such a speed that results in unnecessary spraying of sand or other material from the wheels of the vehicle, motorcycle, trailer, or land yacht.
- (2) The activity shall comply with the general standards listed in section 14.1.

### **Motor vehicles, motorcycles, trailers and land yachts on Titahi Bay beach**

#### **Rule 82 of the Regional Coastal Plan**

Within the following area:

- the foreshore in the centre of Titahi Bay between 122 metres south of Bay Drive to 279 metres south of Toms Road; and
- any part of the remaining foreshore at Titahi Bay where any fossil forest is exposed;

the driving or riding or parking of any motor vehicle, motorcycle, trailer, or land yacht for any purpose is a Prohibited Activity and no resource consent shall be granted; provided that this Rule shall not apply to:

- (1) any motor vehicle or tractor used in association with surf lifesaving or rescue activities; or
- (2) any motor vehicle used for litter removal or dog control; or
- (3) any motor vehicle used for beach grooming or clearance of piped stormwater outfalls, maintenance of lawful structures, or other activities permitted by this Plan; or
- (4) any motor vehicle or motorcycle driven by an enforcement officer when undertaking their duties.

### **Motor vehicles, motorcycles, trailers and land yachts on beaches**

#### **Rule 83 of the Regional Coastal Plan**

Within the following areas:

- the foreshore between Paekakariki at NZMS 260 R26 730 211 and the southern bank of the Waikanae River;
- the foreshore between Pukerua Bay at NZMS 260 R26 695 180 and the southern part of the Whitireia Reserve at NZMS 260 R26 642 105, including all of Porirua Harbour and Pauatahanui Inlet;
- the foreshore from Lyall Bay at NZMS 260 R27 599 844 to Point Arthur at NZMS 260 R27 677 872;
- the foreshore at Riversdale extending southward from the Riversdale Beach Surf Club at NZMS

- 260 T27 683 085 to a point at NZMS 260 T27 678 074;
- the foreshore at Castlepoint between NZMS 260 U26 813 294 and NZMS 260 U26 818 288; and
- between 9.30pm on any day and 5.00am on the next day, the foreshore at Titahi Bay that is not included in Rule 82;

the driving or riding or parking of any motor vehicle, motorcycle, trailer, or land yacht for any purpose is a Discretionary Activity (restricted), provided that this Rule shall not apply to:

- (1) any motor vehicle moving to or from the edge of the water for the purpose of launching a vessel, or removing a vessel from the water, and that vehicle moves across the foreshore to or from the nearest formed access by the shortest practicable route;
- (2) any motor vehicle or tractor used in association with surf lifesaving or rescue activities;
- (3) any motor vehicle used for litter removal or dog control;
- (4) any motor vehicle used for beach grooming or re-contouring, clearance of piped stormwater outfalls, maintenance of lawful structures, or other activities permitted by this Plan;
- (5) any motor vehicle or motorcycle driven by an enforcement officer when undertaking their duties;
- (6) any vehicles directly associated with the horse races allowed by Rule 79; or
- (7) for Titahi Bay, any motor vehicle, trailer or tractor owned, leased or operated by a registered boatshed owner in the Porirua City Council's Titahi Bay Boatshed Owners Register.

### **Discretion**

The matters over which the Wellington Regional Council shall exercise its discretion are:

- (1) the duration of the consent; and
- (2) the timing, duration, speed and route of travel of the motor vehicle, motorcycle, trailer, or land yacht on the foreshore; and
- (3) the information and monitoring requirements; and
- (4) the administrative charges payable.

## **Wellington Regional Navigation and Safety Bylaws, 2003**

- 3.2.1 No person may, without reasonable excuse, propel or navigate a vessel (including a vessel towing a person or some object) at a proper speed exceeding 5 knots:
  - (a) within 50 metres of any other vessel, floating structure or person in the water; or
  - (b) either within 200 metres of the shore or of any structure, or on the inshore side of any buoy(s) demarcating that distance from the shore or structure; or
  - (c) within 200 metres of any vessel or floating structure that is flying flag A.
- 3.2.2 No person may propel or navigate a powered vessel at a proper speed exceeding 5 knots while any person has any portion of his or her body extending over the fore part, bow or side of that vessel.
- 3.2.3 No person may cause or allow himself or herself to be towed by a vessel or any other means (whether or not on a water ski, aquaplane or other towed object) at a proper speed exceeding 5 knots in any circumstances specified in any of paragraphs (a) to (c) of subclause 3.2.1.
- 3.2.4 No person in charge of a vessel may permit the vessel to continue onwards, after any person being towed by that vessel has dropped (whether accidentally or otherwise) any water ski which may cause danger to any other person or vessel, without taking appropriate action to recover that water ski or take measures to ensure that the water ski is visible to other water users.
- 3.2.5 Subclause 3.2.1(a) shall not apply to:
  - (a) a vessel over 500 gross tonnage, if the vessel cannot be safely navigated in compliance with subclause 3.2.1(a); or
  - (b) a vessel powered by sail in relation to any other vessel powered by sail, while the vessels are participating in a yacht race or training administered by:
    - (i) a club affiliated to Yachting New Zealand; or
    - (ii) a non-profit organisation involved in sail training or racing; or
  - (c) a craft training for or participating in competitive rowing or paddling; or
  - (d) a tug, pilot vessel, harbourmaster vessel, emergency response craft or police vessel, if the vessel's duties cannot be performed in compliance with subclause 3.2.1(a).
- 3.2.6 Subclause 3.2.1(b) shall not apply to:
  - (a) a vessel operating in an access lane or a reserved area for the purpose for which the access lane or reserved area was declared, unless, in the case of a reserved area, a navigation bylaw provides otherwise; or

- (b) a vessel over 500 gross tonnage, if the vessel cannot be safely navigated in compliance with subclause 3.2.1(b); or
  - (c) a vessel powered by sail in relation to any other vessel powered by sail, while the vessels are participating in a yacht race or training administered by:
    - (i) a club affiliated to Yachting New Zealand; or
    - (ii) a non-profit organisation involved in sail training or racing; or
  - (d) a windsurfer; or
  - (e) a craft training for or participating in competitive rowing or paddling; or
  - (f) a tug, pilot vessel, harbourmaster vessel, emergency response craft or police vessel when the vessel's duties cannot be performed in compliance with subclause 3.2.1(b).
- 3.2.7 Subclauses 3.2.1(b) and 3.2.2 shall not apply to a craft operated by a Surf Lifesaving Club affiliated to Surf Lifesaving New Zealand, that is being operated in accordance with its Inflatable Rescue Boat training policy that has been approved by the Director of Maritime Safety.
- 3.2.8 Wake. Subject to subclause 3.2.1, every person who propels or navigates a pleasure craft must ensure that its wake does not cause unnecessary danger or risk of damage to other vessels or structures, or of harm to other persons.

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