



Northern Pegasus Bay Bylaw 2016 Implementation Plan

Making it happen



Photo Credit: Marianne Fiddymont

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Introduction

After a lengthy public consultation process the first Bylaw for Northern Pegasus Bay was adopted by the Council and became operative on 1 July 2010. The Bylaw was originally established to give effect to the agreements arising from the Northern Pegasus Bay Coastal Management Plan. The Waikuku Beach Reserves Management Plan was revised and a Plan Change approved for the Waimakariri District Council District Plan in association with the introduction of the Northern Pegasus Bay Bylaw 2010.

In accordance with Section 158 of the Local Government Act 2002 (the Act), the first review of a bylaw made under the Act is required to be undertaken no later than five years after the bylaw was made. In April 2014 the Council established a multi-agency Working Party to review the effectiveness of the 2010 Bylaw. A report to Council on 3 February 2015 recommended that the Bylaw proceed on the basis that it was still the most appropriate mechanism for controlling public behaviour and recreation activities on the beaches.

The proposed Northern Pegasus Bay Bylaw 2015 was released for public consultation from 7 February 2015 until 11 March 2015 and 221 submissions were received. The Hearing Panel recommended substantial changes to the proposed Bylaw at the 4 August 2015 Council meeting in order to address the concerns raised by submitters. A number of the recommended changes were more restrictive in nature necessitating another round of consultation.

A Statement of Proposal for the Northern Pegasus Bay Bylaw 2016 was released for public comment between 9 April and 10 May 2016 attracting 70 submissions.

A number of compliments were received about the effort the Bylaw Review Working Party, Hearing Panel and Council had made to develop the Bylaw and the Council's willingness to go out for another round of consultation. A significant number of submitters agreed with the

Bylaw's focus on health and safety and approved of the balance achieved between conflicting uses and conflicting use/environmental values.

"The Council is to be congratulated on the effort it has put into the compilation of the proposed Bylaw in producing a document that is well balanced, fair minded and caters well for the needs of the various interest groups." Northern Pegasus Bay Bylaw Submitter 2016

The Northern Pegasus Bay Bylaw 2016 Implementation Plan Working Party (NPBBIPWP) was established by the Waimakariri District Council in late 2016 to ensure the effective implementation of the new Bylaw. This group consisted of representatives from the Waimakariri District Council, Kaiapoi-Tuahiwi Community Board, Woodend-Sefton Community Board, Environment Canterbury, Department of Conservation, Te Kōhaka o Tūhaitara Trust, Te Ngāi Tūāhuriri Rūnanga and the Ashley-Rakahuri Rivercare Group.

A draft Implementation Plan was released for public consultation in August 2017 and 25 submissions were received and considered by the Working Party. The future management and protection of the Ashley-Rakahuri Estuary was a clear priority for submitters, as was the education of beach users through effective communication, signage and enforcement.

The NPBBIPWP recommended in the draft Plan that it be replaced by an advisory group that also included representation from beach communities and user groups, once the Implementation Plan had been adopted by Council.

The Northern Pegasus Bay Bylaw 2016 Implementation Plan was adopted by Council on 5 December 2017.

Northern Pegasus Bay Advisory Group

The Northern Pegasus Bay Advisory Group is responsible for carrying out the following tasks:

- Overseeing the implementation of the Northern Pegasus Bay Bylaw 2016 Implementation Plan, reviewing its effectiveness after two years of operation and reporting to Council on any need to carry out an early review.
- Establishing a Bylaw research and monitoring programme in conjunction with other interested parties, including investigating the possibility of finding a research partner to study the effectiveness of Bylaw provisions in protecting Ashley- Rakahuri Estuary wildlife values from the impact of recreation use.
- Carrying out annual reviews of the kite surfing and commercial horse training user agreements.
- Overseeing a review of the Ecan Ranger Service contract with the Council.
- Encouraging user groups, residents associations and community boards to educate the community about the Bylaw to bring about a cultural shift in attitudes.

The Advisory Group is proposed to be made up of representatives from the following organisations and communities:

- | | |
|-----------------------------------|---|
| • Waimakariri District Council | • Waikuku Beach Kite surfers |
| • Kaiapoi-Tuahiwi Community Board | • Ashley Fishermens Association Inc |
| • Woodend-Sefton Community Board | • Woodend Beach Commercial Horse Trainers |
| • Department of Conservation | • Fenton Reserve Trustees |
| • Environment Canterbury | • Waikuku Beach residents |
| • Ashley-Rakahuri Rivercare Group | • Pegasus Beach residents |
| • Te Kōhaka o Tūhaitara Trust | • Pines/Kairaki Beach residents |
| • Te Ngāi Tūāhuriri Rūnanga | • Woodend Beach residents. |
| • Hurunui District Council | |

Northern Pegasus Bay Bylaw 2016

Vision

Northern Pegasus Bay coastal strip valued, protected and enjoyed by all.

Purpose

The Bylaw is in place to ensure wildlife and the natural environment are not harmed and so that everyone can enjoy the district's beaches. The new Bylaw applies to all of the beaches within the Waimakariri District and became operative on Monday 15 August 2016.

The aims of the Bylaw are to:

- Manage recreational use for the benefit and enjoyment of all users
- Minimise any negative environmental impact from beach activity
- Promote public health and safety
- Minimise nuisance and offensive behaviour.

Protecting foreshore habitats, dune systems, and the wildlife and vegetation in the estuaries and lagoons was identified as a priority during the review and consultation process as was minimising the potential for conflict between different recreation activities and promoting a safe environment for beach users.





1. Cultural Values

"Our kaumatua should not have to walk for miles to get their cockles and pipi, and they should not have to go and get a key for access to their traditional mahinga kai places."

Clare Williams, Ngāi Tūāhuriri, Mahaanui Iwi Management Plan 2013

Key issues identified through the consultation process

Scattering of ashes

A ban on scattering or burying human ashes on the beach was proposed in the draft Bylaw because people can be distressed to see ashes in a public place and the practice may be offensive for cultural reasons. This position was strongly opposed by 84% of the submitters who commented on the issue, many of whom said they had a strong spiritual connection to the coast and wished their remains to be scattered there. The clause was dropped from the final Bylaw due to the difficulty in enforcing such a sensitive issue and because ashes were often scattered in the deeper water not covered by the Bylaw. In acknowledging the cultural issue raised by Te Ngāi Tūāhuriri Rūnanga, the Hearing Panel considered it would be important to help educate beach users and discourage this practice. Identifying an alternative site for members of the public to scatter ashes was also thought to be important.

Lack of public awareness of the significance of the coastal area to Maori

The significance of the land and resources within the Bylaw area to Ngāi Tahu and Ngāi Tūāhuriri was highlighted during the Bylaw submission process. As a result a section on Te Ngāi Tūāhuriri values was included in the Bylaw's preamble and the Hearing Panel thought it was important for beach users to be made more aware of the history of the area, the rights associated with this and Ngāi Tahu and Ngāi Tūāhuriri values.

Continued access for mahinga kai gathering

The Northern Pegasus Bay coastal area and in particular the Waimakariri River Mouth, Rakahuri Awa/Ashley River and associated wetlands was a significant mahinga kai area for Ngāi Tahu and Ngāi Tūāhuriri. In an economic sense, the resources of an area determined the welfare and mana (prestige) of the people. The community effort to collect the resources also formed a very important part of the community's strength. The seasonal activities were a time for Whanaungatanga – renewing contacts with distant relations,

Whakatinana o ngā uara – of reinforcing traditional and cultural values, Tikanga – of maintaining controls and Manaakitanga – hospitality towards guests.

Mahinga kai describes the natural resources gathered by Maori and the places and practices in doing so. It was specifically recognised and protected in Kemp's Deed in 1848 and advanced within Te Kerēme, the Ngāi Tahu Claims Settlement Act 1998.

Mahinga kai is an important value and activity that will be acknowledged and provided for within the Bylaw process and through ongoing partnership. Achieving a balance between minimising the impact of vehicles on the beach and in the Estuary and providing for traditional rights is a key issue to be resolved.

Fenton Reserves access and rights

Refer to section 8, User Agreements.



Our aspirations

- 1.1 Ngāi Tahu and Te Ngāi Tūāhuriri history and values regarding the use of coastal land, water and natural resources are acknowledged and promoted.
- 1.2 Relevant Mahaanui Iwi Management Plan 2013 objectives and policies are taken into account in implementing the Bylaw.

How we'll know we've succeeded

- Interpretation information outlining Ngāi Tahu and Te Ngāi Tūāhuriri history and values is available to the general public. (1.1)
- Discussions have been held regarding an alternative site for scattering the ashes of deceased persons. (1.1)
- Implementation actions are consistent with Mahaanui Iwi Management Plan 2013 objectives and policies. (1.1, 1.2)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
CV.1 Erect interpretation panels at each beach entrance and at the Ashley-Rakahuri Estuary. (1.1, 1.2, 4.5)	Ecan Ranger Service and WDC Green Space Team in consultation with Te Ngāi Tūāhuriri Rūnanga	Within 2 years	2019	Ecan, WDC
CV.2 Develop a coastal cultural values brochure and make available to the general public. (1.1)	Ecan Ranger Service in consultation with Te Ngāi Tūāhuriri Rūnanga and Te Kōhaka o Tūhaitara Trust	Within 2 years	2019	Funding available in existing Ecan Ranger Service operational budget
CV.3 Hold discussions with Te Ngāi Tūāhuriri Rūnanga about opportunities for developing partnerships in the achievement of the Northern Pegasus Bay Bylaw 2016 Implementation Plan. (1.1, 1.2, 7.3)	WDC Green Space Team and Te Ngāi Tūāhuriri Rūnanga	Ongoing	At WDC/Runanga annual hui and executive meetings	Salary only. Covered in existing WDC Green Space operational budget
CV.4 Discuss the potential for establishing a site for scattering ashes on Te Kōhaka o Tūhaitara Trust land. (1.1)	WDC Green Space Team, in consultation with Te Ngāi Tūāhuriri Rūnanga and Te Kōhaka o Tūhaitara Trust	Within 6 months	June 2018	Salary only. Covered in existing WDC Green Space operational budget

OTHER RELATED ACTIONS

ED.2 Develop educational videos involving members of the community and utilise social media to educate beach users about key Bylaw issues and the cultural significance of the area. (1.1, 5.1, 5.3, 6.2, 7.2)
ED.3 Revise Bylaw educational brochures and make available for distribution to beach users. (1.1, 5.1, 5.3)
ED.7 Promote the cultural and ecological values of the Tūhaitara Coastal Park. (1.1, 5.1, 5.3)
S.4 Develop interpretation signs explaining the rich cultural history of the coastal area in consultation with Te Ngāi Tūāhuriri Rūnanga and place in key locations. (1.1, 4.5, 5.1, 5.3, 7.4)
S.5 Develop interpretation sign/s highlighting the significant wildlife and other values of the Ashley-Rakahuri Estuary in consultation with other relevant parties and place in key locations. (1.1, 2.1, 2.4, 4.4, 4.5, 5.1, 5.3, 7.4)
UA.1 Develop a Fenton Reserve Code of Conduct for sign off by the Council and Fenton Reserve Trustees. (1.1, 1.2, 2.1, 2.3, 7.2, 7.3, 8.1, 9.1)
UA.2 Sign a Fenton Reserve Agreement between the Council, Environment Canterbury and Fenton Reserve Trustees (1.1, 1.2, 2.1, 2.3, 7.2, 7.3, 8.1)



2. Ashley-Rakahuri Estuary

"Offshore people ring me wanting to see a braided river, especially the birds, and most especially the wrybill. My response is "no problem, give me a call when you reach NZ". What I don't want to happen is you getting such a call in 30 years' time, and having to reply "no problem showing you a braided river, but I'm afraid the last wrybill was sighted 3 years ago".

Nick Ledgard, Chairperson Ashley-Rakahuri River Care Group talking to school children 2016

Key issues identified through the consultation process

Adequate protection of the environment

During the consultation process, conservation-oriented organisations and bird specialists identified a number of activities that could have a negative impact on the important ecological and wildlife values of the Ashley-Rakahuri and Saltwater Creek estuarine areas. All but one submitter who commented on the Estuary expressed their support for the Bylaw clauses protecting the environment and its flora and fauna with some wanting it to be designated a Ramsar site or wild life sanctuary. The Hearing Panel considered that a management plan, incorporating a long term vision and agreed outcomes, needed to be developed for the Estuary and thought the Council should take a lead role in promoting this with the other organisations concerned, such as Environment Canterbury, the Department of Conservation, Te Ngāi Tūāhuriri Rūnanga and Fenton Reserve Trustees. Research and monitoring activities also need to be coordinated.

Lack of awareness of the significant values of the Estuary

The Ashley-Rakahuri estuarine area is recognised by the International Union for the Conservation of Nature (IUCN) as a wetland of international significance and it is designated as an 'important bird area' by Birdlife International. The wetlands are the feeding, roosting and breeding grounds of a large number of native birds, including some threatened and critically endangered species such as the black-billed gull, the black-fronted tern, banded dotterel and wrybill. The area is also listed in the Regional Coastal Plan as having 'significant natural value' with Maori cultural values, wetlands, estuaries, coastal lagoons, marine mammals, birds, ecosystems, flora and fauna habitats, historic places and coastal landforms and associated processes. The need to educate people about the significance of the Estuary in order to better protect its values was identified during the Bylaw consultation process. Refer to section 5, Education.

Vehicles in the Estuary

Vehicle access is provided for whitebaiting from 15 August to 30 November each year via the whitebait gate. People seeking access through the gate at other times of the year are able to apply to the

Council for an exemption. There is a need for increased resources to better monitor the vehicle permit system.

Currently vehicles are able to access the Estuary via the Ashley-Rakahuri River bed. Vehicle access into the river bed is managed by Environment Canterbury through the development of the Ashley-Rakahuri Regional Park and the management plan for the area.

Entrance to the Estuary from Kings Ave is unable to be completely blocked off because of the need to provide vehicle access for Fenton Reserve Trustees and the popularity of the area for recreational activity.

Vehicles also enter the northern margins of the Estuary from the northern part of the coastal strip. Open access at Ashworths Beach makes this difficult to control. Refer also to section 7, Working with Others. Other vehicle access points are the Raupo Berm and SH1 bridge.

Fenton Reserve access

Refer to section 8, User Agreements.

Estuary signage

The need for additional signage at the entrances to the Estuary was highlighted. This included interpretation signage and signage outlining Bylaw rules, particularly those relating to vehicle use and dog control. Refer to section 4, Signage.

Predator control

There is a need to support predator control in the Estuary by locals.

Monitoring the impact of kite surfing on Estuary wildlife

Refer to section 10, Research and Monitoring.

Monitoring the number of motorised craft in the Estuary and their impact on wildlife

Refer to section 10, Research and Monitoring.



Photo Credit: Lynley Beckingsale

Our aspirations

- 2.1 The community, Ecan, DOC, Te Ngāi Tūāhuriri, Fenton Reserve Trustees and the Council recognise the Estuary is a wetland of international significance and actively seek to protect it.
- 2.2 Recreation activities carried out in the Estuary are compatible with protecting the Estuary ecosystem.
- 2.3 The wildlife in the Estuary thrives with safe feeding, resting and breeding areas for all species.
- 2.4 Organisations and community members work together to achieve an agreed vision for the Estuary.

How we'll know we've succeeded

- A clear vision and management framework is developed for the Estuary. (2.1, 2.2, 2.3, 2.4)
- The community educates other Estuary users on how to behave to protect the environment and wildlife. (2.1, 2.2, 2.3, 2.4)
- Ecan rangers report a decrease in complaints and observations regarding behavior not permitted in the Estuary. (2.1, 2.2, 2.3)
- Use of the Estuary for active recreation declines and is replaced by passive activities such as walking and bird watching. (2.2, 2.3)
- Recreation use of the Estuary causes no further degradation of bird habitats. (2.1, 2.2, 2.3, 2.4)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
ARE.1 Investigate the feasibility and benefits of providing Te Kōhaka o Tūhaitara and the Ashley-Rakahuri Estuary with sentient status. (2.1, 2.4)	Te Kōhaka o Tūhaitara Trust and Te Ngāi Tūāhuriri Rūnanga	Within 2 years	2019	To be determined
ARE.2 Initiate discussions with other organisations to decide on a process, timeframe and funding for the development of a management plan for the Estuary. (2.1, 2.2, 2.3, 2.4, 7.3, 8.1)	Advisory Group	Within 1 year	2018	

OTHER RELATED ACTIONS				
ED.4 Inform microlight operators at the Rangiora Airfield about the wildlife values of the Ashley-Rakaruri Estuary and the need to protect the birds there. (2.1, 2.2, 2.3, 5.3, 7.2)				
ED.5 Make whitebaiters aware of wildlife issues, including the importance of driftwood areas above high tide for nesting birds, and whitebaiting rules, by handing out educational brochures when keys are given out and during interactions with Rangers. (2.1, 2.2, 2.3, 5.1, 5.3, 7.2)				
E.6 Encourage Estuary users via promotional material and on signage to report offences to Ecan for follow up, including recording licence plate numbers. (2.1, 7.1, 7.2, 9.1, 9.2)				
M.4 Monitor levels and characteristics of the kite surfing activity in the Ashley-Rakahuri Estuary using the Ecan Ranger Service Info tool. (2.1, 2.2, 2.3, 2.4, 8.3, 10.1c, 10.1e, 11.1)				
M.5 Monitor the effectiveness of the Fenton Reserve Agreement and Code of Conduct as per agreed methodology. (2.1, 2.3, 2.4, 8.1, 10.1d, 11.2)				
M.6 Monitor levels of motorised water sports occurring in the Ashley-Rakahuri Estuary using the Ecan Ranger Service Info tool. (2.1, 2.2, 2.3, 2.4, 10.1e)				
M.7 Establish a baseline for bird species in the Estuary and carry out ongoing monitoring. (2.1, 2.3, 7.2, 7.3, 10.1e)				
M.8 Ensure research carried out within the Northern Pegasus Bay coastal strip is prioritised and coordinated. (2.2, 2.3, 2.4, 7.3, 10.3)				
M.9 Investigate the possibility of finding a research partner to study the effectiveness of Bylaw provisions in protecting Ashley-Rakahuri Estuary wildlife values from the impact of recreation use. (2.2, 2.3, 2.4, 7.3, 8.1, 8.3, 10.2, 10.3)				
S.5 Develop interpretation sign/s highlighting the significant wildlife and other values of the Ashley-Rakahuri Estuary in consultation with other relevant parties and place in key locations. (1.1, 2.1, 2.4, 4.4, 4.5, 5.1, 5.3, 7.4)				
S.6 Ensure clear signage is provided about the Bylaw rules relevant to the Estuary, such as dog control and no-go areas (2.1, 2.2, 2.3, 4.1, 4.2, 4.5)				
UA.1 Develop a Fenton Reserve Code of Conduct for sign off by the Council and Fenton Reserve Trustees. (1.1, 1.2, 2.1, 2.3, 7.2, 7.3, 8.1, 9.1)				
UA.2 Sign a Fenton Reserve Agreement between the Council, Environment Canterbury and Fenton Reserve Trustees (1.1, 1.2, 2.1, 2.3, 7.2, 7.3, 8.1)				
W.6 Support predator control efforts in the Ashley-Rakahuri Estuary by locals. (2.1, 2.3, 2.4, 7.1, 7.2, 7.3)				



3. Physical Structures

"The irresponsible access and ruination of the sensitive dune area by motorbikes, quad bikes and some 4WD's is reprehensible and needs to be addressed by fencing off these areas."

Northern Pegasus Bay Bylaw submitter 2015

Key issues identified through the consultation process

Cost effective and environmentally appropriate physical structures

The Working Party reviewing the effectiveness of the 2010 Bylaw identified there was a need to improve or provide additional physical structures such as fences, bollards and markers in the coastal area to protect ecologically sensitive areas, further restrict vehicle access and raise awareness of vehicle restrictions.

A number of submitters made comments about this with the majority requesting either barriers at all vehicle access points, barriers to prevent motorbike access or a locked gate at Kairaki Beach. Some submitters suggested that sensitive areas be fenced off for protection from irresponsible vehicle use and that vehicle access tracks be delineated by markers. Concerns raised in relation to physical structures were the need to preserve natural amenity values, retain access for emergency vehicles and avoid a 'back lash'. One submitter, for example, mentioned that more people drove on the dunes when a protective fence was installed at the Waimakariri River Mouth.

The Hearing Panel acknowledged that additional physical structures could help enforce the Bylaw but thought it was important to use this approach with caution as physical structures could impact negatively on the natural values of the coastal strip, be expensive to apply to such a large area, be difficult to install and retain in constantly changing and turbulent coastal conditions, become a target for vandals and have unintended consequences. For example, it is difficult to prevent motorbike access without also restricting the access of other user groups such as those with push chairs and mobility devices.

The Implementation Plan Working Party was tasked with considering submitters suggestions for additional or improved physical structures and identifying those that would aid the enforcement of the Bylaw in the most cost-effective way.

Clear identification of the northern coastal Bylaw boundary

Different Bylaw rules apply either side of the Waimakariri and Hurunui District Councils' boundary so clearly identifying this point for members of the public is crucial to effective Bylaw enforcement.

Better definition of the Ocean Outfall prohibited vehicle access point

A number of submitters thought the red posts delineating the northern end of the permitted vehicle access area starting at Kairaki Beach were not obvious, particularly when sand built up around them. Now the stop point has been moved southward to the Ocean Outfall it is even more important drivers know where they need to turn around.

Identification of the Woodend Beach commercial horse training area

The spokesperson for the Woodend Beach commercial horse trainers' group has requested that each end of the designated horse training area be clearly marked to enable trainers to adhere to the user agreement and let members of the public know where there might be fast moving horses.

Alternative routes for recreational horse riders

From mid-December to mid-January recreational riders need to plan their trips to avoid surf patrol areas. Submitters made a number of suggestions regarding the development of alternative loop horse trails that are worth investigating.

Horse faeces

Several submitters objected to the amount of horse faeces being left on the beach and as rider numbers increase this issue is also likely to increase. The Hearing Panel was of the opinion horse riders needed to be mindful of impacting on other beach users enjoyment of the environment and clean up where possible. The Bylaw now requires any person in charge of a horse to remove faeces passed by the animal from the horse float carparks as this was considered to be a practical option for horse riders and a step towards cleaning up the environment.



Photo Credit: Lynley Beckingsale

Our aspirations

- 3.1 The design and location of physical structures are appropriate to their setting and intended purpose and user-friendly.
- 3.2 'Less is better'. Physical structures installed to enforce the Bylaw are the most effective solution to an identified problem.
- 3.3 Continued pedestrian access for beach users, including those with mobility issues and young children is given priority over physical structures required for enforcement reasons.
- 3.4 Physical structures are provided to support the development of the coastal strip as a managed park space.

How we'll know we've succeeded

- There is less observable and reported damage to structures. (3.1)
- Structures are fit for purpose and do not visually detract from their natural surroundings. (3.1, 3.2)
- Defined access routes are used and minimal use of alternatives is observed. (3.1, 3.2)
- Opportunities for passive recreation are enhanced. (3.3, 3.4)
- People recreate in areas where structures, such as picnic tables and seats, have been provided. (3.4)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
PS.1 Create design guidelines for signs and physical structures used in the Northern Pegasus Bay coastal strip. (3.1, 4.1, 4.2, 4.3, 4.4)	Ecan in consultation with WDC Green Space Team and the advisory group	Within 6 months	June 2018	Salaries only. Funded in existing Ecan Ranger Service and WDC Green Space operational budgets
PS.2 Identify the existing physical structures used to enforce the Bylaw and review their effectiveness, environmental impact and accessibility. (3.2)	WDC Green Space Team and Ecan Rangers	Within 6 months	June 2018	Salaries only. Funded in existing WDC Green Space and Ecan Ranger Service operational budgets
PS.3 Identify opportunities for new structures, including park furniture, that will assist with Bylaw enforcement, direct people to destination points and enhance users park experience, for example, a viewing platform for people with mobility issues. (3.2, 3.3, 3.4)	WDC Green Space Team, Ecan Rangers and Te Kōhaka o Tūhaitara Trust in consultation with the advisory group	Within 6 months	June 2018	Salaries only. Funded in existing WDC Green Space and Ecan Ranger Service operational budgets
PS.4 Prepare a programme of physical structures to be installed including estimated costs, priorities and timeframes for inclusion in WDC and Ecan 2018-2028 LTP's. (3.1, 3.2, 3.3, 3.4)	WDC Green Space Team, Ecan Rangers and Te Kōhaka o Tūhaitara Trust	Within 6 months	December 2017	Salaries only to prepare programme. Funded in existing WDC Green Space and Ecan Ranger service budgets. Cost of implementation depends on identified programme of works
PS.5 Investigate the feasibility of providing alternative loop horse trails within the Northern Pegasus Bay coastal strip and Tūhaitara Coastal Park. (3.4, 7.4)	Te Kōhaka o Tūhaitara Trust in consultation with WDC Green Space Team and Ecan Rangers	Within 5 years	2022	Salaries only. Funded in existing WDC Green Space, Ecan Ranger service and Te Kōhaka o Tūhaitara Trust operational budgets
PS.6 Investigate the feasibility of sealing the Kairaki Beach car park as a joint Ecan/WDC project. (3.1, 3.2, 3.4, 7.3)	WDC Green Space Team and Ecan Rangers	Now	For inclusion in WDC and Ecan 2018-2028 LTP's	\$ to be determined. 50/50 split. To be put in WDC & Ecan 2018 LTP's for consideration

OTHER RELATED ACTIONS

W.3
Discuss with the Waikuku Beach Surf Club options for providing disabled access at Waikuku Beach and recommend a solution for consideration by WDC and Ecan Councillors. (3.1, 3.2, 3.3, 7.3, 7.4)



4. Signage

"Clear, unambiguous signage, regularly repeated in exactly the same format will both remove the excuses around misunderstanding or not seeing and help the general public in supporting council-led initiatives and policing."

Northern Pegasus Bay Bylaw submitter 2015

Key issues identified through the consultation process

Ineffective and confusing Bylaw signage

The Working Party reviewing the effectiveness of the 2010 Bylaw identified there was a need to improve the enforcement-related signage at various places along the coastal strip so that beach users were very clear about permitted and non-permitted activities.

A number of submitters requested improved or additional signage with some of these providing examples of ineffective and confusing beach signs at the 2015 Hearing.

As a result the Hearing Panel recommended that a review of existing signage be carried out by the Implementation Plan Working Party

Submitters to the draft Implementation Plan also considered it to be a priority to highlight bylaw rules and coastal values through the provision of effective signage and a number had suggestions for signage improvements. The Working Party has recommended these suggestions be considered by WDC, Ecan and Te Kōhaka o Tūhaitara Trust staff when developing the signage programme.

Too many signs, lack of co-ordination between organisations providing signage, lack of design cohesion

A number of organisations erect signage on the coastal strip, for example, Environment Canterbury, Waimakariri District Council, Te Kōhaka o Tūhaitara Trust, Fish and Game, Department of Conservation and the Ashley-Rakahuri Rivercare Group. While some attempts have been made to co-ordinate some of this signage, the beach entrances are characterised by too many signs displaying different logos and graphics and providing different information.

Other areas of the beach have no signs where signs are clearly needed to provide directional or Bylaw information.

Lack of interpretive signage – wildlife values

The need to provide interpretive signage to improve awareness of coastal values, particularly the wildlife values of the Ashley-Rakahuri River and Saltwater Creek estuarine areas, was identified by people and groups submitting on environmental issues.

Lack of interpretive signage – cultural values

The Hearing Panel thought it was important for beach users to be made more aware of the history of the area and the rights associated with this, for example the right for Ngāi Tahu and Ngāi Tūāhuriri descendants to gather mahinga kai (refer to section 1, Cultural Values) and the right for Fenton Reserve owners and entitlement holders to access Fenton Reserves (refer to section 8, User Agreements).

Scattering the ashes of deceased people on the beach and in waterways was contrary to Te Ngāi Tūāhuriri Rūnanga values and the Hearing Panel also thought it was important to try and discourage this practice by educating beach users (refer to section 1, Cultural Values).



Photo Credit: Steve Attwood

Our aspirations

- 4.1 Visitor information is well sited, appropriate to its setting and fit for purpose.
- 4.2 Signage provides clear, consistent messaging and is visually appealing and engaging.
- 4.3 The amount of signage in the Northern Pegasus Bay coastal strip is minimised.
- 4.4 There is a coordinated approach amongst organisations installing signage.
- 4.5 Beach users are educated through the use of interpretive signage.

How we'll know we've succeeded

- Clear, consistent signs are placed at agreed points. (4.1, 4.2)
- The signage review has been completed and new signs installed. (4.1, 4.2, 4.3, 4.4, 4.5)
- The Ecan Rangers and Council Green Space Team receive positive feedback about the new signage. (4.1, 4.2)
- Multi-agency signage is used where appropriate. (4.3, 4.4)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
S.1 Update and complete register of all current coastal signs (4.1, 4.2, 4.3)	Ecan Ranger Service	Within 6 months	June 2018	Salaries only. Covered in existing Ecan Ranger Service operational budget
S.2 Determine the minimum signage needed to inform beach users, taking into account important access points and key issues at each site. Assess the adequacy of existing signage within this framework and prepare a signage programme including estimated costs, priorities and time frames. (4.1, 4.2, 4.3, 4.4, 4.5)	Ecan Rangers in conjunction with WDC Green Space Team and in consultation with Te Kōhaka o Tūhaitara Trust	Within 6 months	June 2018	Salaries only. Funded in existing WDC Green Space and Ecan Ranger Service operational budgets
S.3 Install signage as per signage programme. (4.1, 4.2, 4.3, 4.4, 4.5)	Ecan Rangers in conjunction with WDC Green Space Team and Te Kōhaka o Tūhaitara Trust	Within 1 year	November 2018 (most signs)	Funding available in existing WDC Green Space and Ecan Ranger Service operational budgets. Te Kōhaka o Tūhaitara Trust is a possible partner
		Within 2 years	2019 (interpretation signs)	
S.4 Develop interpretation signs explaining the rich cultural history of the coastal area in consultation with Te Ngāi Tūāhuriri Rūnanga and place in key locations. (1.1, 4.5, 5.1, 5.3, 7.4)	Ecan in consultation with WDC Green Space Team, Te Ngāi Tūāhuriri Rūnanga and Te Kōhaka o Tūhaitara Trust	Within 2 years	2019	\$8000 available in existing Ecan Ranger Service operational budget
S.5 Develop interpretation sign/s highlighting the significant wildlife and other values of the Ashley-Rakahuri Estuary in consultation with other relevant parties and place in key locations. (1.1, 2.1, 2.4, 4.4, 4.5, 5.1, 5.3, 7.4)	Ecan in consultation with WDC Green Space Team, Te Ngāi Tūāhuriri Rūnanga and Te Kōhaka o Tūhaitara Trust	Within 2 years	2019	\$8000 available in existing Ecan Ranger Service operational budget
S.6 Ensure clear signage is provided about the Bylaw rules relevant to the Estuary, such as dog control and no-go areas. (2.1, 2.2, 2.3, 4.1, 4.2)	Ecan Rangers in conjunction with the WDC Green Space Team	Within 1 year	November 2018	Salaries only. Funded in existing WDC Green Space and Ecan Ranger Service operational budgets
S.7 Carry out user testing on the proposed signage programme prior to installation. (4.1, 4.2, 4.5, 7.4)	Ecan in consultation with the WDC Green Space Team	Within 1 year	September 2018	Salaries only. Covered in existing Ecan Ranger Service operational budget

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
S.9 Carry out consultation on the design of interpretation panels prior to installation. (4.1, 4.2, 4.4, 4.5, 7.4)	Ecan, WDC Green Space Team in consultation with Te Ngāi Tūāhuriri Rūnanga, Te Kōhaka o Tūhaitara Trust, Ashley-Rakahuri Rivercare Group, Waikuku Kite Surfers	Within 2 years	2019	Salaries only. Covered in existing Ecan Ranger Service and WDC Green Space operational budgets

OTHER RELATED ACTIONS				
CV1 Erect interpretation panels at each beach entrance and at the Ashley-Rakahuri Estuary. (1.1, 1.2, 4.5)				
PS.1 Create design guidelines for signs and physical structures used in the Northern Pegasus Bay coastal strip. (3.1, 4.1, 4.2, 4.3, 4.4)				
P.1 Develop a publicity campaign for when the new Bylaw signage is installed. (4.5, 5.1, 6.1, 6.2, 6.3)				





5. Education

"Education is the most powerful weapon you can use to change the world"

Nelson Mandela

Key issues identified through the consultation process

Education as a management tool

The Working Party reviewing the effectiveness of the Northern Pegasus Bay Bylaw 2010 identified there was a need to educate beach users about Bylaw rules and coastal values, particularly the wildlife and cultural values associated with the Ashley-Rakahuri Estuary, in order to bring about a change in user behaviour. A number of submitters to both the Bylaw and Implementation Plan also supported the use of education as a Bylaw management tool and made specific suggestions for improvements. The Bylaw submissions were referred onto the Northern Pegasus Bay Implementation Plan Working Party for its consideration. The Working Party recommended that the Advisory group make educational activities a priority.

The need to educate beach users entering at Ashworths Beach about the new Bylaw rules was raised as an issue in a submission to the Implementation Plan.

Aerial activities in the Estuary

Aerial activities can be seen as a threat to some birds who stay in the air while these are taking place. This interferes with their normal feeding, resting, nesting and roosting activities and puts chicks at risk of overheating or predation. Submitters raised the issue of aircraft flying low or hovering over the Estuary and this was discussed with the Rangiora Airfield Advisory Group who advised the use of air space was controlled by the Civil Aviation Authority and all aircraft were required to operate 500 ft above ground level. Members of the Advisory Group had not been aware of the issue and were supportive of education being used as a management tool in the first instance, for example, interpretative panels and brochures being located in the microlight clubrooms at the Rangiora Airfield.

Kite Surfing in the Estuary

The possible impact of kitesurfing on the birdlife in the Estuary was highlighted during the consultation process (refer to section 8 - User Agreements). A user agreement that sat alongside the Bylaw was developed as a control mechanism and educating kite surfers about this agreement is necessary to ensure people commit to it. Kite surfers who participated in the development of the agreement agreed to

help educate other kite surfers about the Bylaw rules and reported on positive steps already taken in their submission to the Implementation Plan. In its submission to the proposed Bylaw, the Canterbury Windsports Association Inc, which works to foster and encourage local participation in windsports within the Canterbury region, also offered its support to educate the kiteboarding community.

Commercial horse training

Similarly, a commercial horse trainers' agreement was developed for the Woodend Beach Commercial Horse Training Area and as part of the Agreement, horse trainers have agreed to take responsibility for making sure other commercial horse trainers are aware of the Bylaw rules (refer to section 8, User Agreements).

Cultural values

Tāngata whenua have a long and enduring relationship with the coastal and marine environment. It is part of the cultural heritage of Ngāi Tahu¹. The need to educate beach users about cultural values associated with the coast was identified (refer to section 1, Cultural Values). Particular issues are educating people about:

- wahi tapu and wahi taonga in order to discourage the practice of scattering human ashes on the beach or in the water
- customary access to the coastal environment
- the statutory rights of Fenton Reserve owners and entitlement holders.

User safety around long lines

Concern was expressed about long lines lying on the sand being hard for horse riders to see and it was requested that people using these lines fly a flag beside them. It has also been suggested that the hooks on the line can be a safety issue for curious dogs. The Hearing Panel thought consultation would need to be carried out with the fishing community in order to determine the extent of the problem and identify a solution. Educating people about this issue was considered to be more appropriate than including a rule in the Bylaw. The Ecan Ranger Service has agreed to monitor the situation.



Photo Credit: Lynley Beckingsale

Our aspirations

- 5.1 Education is used as a tool to prevent and resolve user conflict and conflicts between use and environmental values.
- 5.2 Beach communities, user groups, Te Kōhaka o Tūhaitara Trust and the Kaiapoi-Tuahiwi and Woodend-Sefton Community Boards play a role in bringing about a 'cultural shift' in attitudes towards the Northern Pegasus Bay coastal strip, both in how it can be protected and enjoyed for recreational purposes.
- 5.3 Beach users are informed of the significant wildlife and environmental values and rich cultural history associated with the Northern Pegasus Bay coastal strip and Tūhaitara Coastal Park.

How we'll know we've succeeded

- Coastal education programmes are developed and implemented. (5.1, 5.2, 5.3)
- There is better compliance with Bylaw rules. (5.1, 5.2, 5.3)
- Interpretation information highlighting significant environmental and cultural values is provided in key locations along the coastal strip. (5.3)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
ED.1 Encourage user groups, residents associations and community boards to educate the community about the Bylaw to bring about a cultural shift in attitudes. (5.2, 7.2)	Advisory group in conjunction with the Kaiapoi- Tuahiwi and Woodend-Sefton Community Boards and other interested parties	Within 1 year	On-going	Salaries only. Funded in existing WDC Green Space and Ecan Ranger Service operational budgets
ED.2 Develop educational videos involving members of the community and utilise social media to educate beach users about key Bylaw issues and the cultural significance of the area. (1.1, 5.1, 5.3, 6.2, 7.2)	WDC Communications and Engagement Team in consultation with the WDC Green Space Team, Ecan Rangers, Te Kōhaka o Tūhaitara Trust and the advisory group	Within 1 year	December 2018	To be determined. Approximately \$2,500 per day to develop video
ED.3 Revise Bylaw educational brochures and make available for distribution to beach users. (1.1, 5.1, 5.3)	Policy and Strategy in consultation with the WDC Green Space Team and Ecan	Now	December 2017	Funded in existing Policy and Strategy operational budget
ED.4 Inform microlight operators at the Rangiora Airfield about the wildlife values of the Ashley-Rakahuri Estuary and the need to protect the birds there. (2.1, 2.2, 2.3, 5.3, 7.2)	Ashley-Rakahuri Rivercare Group Supported by Ecan Ranger Service	Within 1 year	2019	Ashley-Rakahuri Rivercare Group
ED.5 Make whitebaiters aware of wildlife issues, including the importance of driftwood areas above high tide for nesting birds, and whitebaiting rules, by handing out educational brochures when keys are given out and during interactions with Rangers. (2.1, 2.2, 2.3, 5.1, 5.3, 7.2)	WDC Green Space Team and Ecan Ranger Service	Ongoing	December 2017	Covered in existing WDC Green Space and Ecan Ranger Service operational budgets
ED.6 Monitor and provide advice about the use of long lines on the beach with a view to keeping all beach users safe. (5.1, 10.2)	Ecan Rangers	Within 6 months	ongoing	Salaries only. Covered in existing Ecan Ranger Service budget

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
ED.7 Promote the cultural and ecological values of the Tūhaitara Coastal Park. (1.1, 5.1, 5.3)	Te Kōhaka o Tūhaitara Trust		ongoing	Covered in existing Te Kōhaka o Tūhaitara Trust budget

OTHER RELATED ACTIONS				
W.1 Investigate community support for reinvigorating a residents group at Waikuku Beach to support the Implementation Plan actions. (5.2, 7.1, 7.2)				
S.4 Develop interpretation signs explaining the rich cultural history of the coastal area in consultation with Te Ngāi Tūāhuriri Rūnanga and place in key locations. (1.1, 4.5, 5.1, 5.3, 7.4)				
S.5 Develop interpretation sign/s highlighting the significant wildlife and other values of the Ashley-Rakahuri Estuary in consultation with other relevant parties and place in key locations. (1.1, 2.1, 2.4, 4.4, 4.5, 5.1, 5.3, 7.4)				
P.1 Develop a publicity campaign for when the new Bylaw signage is installed. (4.5, 5.1, 6.1, 6.2, 6.3)				
P.2 Carry out an annual Bylaw publicity programme highlighting Bylaw rules and coastal values and addressing any current issues, for example, vehicle use of the beach. (5.1, 5.3, 6.1, 6.2, 6.3, 7.3)				
P.3 Work with relevant recreation organisations to ensure their members are aware of Bylaw rules. (5.1, 6.2, 7.3)				





6. Publicity

"Hopefully implementing the Bylaw will help to raise awareness of everyone's needs and educate the public, resulting in a common approach to sharing the space."

Kaiapoi Community Board 2016

Key issues identified through the consultation process

Lack of awareness of Bylaw rules

Many submitters thought members of the public were generally unaware of Bylaw rules and a publicity campaign needed to be carried out when the new rules were introduced. The approach taken by the Hearing Panel recognised that while issues had been identified, there was a lack of documented evidence as to the extent of the problem and further restriction of people's rights and freedoms under the NZ Bill of Rights Act 1990 required proper justification. As such, less restrictive strategies, such as raising public awareness of the Bylaw rules and environmental values, should be employed in the first instance, where appropriate.

The Bylaw is a legal document and as such does not have a particularly user-friendly format or style of expression. It is therefore important Bylaw rules are well publicised using a variety of methods. Since its introduction a set of brochures focusing on various aspects has been developed and the Council and Ecan have participated in coastal open days. The need to liaise with organised groups such as the Canterbury Windsports Association, Canterbury Blokart Club (land yachts) and four wheel drive clubs to ensure members are aware of the rule changes and how to apply for exemptions, where these apply, was also identified.

Lack of awareness of off-road alternatives for motorbikes

Some submitters wanted greater publicity to be given to alternative off-road options. Public off-road areas for motor bikes are provided by Environment Canterbury in the Waimakariri and Ashley-Rakahuri Regional Parks. Rangers provide coastal users with brochures about the regional parks when appropriate.

Contacting enforcement agencies

There was some confusion about who enforced the Bylaw and who to contact when a problem occurred and some submitters thought this should be better publicised.

Treating the beach as a coastal park

The need for people to see the beach as a managed public park space and act accordingly towards the environment and other users was identified by the Ecan Ranger Service. The Rangers report a significant change in attitudes towards the Waimakariri and Ashley- Rakahuri river bed land developed and promoted as regional parks.

The level of support for this proposal was canvassed as part of the draft Implementation Plan consultation and most people supported the concept, although some had reservations about whether it would result in further restrictions being imposed. Te Kōhaka o Tūhaitara Trust objected to the proposal because of potential user confusion between the beach area and Tūhaitara Coastal Park. The Trust submitted that it was the strength of the commitment to the active management of the Bylaw and Plan implementation that would bring about the desired change in behaviours and uptake of community stewardship rather than a name change. As the Trust is a significant partner to this document, the Working Party agreed the coastal strip would not be called a park, however, it would be managed as a 'park space'.



Photo Credit: Nicōla Hunt

Our aspirations

- 6.1 Beach users are aware they are in a managed environment when entering the coastal strip.
- 6.2 Beach users and community groups and organisations working and recreating in the Northern Pegasus Bay coastal strip are well informed about the new Bylaw's objectives and rules.
- 6.3 People know who to contact to report a Bylaw-related issue.

How we'll know we've succeeded

- Northern Pegasus Bay coastal strip messaging has a consistent look and feel. (6.1)
- Fewer breaches of Bylaw rules are observed by Ecan Rangers. (6.2)
- Few complaints are received about difficulties in reporting Bylaw breaches. (6.3)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
P.1 Develop a publicity campaign for when the new Bylaw signage is installed. (4.5, 5.1, 6.1, 6.2, 6.3)	WDC Communications and Engagement Team in consultation with WDC Green Space Team	Within 6 months	June 2018	Covered in existing WDC Green Space and Communication and Engagement Team operational budgets
P.2 Carry out an annual Bylaw publicity programme highlighting Bylaw rules and coastal values and addressing any current issues, for example, vehicle use of the beach. (5.1, 5.3, 6.1, 6.2, 6.3, 7.3)	WDC Communications and Engagement Team in conjunction with WDC Green Space Team, Ecan and Te Kōhaka o Tūhaitara Trust	Within 1 year	Before Christmas Holidays 2018 and every year thereafter	Covered in existing WDC Green Space and Communication and Engagement Team and Ecan Ranger Service operational budgets
P.3 Work with relevant recreation organisations to ensure their members are aware of Bylaw rules. (5.1, 6.2, 7.3)	Ecan Ranger Service, WDC Green Space Team and Te Kōhaka o Tūhaitara Trust	Within 6 months	June 2018	Covered in existing WDC Green Space, Ecan Ranger Service and Te Kōhaka o Tūhaitara Trust operational budgets

OTHER RELATED ACTIONS

ED.2 Develop educational videos involving members of the community and utilise social media to educate beach users about key Bylaw issues and the cultural significance of the area. (1.1, 5.1, 5.3, 6.2, 7.2)
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7. Working with Others

"We welcome discussions to reach a mutually beneficial outcome so we can all enjoy wide-ranging opportunities for people to participate in community and recreational activities."

Waikuku Beach Kite Surfers 2015

Key issues identified through the consultation process

Coordinating activities

A number of agencies own or manage land within or adjacent to the area covered by the Bylaw. These are the Waimakariri District Council, Environment Canterbury, Department of Conservation, Land Information NZ, Hurunui District Council, Te Kōhaka o Tūhaitara Trust and Fenton Reserve Trustees. The North Canterbury Fish and Game Council is also responsible for implementing policies and regulations relating to sports fish and game established under the Wildlife Act 1953 and the Conservation Act 1987. Most of these organisations worked closely with the Council to develop the Bylaw and there is a need for partnership in its implementation.

Inconsistent policy on adjoining coastal strips

Some submitters expressed their concern about a lack of consistent policy between the Council and Hurunui District Council with regard to the management of adjoining coastlines. The open vehicle access at Ashworths Beach makes it difficult for the Waimakariri District Council to control vehicles entering the northern margins of the Estuary and could increase the cost of enforcing the Bylaw. The Hurunui District Council was represented on the Council's Bylaw Review Working Party and proceeded with its own coastal bylaw while the Waimakariri District Council negotiated the inclusion of Department of Conservation land in its Bylaw. The Hearing Panel agreed with submitters that it was important the two Councils met and discussed a coordinated approach to coastal management.

Submitters to the Implementation Plan also commented on the need for the Council to continue to engage with the Hurunui District Council and suggested the latter should be represented on the Advisory Group. The Working Party agreed the Hurunui District Council should be offered the opportunity to participate.

Beach clean up days

One submitter requested that commercial horse operators be encouraged to carry out beach clean-up days to show good faith for the use of the beach for commercial purposes and respect for the environment. The Hearing Panel thought this idea worth considering by the advisory group. Developing this idea as an annual community

event would provide an opportunity for positive interaction between horse trainers and other beach users. The Working Party thought it would be good to include any groups that wanted to participate.

Empowering beach communities and user groups

A key theme emerging from the consultation process was the need to provide opportunities for people living in the beach communities and user groups to become involved with the management and protection of the proposed Northern Pegasus Bay coastal strip. Bringing people on board with the project was considered to be more effective than enforcement over the longer term.

Many submitters wanted to see the values of the coastal environment protected for future generations and showed interest in participating in projects. One submitter, for example, set up a web site during the Bylaw consultation process called "Safer Beaches" to highlight issues and encourage others to become involved.

At the moment a number of residents groups represent people living in the coastal settlements. These are the Pines-Kairaki Beaches Association, Woodend Community Association, Pegasus Residents' Group Inc and the Waikuku Beach Community group which is currently in recess. The advisory group will need to work closely with the beach communities and volunteer groups if the Bylaw is to be effectively implemented.

The majority of submitters to the draft Implementation Plan indicated they would like to become involved with the future management of the District's beaches. The Working Party recommends these people are contacted regarding specific opportunities as they arise, as a number have extensive knowledge of various aspects of the coastal environmental and all have demonstrated their commitment to the project.



Photo Credit: Greg Byrnes

Our aspirations

- 7.1 Beach communities are empowered to take positive action to protect the beach environment.
- 7.2 Community members help to change the 'beach culture' by acting as role models and promoting stewardship.
- 7.3 Agencies and community groups involved with the coast collaborate and work closely together,
- 7.4 Development in the Northern Pegasus Bay coastal strip is done in consultation with relevant community groups and affected parties.

How we'll know we've succeeded

- Beach communities are actively involved in Northern Pegasus Bay coastal strip activities. (7.1, 7.2, 7.3)
- Community actions to support the Implementation Plan are initiated by the community. (7.1, 7.2, 7.3)
- Groups benefiting from the coastal environment participate in coastal protection activities. (7.2, 7.3)
- Bylaw objectives and rules are generally understood and accepted by beach communities and community groups associated with the Northern Pegasus Bay coastal strip. (7.1, 7.2, 7.3)
- Regular liaison meetings occur between the agencies concerned with the coast. (7.3)
- Consultation has been carried out for planned development along the coast. (7.4)
- Local schools are involved in coastal conservation programmes. (7.2)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
W.1 Investigate community support for reinvigorating a residents group at Waikuku Beach to support the Implementation Plan actions. (5.2, 7.1, 7.2)	WDC Community Team in conjunction with the advisory group	Within 1 year	2018	Covered in existing WDC Community Team budget
W.2 Support the Tūhaitara Coastal Park foredune bio-node project and look for opportunities to extend this programme into the Northern Pegasus Bay coastal strip. (7.1, 7.2, 7.3)	Te Kōhaka o Tūhaitara Trust in conjunction with schools and community groups and supported by WDC Green Space Team, Ecan Ranger Service and the advisory group	Ongoing		Funded by Te Kōhaka o Tūhaitara Trust. Some funding may be available in existing WDC Green Space and Ecan Ranger Service operational budgets
W.3 Discuss with the Waikuku Beach Surf Club options for providing disabled access at Waikuku Beach and recommend a solution for consideration by WDC and Ecan Councillors. (3.1, 3.2, 3.3, 7.3, 7.4)	WDC Green Space Team, Ecan Rangers, Waikuku Beach Surf Club	Within 1 year	July 2018	Investigations funded within existing WDC Green Space and Ecan Ranger Service operational budgets. Structure to be considered for funding 50/50 between Ecan/ WDC in 2018-2028 LTP's
W.4 Discuss inter-related coastal matters, including the implementation of the two Bylaws and representation on the advisory group, with the Hurunui District Council. (7.3)	WDC Green Space Team, Ecan Rangers and Hurunui District Council	Within 6 months	June 2018	Salaries only. Funded in existing WDC Green Space and Ecan Ranger Service operational budgets
W.5 Encourage beach users and other voluntary groups to hold an annual beach clean up day. (7.2, 7.3)	WDC Green Space Team, beach user groups, other voluntary groups, the advisory group, Community Boards and WDC Communications and Engagement Team	Within 1 year	February 2018	Salaries covered in existing WDC Green Space, Communications and Engagement Team and Ecan Ranger Service budgets
W.6 Support predator control efforts in the Ashley–Rakahuri Estuary by locals. (2.1, 2.3, 2.4, 7.1, 7.2, 7.3)	DOC and Ecan	Within 6 months	Ongoing	Existing Ecan budget

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
W.7 Establish an advisory group to supercede the Northern Pegasus Bay Bylaw Implementation Plan Working Party. (7.1, 7.2, 7.3)	WDC Green Space Team	Within 6 months	Community & Recreation Committee meeting - 27 March 2018	Covered in existing WDC Green Space operational budget
W.8 Establish a database of residents and groups willing to become involved with Northern Pegasus Bay Bylaw 2016 Implementation Plan activities. (7.1, 7.2, 9.2)	WDC Green Space Team	Within 6 months	December 2017	Covered in existing WDC Green Space operational budget

OTHER RELATED ACTIONS

M.7 Establish a baseline for bird species in the Estuary and carry out ongoing monitoring. (2.1, 2.3, 7.3, 10.1e)
M.8 Ensure research carried out within the Northern Pegasus Bay coastal strip is prioritised and coordinated. (2.2, 2.3, 2.4, 7.3, 10.3)
M.9 Investigate the possibility of finding a research partner to study the effectiveness of Bylaw provisions in protecting Ashley-Rakahuri Estuary wildlife values from the impact of recreation use. (2.2, 2.3, 2.4, 7.3, 8.1, 8.3, 10.2, 10.3)
S.4 Develop interpretation signs explaining the rich cultural history of the coastal area in consultation with Te Ngāi Tūāhuriri Rūnanga and place in key locations. (1.1, 4.5, 5.1, 5.3, 7.4)
S.5 Develop interpretation sign/s highlighting the significant wildlife and other values of the Ashley-Rakahuri Estuary in consultation with other relevant parties and place in key locations. (1.1, 2.1, 2.4, 4.4, 4.5, 5.1, 5.3, 7.4)
S.7 Carry out user testing on the proposed signage programme prior to installation. (4.1, 4.2, 4.5, 7.4)
S.9 Carry out consultation on the design of interpretation panels prior to installation. (4.1, 4.2, 4.4, 4.5, 7.4)
E.6 Encourage Estuary users via promotional material and on signage to report offences to Ecan for follow up, including recording licence plate numbers. (2.1, 7.1, 7.2, 9.1, 9.2)
ED.1 Encourage user groups, residents associations and community boards to educate the community about the Bylaw to bring about a cultural shift in attitudes. (5.2, 7.2)
ED.2 Develop educational videos involving members of the community and utilise social media to educate beach users about key Bylaw issues and the cultural significance of the area. (1.1, 5.1, 5.3, 7.2)
ED.4 Inform microlight operators at the Rangiora Airfield about the wildlife values of the Ashley-Rakaruri Estuary and the need to protect the birds there. (2.1, 2.2, 2.3, 5.3, 7.2)

OTHER RELATED ACTIONS CONTINUED

ED.5

Make whitebaiters aware of wildlife issues, including the importance of driftwood areas above high tide for nesting birds, and whitebaiting rules, by handing out educational brochures when keys are given out and during interactions with Rangers. (2.1, 2.2, 2.3, 5.1, 5.3, 7.2)

P.2

Carry out an annual Bylaw publicity programme highlighting Bylaw rules and coastal values and addressing any current issues, for example, vehicle use of the beach. (5.1, 5.3, 6.1, 6.2, 6.3, 7.3)

P.3

Work with relevant recreation organisations to ensure their members are aware of Bylaw rules. (5.1, 6.2, 7.3)

PS.5

Investigate the feasibility of providing alternative loop horse trails within the Northern Pegasus Bay coastal strip and Tūhaitara Coastal Park. (3.4, 7.4)

PS.6

Investigate the feasibility of sealing the Kairaki Beach car park as a joint Ecan/WDC project. (3.1, 3.2, 3.4, 7.3)

ARE.2

Initiate discussions with other organisations to decide on a process, timeframe and funding for the development of a management plan for the Estuary. (2.1, 2.2, 2.3, 2.4, 7.3, 8.1)

UA.1

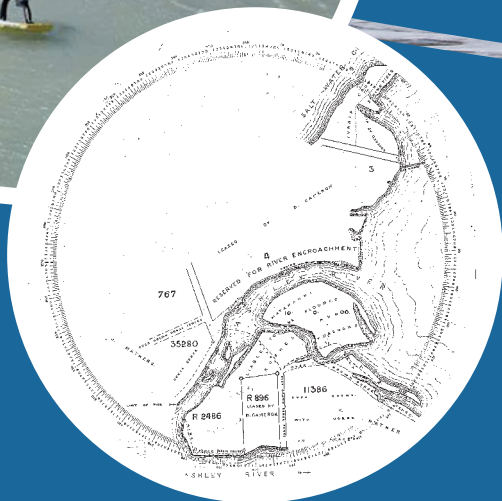
Develop a Fenton Reserve Code of Conduct for sign off by the Council and Fenton Reserve Trustees. (1.1, 1.2, 2.1, 2.3, 7.2, 7.3, 8.1, 9.1)

UA.2

Sign a Fenton Reserve Agreement between the Council, Environment Canterbury and Fenton Reserve Trustees (1.1, 1.2, 2.1, 2.3, 7.2, 7.3, 8.1)

CV.3

Hold discussions with Te Ngāi Tūāhuriri Rūnanga about the opportunities for developing partnerships in the achievement of the Northern Pegasus Bay Bylaw 2016 Implementation Plan. (1.1, 1.2, 7.3)



8. User Agreements

"Fentons were supposed to move with the water; this was the intent of the settlement. Water goes with the Fenton. You can't have a Fenton without water."

Ngāi Tūāhuriri Rūnanga representative, Mahaanui Iwi Management Plan 2013

Key issues identified through the consultation process

Kite Surfing User Agreement – Ashley River/ Rakahuri Estuary

The tension between protecting Estuary birds and continuing to provide a safe venue within the District for kite surfing was highlighted during the Bylaw consultation process. The Hearing Panel amended the proposal to restrict rather than prohibit kite surfing for the following reasons:

- There were low numbers of people using the Estuary for the sport
- The kite surfing community was respectful of the environmental issues raised by submitters and willing to compromise to find an acceptable solution. Members were also willing to play a role in educating and monitoring the activities of kite surfers using the Estuary
- There was a lack of site-specific data about any negative effects
- There was no other safe training area for kite surfing in the District.

It was agreed that a kite surfing user agreement, sitting alongside the Bylaw, would be the most appropriate control mechanism given the dynamic nature of the physical environment. The effectiveness of the agreement is to be reviewed at an annual meeting between kite surfers, WDC, Ecan, DOC and environmental groups. Issues to be addressed are educating kite surfers about the agreement and monitoring the effectiveness of the agreement in mitigating the impact of kitesurfing on estuarine birds.

Woodend Beach Commercial Horse Trainer's User Agreement

Commercial horse training has been restricted to an area extending 3.2 km's (2 mile training run) either side of the beach entrance to the Woodend Beach Horse Float Car Park and Access Trail. This was a compromise between opposing views and provides some restrictions while still allowing horse trainers to train over the correct distance. A Woodend Beach commercial horse training user agreement has been negotiated to address the concerns of some submitters and this is to be reviewed annually. Representatives of the horse trainers have agreed to an early review of the designated area if an increase in the number of people using Pegasus Beach results in increased user conflict.

Access to Fenton Reserves

The Rakahuri Awa/Ashley River and Northern Pegasus Bay Coastal area was a significant area for mahinga kai. Fenton Reserves and entitlements were set aside for occupation and access to mahinga kai and some of these are located in or close to the Estuary. Fenton Reserve owners and holders of Fenton Entitlements have a legal right to access waterways associated with these reserves and entitlements for mahinga kai purposes. The Ngāi Tahu Claims Settlement Act 1998 makes provision for Fenton Reserve owners and holders of Fenton Entitlements to have access up to 210 days per year for the above purposes, including the erection of temporary camping shelters. In the preparation of this Bylaw these rights have been considered and applied via the development of a user agreement between the Council, Environment Canterbury and the Fenton Reserve Trustees.

The agreement is to be consistent with the principles of kaitiakitanga (the intergenerational responsibility and right of tāngata whenua to take care of the environment and resources upon which they depend), the underlying rights/purposes of the reserves and entitlements and the values expressed in the Bylaw.

Issues to be addressed are:

- Educating the public about the legal rights of Fenton Reserve owners and entitlement holders
- Finding the correct balance between protecting the Estuary's natural values and providing Fenton Reserve owners and entitlement holders with vehicle access
- Monitoring the effectiveness of the Agreement.

The agreement does not form part of the Bylaw but will sit alongside it, in a similar manner to the other two user agreements that have been successfully negotiated and will show how the balance between providing vehicle access and protecting the ecological values of the Estuary will be achieved. A code of conduct will be developed as part of this agreement.



Photo Credit: AJ Race Images

Our aspirations

- 8.1 Fenton Reserve Trustees act as katiakitanga for waterways associated with Fenton Reserves and entitlements located within and adjacent to the Ashley-Rakahuri Estuary.
- 8.2 The Woodend Beach Commercial Horse Trainer's User Agreement is an effective tool for managing user conflict.
- 8.3 The Kite Surfing User Agreement – Ashley River-Rakahuri Estuary is effective in achieving the necessary balance between using the Estuary for kite surfing and protecting environmental and wildlife values.

How we'll know we've succeeded

- A Fenton Reserves Agreement and code of conduct for the use of the Estuary by Fenton Reserve owners and entitlement holders is developed and adhered to. (8.1)
- The impact of vehicle access in the Ashley-Rakahuri Estuary by Fenton Reserve owners and entitlement holders is minimised. (8.1)
- Few public complaints are received about the use of the beach for commercial horse training. (8.2)
- The advisory group is satisfied that kite surfing has little impact on bird activity in the Ashley-Rakahuri Estuary. (8.3)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
UA.1 Develop a Fenton Reserve Code of Conduct for sign off by the Council and Fenton Reserve Trustees. (1.1, 1.2, 2.1, 2.3, 7.2, 7.3, 8.1, 9.1)	Fenton Reserve Trustees and Council	Within 6 months	March 2018	Fenton Reserve Trustees
UA.2 Sign a Fenton Reserve Agreement between the Council, Environment Canterbury and Fenton Reserve Trustees (1.1, 1.2, 2.1, 2.3, 7.2, 7.3, 8.1)	WDC Policy and Strategy and Green Space Units, Ecan, Fenton Reserve Trustees	Within 6 months	June 2018	Salaries only. Covered in existing WDC Policy and Strategy and Green Space budgets

OTHER RELATED ACTIONS

ARE.2 Initiate discussions with other organisations to decide on a process, timeframe and funding for the development of a management plan for the Estuary. (2.1, 2.2, 2.3, 2.4, 7.3, 8.1)
M.3 Regularly monitor the use of the designated commercial horse training area at Woodend Beach as per agreed methodology. (8.2, 10.1b, 11.2)
M.4 Monitor levels and characteristics of the kite surfing activity in the Ashley-Rakahuri Estuary using the Ecan Ranger Service Info tool. (2.1, 2.2, 2.3, 2.4, 8.3, 10.1c, 10.1e, 11.1)
M.5 Monitor the effectiveness of the Fenton Reserve Agreement and Code of Conduct as per agreed methodology. (2.1, 2.3, 2.4, 8.1, 10.1d, 11.2)
M.9 Investigate the possibility of finding a research partner to study the effectiveness of Bylaw provisions in protecting Ashley-Rakahuri Estuary wildlife values from the impact of recreation use. (2.2, 2.3, 2.4, 7.3, 8.1, 8.3, 10.2, 10.3)
R.2 Carry out an annual review of the Commercial Horse Trainers User Agreement prior to the start of summer as per Bylaw clause. 10.4 (8.2, 11.2)
R.3 Carry out an annual review of the Kite Surfing User Agreement prior to the start of the kite surfing season or whenever significant changes to the coastal environment during this period necessitate additional reviews as per Bylaw clause 13.2. (8.2, 11.2)



9. Enforcement

"The community needs to know the Council is in earnest. No law works until people know it will be enforced."

Northern Pegasus Bay Bylaw submitter 2015

Key issues identified through the consultation process

Effectiveness of enforcement services

This was a key issue for many of the people submitting on the Bylaw with some of the opinion that the 2010 Bylaw provisions would have been adequate had they been more effectively enforced. The Council concluded that effective implementation, particularly enforcement, was critical to the Bylaw's success in resolving the issues identified during the review and consultation processes. Some issues were reported about difficulties in contacting Ecan's hotline, obtaining a prompt response and ensuring follow up. The need to prioritise enforcement was also raised by submitters to the draft Implementation Plan.

The need to coordinate enforcement efforts

Enforcement is undertaken by Environment Canterbury's Ranger Services and the cost of this service is split between Ecan and Waimakariri and Hurunui District Councils. Te Kōhaka o Tūhaitara Trust also enforces the Bylaw over Trust land. Establishing clear communication processes and procedures was identified as a way of increasing the effectiveness of Bylaw enforcement.

The Council's Environmental Services Unit has staff that can give out infringement notices for unwarranted and unregistered vehicles on the beach and offences against the Dog Control Act 1996. The NZ Police have greater powers to enforce driving offences on the beach than the Council and DOC has responsibilities for protecting endangered species under the Wildlife Act 1953. Utilising these agencies and different Council Units for joint enforcement operations from time to time was identified as a way of coordinating enforcement efforts and achieving a greater enforcement presence.

Inconsistent adjoining coastal Bylaws

Some submitters expressed their concern about the lack of consistent policy between the Council and Hurunui District Council with regard to the management of adjoining coastlines (refer to Section 7, Working with Others). The interface between the Christchurch City Council and Waimakariri District Council coastal areas is less problematic due to the separation provided by the Waimakariri River. The open vehicle access at Ashworths Beach makes it difficult for

the Council to control vehicles entering the northern margins of the Estuary. The different rules are confusing for beach users and could lead to increased enforcement costs. The Hearing Panel agreed with submitters it was important the two Councils met and discussed a coordinated approach to coastal management.

Increased funding for enforcement services

During the review process it became clear that additional funding was required to improve Bylaw enforcement and this was supported by a number of submitters who commented on the need to resource enforcement adequately. In the 2015/16 financial year the Council made another \$10,000 available per annum for its contribution to the Ecan Ranger Service and equivalent additional funding was obtained from Ecan in 2017.

Additional indirect costs are also incurred. For example, Council Green Space Unit and Dog Control Unit staff also spend time resolving issues relating to Bylaw enforcement and vandalised signs are regularly replaced.

Comments by submitters, to both the Bylaw and the draft Implementation Plan, that enforcement needs to be more targeted were supported. The Hearing Panel and the Northern Pegasus Bay Bylaw 2016 Implementation Plan Working Party recommended the existing enforcement service agreement be reviewed and consideration be given to targeting particular issues or problem areas and having a more visible ranger presence on summer evenings and during the weekends.

Lack of consequences for Bylaw breaches

The Hearing Panel acknowledged people needed to know there were consequences for breaking the Bylaw if the necessary 'culture shift' in attitudes towards driving on the beach was to be achieved. This meant the Ecan Ranger Service had to be backed up by Council willingness to prosecute serious offences. Meetings were held between Ecan and WDC staff to discuss enforcement options and update agreed enforcement procedures. These are to be finalised once the Council has entered into a new service agreement with Ecan.



Photo Credit: Marianne Fiddymont

Our aspirations

- 9.1 There is a coordinated approach to enforcing activities occurring within the Northern Bay coastal strip.
- 9.2 Environment Canterbury Northern Pegasus Bay Bylaw Ranger Services are highly visible, effectively targeted and well supported by local beach communities.
- 9.3 Systems are in place to ensure complaints are promptly responded to and followed up.
- 9.4 Waimakariri District Council and Environment Canterbury have appropriate processes in place to ensure breaches of the Bylaw are effectively enforced.

How we'll know we've succeeded

- Combined agency enforcement operations are carried out. (9.1)
- Organisations operating within the Bylaw area are aware of each other's activities. (9.1)
- Beach communities support and are generally satisfied with the enforcement services provided. (9.2, 9.3, 9.4)
- The number of public complaints received by the Council and Ecan about the lack of Bylaw enforcement decrease over time. (9.2, 9.3, 9.4)
- Beach users are generally aware of the consequences of breaching the Bylaw. (9.2, 9.3, 9.4)
- WDC and Ecan have an agreed Bylaw enforcement process in place. (9.1, 9.3, 9.4)
- Serious breaches of the Bylaw are investigated for suitability for prosecution. (9.4)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
E.1 Carry out a combined agency enforcement operation in the Northern Pegasus Bay coastal strip each year. (9.1)	NZ Police, WDC ESU Unit, WDC Green Space, Ecan Ranger Service, DOC and Te Kōhaka o Tūhaitara Trust	Within 1 year	December 2018 and every year thereafter	Each participating agency to cover the cost
E.2 Report regularly to the advisory group on beach users perceived level of awareness of Bylaw rules and number of incidences recorded on the Ecan database. (9.2)	Ecan Ranger Service and the advisory group	Within 6 months	Advisory group programmed meetings	Salaries only. Covered in existing Ecan Ranger Service operational budget
E.3 Establish a 2016/17 baseline for monitoring the number of incidents received by Ecan and WDC related to Bylaw enforcement. (9.2, 10.2)	Ecan Ranger Service and WDC Green Space Team	Within 6 months	June 2018	Salaries only. Covered in existing Ecan Ranger Service and WDC Green Space operational budgets
E.4 Review the Enforcement Services contract between Ecan and the Council, including the determination of new levels of service. (9.1, 9.2)	Ecan Ranger Service and WDC Green Space Team	Within 6 months	February 2018	Salaries only. Covered in existing Ecan Ranger Service and WDC Green Space operational budgets
E.5 Review annually the effectiveness of the agreed WDC/Ecan enforcement process. (9.3, 10.1a, 11.1)	Ecan Ranger Service and WDC Green Space Team	Within 1 year	2018	Salaries only. Covered in existing Ecan Ranger Service and WDC Green Space operational budgets
E.6 Encourage Estuary users via promotional material and on signage to report offences to Ecan for follow up, including recording licence plate numbers. (2.1, 7.1, 7.2, 9.1, 9.2)	Ecan Ranger Service, and WDC Green Space Team	Within 1 year	November 2018	Covered in existing WDC Green Space and Ecan Ranger Service operational budgets

OTHER RELATED ACTIONS

UA.1
Develop a Fenton Reserve Code of Conduct for sign off by the Council and Fenton Reserve Trustees. (1.1, 1.2, 2.1, 2.3, 7.2, 7.3, 8.1, 9.1)

W.8
Establish a database of residents and groups willing to become involved with Northern Pegasus Bay Bylaw 2016 Implementation Plan activities. (7.1, 7.2, 9.2)



10. Research and Monitoring

"Form partnerships to carry out research to identify the impact of activities on the coastal environment."

Northern Pegasus Bay Bylaw submitter 2016

Key issues identified through the consultation process

The need for evidence to inform future

Bylaw reviews

The opinions of those submitters who commented on the effectiveness of the 2010 Bylaw were wide-ranging, with some stating it had failed to address environmental and safety concerns, others noting some improvements had been made, particularly with regard to vehicle access, and others wanting to maintain the status quo as they considered the Bylaw to be working well. This has highlighted a need for a research and monitoring programme to be put in place so that more than anecdotal evidence is available to inform future reviews.

Commercial horse training

Although most submitters were not concerned about horse training on the beach, with some saying how much they enjoyed watching it and others actively participating in it, there were some who were strongly opposed. Anecdotal evidence as to the numbers involved and extent of the problem varied and the Hearing Panel thought it would be helpful to collect hard evidence prior to the next Bylaw review.

The need to keep an eye on the number of people using Pegasus Beach at the time horse training is occurring has also been identified.

Impact of game bird dogs on protected Estuary wildlife

All dogs, apart from game bird dogs belonging to holders of Fish and Game Hunting Licensees in the gamebird hunting season, are prohibited from the Ashley-Rakahuri Estuary. Some submitters objected to this prohibition for some dogs and not others. The impact of game bird dogs on protected bird species is unknown and would need to be assessed before any further restrictions were put in place.

Impact of recreational activities on Ashley-Rakahuri Estuary environmental values and wildlife

The prohibition of hovercrafts, jet boats and jet skis in the Ashley-Rakahuri Estuary was requested by a few submitters but this was not agreed to by the Hearing Panel as the New Zealand Bill of Rights Act 1990 prohibits limiting freedom of movement unless there is

adequate justification. Little is currently known about the nature and levels of use of the Estuary by motorised craft and the impact of this on ecological values. Motorised craft are currently restricted to travelling no faster than 5 knots.

Horse riding, dogs, model aircraft and drones, microlights and helicopters, land yachts, kite surfing and vehicles were also highlighted as being activities that could have a detrimental impact on estuarine wildlife. The Hearing Panel recommended that priority be given to monitoring the impact of various activities on Estuary ecological values so that any future decisions made by the Council about appropriate use could be evidence-based.

Impact of horses and vehicles on health of coastal dunes

Vehicles in the dunes continue to be a problem, particularly at Waikuku, Pines and Kairaki Beaches, and a number of submitters provided the Hearing Panel with photographic evidence of the damage done to the coastal environment by vehicles. Some submitters also observed recreational horse riders in the dunes. The dunes provide beach settlements with some protection against coastal hazards and damage to vegetation accelerates coastal erosion. The health of the dune eco-system and the impact recreational use is having on this is currently unknown.

Monitoring Bylaw implementation and effectiveness

The Hearing Panel considered that effectively implementing the Bylaw would be vital to its success. Regular progress reporting is planned to ensure the project remains on track.

Making sure Bylaw provisions are effective in addressing key issues is also essential so that adjustments can be made in accordance with review clause 21.2 if necessary.

The above will ensure the identified environmental, health and safety issues and user conflicts are resolved as much as possible and that the good faith and enthusiasm of members of the local beach communities who became engaged in the Bylaw development process is maintained.



Photo Credit: Steve Attwood

Our aspirations

- 10.1 Monitoring programmes are in place for the following identified priority areas:
- effectiveness of Bylaw enforcement
 - effectiveness of the Woodend Beach Commercial Horse Trainer's User Agreement
 - effectiveness of the Kite Surfing User Agreement – Ashley River/Rakahuri Estuary
 - effectiveness of the Fenton Reserve MOU
 - the effectiveness of Bylaw provisions in protecting Ashley/Rakahuri Estuary wildlife values from the impact of recreation use
 - the effectiveness of Bylaw provisions in protecting coastal dune systems from the impact of recreation use
 - the achievement of the Implementation Plan.
- 10.2 Research programmes are in place where a knowledge gap has been identified.
- 10.3 Research efforts in the Northern Pegasus Bay coastal strip are coordinated and research partners are actively sought.

How we'll know we've succeeded

- The reviews of the effectiveness of the Implementation Plan and the beach user agreements are informed by robust evidence. (10.1 a-g)
- Measurable progress has been made towards achieving stated Bylaw objectives by 2021. (10.1)
- Robust evidence relating to issues identified during the development of the Northern Pegasus Bay Bylaw 2016 is available to inform the 2021 Northern Pegasus Bay Bylaw review. (10.1a-g, 10.2, 10.3)
- Multiple agencies are involved in coordinating, supporting and carrying out research. (10.3)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
M.1 Monitor progress on achieving the Implementation Plan and report annually to the advisory group and Council. (10.1g, 11.1)	WDC Policy and Strategy in consultation with the advisory group, WDC Green Space Team and Ecan Ranger Service	Within 1 year	December 2018	Salary only. Funded in existing WDC Policy and Strategy budget
M.2 Report on an annual basis to the advisory group on progress with the Bylaw research and monitoring programme. (10.1 a-f, 11.1, 11.2)	WDC Policy and Strategy in consultation with WDC Green Space Team and the Ecan Ranger Service	Within 1 year	December 2018	Salary only. Funded in existing WDC Policy and Strategy budget
M.3 Regularly monitor the use of the designated commercial horse training area at Woodend Beach as per agreed methodology. (8.2, 10.1b, 11.2)	Ecan Ranger Service	Within 1 year	December 2018	Salaries only. Funded in existing Ecan Ranger Service operational budget
M.4 Monitor levels and characteristics of the kite surfing activity in the Ashley-Rakahuri Estuary using the Ecan Ranger Service Info tool. (2.1, 2.2, 2.3, 2.4, 8.3, 10.1c, 10.1e, 11.1)	Ecan Ranger Service, user groups and residents feeding into Ecan database	Within 6 months	Ongoing	Covered in existing Ecan Ranger Service operational budget
M.5 Monitor the effectiveness of the Fenton Reserve Agreement and Code of Conduct as per agreed methodology. (2.1, 2.3, 2.4, 8.1, 10.1d, 11.2)	Fenton Reserve Trustees in consultation with Ecan Rangers and the advisory group	Within 2 years	2019	Not yet identified
M.6 Monitor levels of motorised water sports occurring in the Ashley-Rakahuri Estuary using the Ecan Ranger Service Info tool. (2.1, 2.2, 2.3, 2.4, 10.1e)	Ecan Ranger Service, user groups and residents feeding into Ecan database	Within 1 year	Ongoing	Covered in existing Ecan Ranger Service operational budget
M.7 Establish a baseline for bird species in the Estuary and carry out ongoing monitoring. (2.1, 2.3, 7.3, 10.1e)	Birds NZ and Ashley-Rakahuri Rivercare Group	Within 2 years	2019	Not yet identified

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
M.8 Ensure research carried out within the Northern Pegasus Bay coastal strip is prioritised and coordinated. (2.2, 2.3, 2.4, 7.3, 10.3)	The advisory group in conjunction with Ecan, WDC, DOC, Te Kōhaka o Tūhaitara Trust, and tertiary education providers	Within 1 year	2018	Not yet identified
M.9 Investigate the possibility of finding a research partner to study the effectiveness of Bylaw provisions in protecting Ashley-Rakahuri Estuary wildlife values from the impact of recreation use. (2.2, 2.3, 2.4, 7.3, 8.1, 8.3, 10.2, 10.3)	Advisory group	Within 4 years	2021	Not yet identified
M.10 Monitor the impact of vehicle use on the coastal dune system. (10.2,10.3)	WDC Green Space Team in conjunction with Ecan Ranger Service	Within 1 year	2018	Salaries only. Covered in existing Ecan Ranger Service operational budget
M.11 Continue to develop working relationships with tertiary education providers. (10.2, 10.3)	The advisory group, Ecan, Te Kōhaka o Tūhaitara Trust and Te Ngāi Tuahuriri Runanga	Within 6 months	2018	Not yet identified

OTHER RELATED ACTIONS

E.3 Establish a 2016/17 baseline for monitoring the number of incidents received by Ecan and WDC related to Bylaw enforcement. (9.2, 10.2)
E.5 Review annually the effectiveness of the agreed WDC/Ecan enforcement process. (9.3, 10.1a, 11.1)
ED.6 Monitor and provide advice about the use of long lines on the beach with a view to keeping all beach users safe. (5.1, 10.2)





11. Review

*"Mō tātou, ā, mō kā uri ā muri ake nei.
For us and our children after us."*

Mahaanui Iwi Management Plan 2013

Key issues identified through the consultation process

Review period

The first proposed Bylaw released for public consultation had a 10 year review period and some submitters were concerned that environmental values could deteriorate significantly during this period if the objectives of the Bylaw were not able to be achieved.

The Council received legal advice that the 2016 Bylaw was a new Bylaw as the changes to its purpose and the restrictions on people were significantly different than those in the 2010 Bylaw. This meant the Bylaw was required, under section 158 (1) of the Local Government Act 2002, to be reviewed in 5 rather than 10 years' time as would have been the case if it had not been substantially altered, and the review period was changed in the second proposal.

Partial review

Some submitters thought there was a need to undertake an early review to see whether the Bylaw was achieving its intended purpose and whether it had been effective in addressing identified issues. The Hearing Panel recommended an implementation plan be developed using a combined-agency/community approach and the effectiveness of this plan be reviewed after two years of operation.

A new clause was inserted into the Bylaw allowing Council to review any aspect that had not been found to be effective in addressing identified user conflicts, health and safety concerns, matters of public nuisance and environmental issues.

It was considered appropriate to limit any early review of the Bylaw to the above aspects because carrying out a comprehensive review of the Bylaw is an expensive exercise and the uncertainty of the outcome can be unsettling for members of the community.

User agreement reviews

Two user agreements were negotiated during the Bylaw development process and were well supported by submitters. Another is currently in the process of being negotiated (refer to section 8, User Agreements). While both of these sit outside of the Bylaw to provide flexibility for amendment as necessary, they are referenced by the Bylaw. User agreements haven't been used by the Council as a management tool in this context before and therefore regular reviews of their effectiveness in addressing the issues raised by submitters were considered to be important.



Our aspirations

- 11.1 User related issues are identified before they escalate or before irreversible environmental damage occurs and prompt action is taken to address these.
- 11.2 The annual reviews of user agreements, as required by the Bylaw, are completed.

How we'll know we've succeeded

- The Bylaw and user agreements are effective in addressing identified concerns and issues. (11.1, 11.2)
- The user agreements are adhered to. (11.2)
- The Bylaw does not require major change in relation to currently identified issues when it is reviewed in 2021. (11.1)

Actions

ACTION	PARTIES INVOLVED	PRIORITY	BY WHEN	PRELIMINARY ESTIMATED COST / FUNDING SOURCE
R.1 Carry out a review of the effectiveness of the Implementation Plan in addressing identified issues after two years of implementation as required by Bylaw clause 21.2. (11.1)	WDC Policy and Strategy in consultation with the advisory group	Within 2 years	By December 2019	Salary only. Covered in existing WDC Policy and Strategy budget
R.2 Carry out an annual review of the Commercial Horse Trainers User Agreement prior to the start of summer as per Bylaw clause. 10.4 (8.2, 11.2)	The advisory group supported by WDC Green Space Team and Ecan Ranger Service	Within 1 year	December 2018	Salaries only. Covered in existing Ecan Ranger Service and WDC Green Space operational budgets
R.3 Carry out an annual review of the Kite Surfing User Agreement prior to the start of the kite surfing season or whenever significant changes to the coastal environment during this period necessitate additional reviews as per Bylaw clause 13.2. (8.2, 11.2)	The advisory group supported by WDC Green Space Team and Ecan Ranger Service	Within 1 year	December 2018	Salaries only. Covered in existing Ecan Ranger Service and WDC Green Space operational budgets

OTHER RELATED ACTIONS

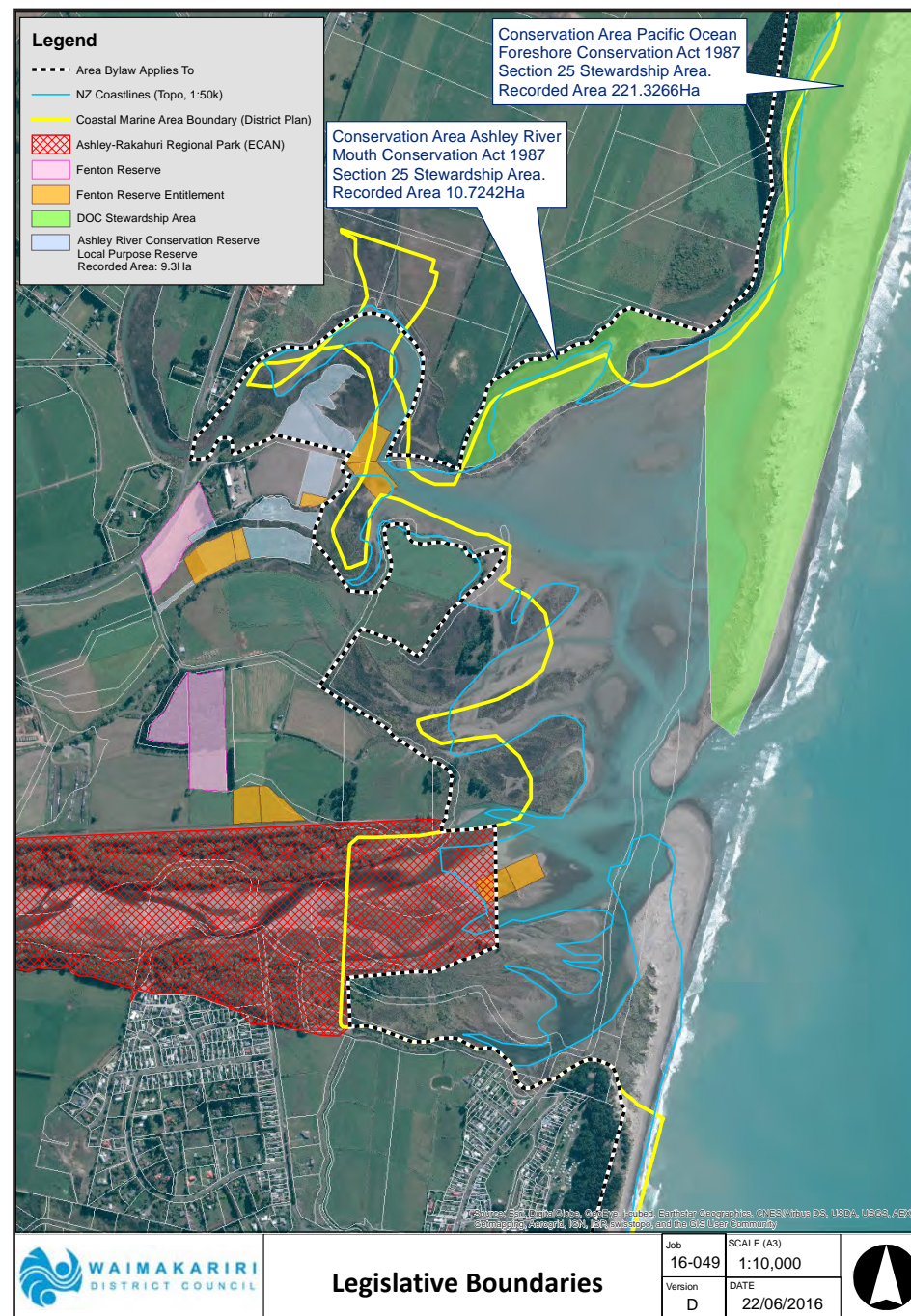
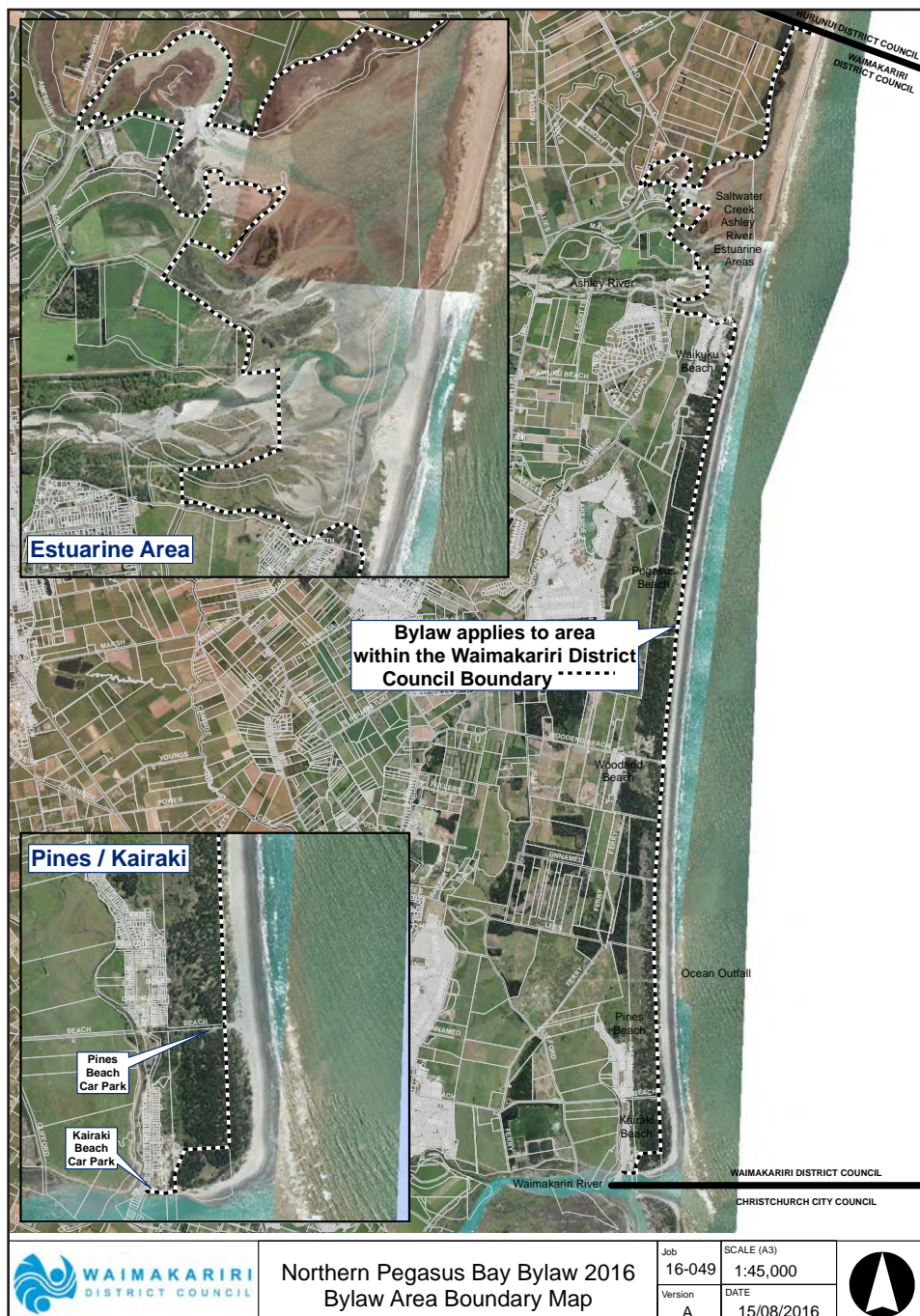
E.5 Review annually the effectiveness of the agreed WDC/Ecan enforcement process. (9.3, 10.1a, 11.1)
M.1 Monitor progress on achieving the Implementation Plan and report annually to the advisory group and Council. (10.1, 11.1)
M.2 Report on an annual basis to the advisory group on progress with the Bylaw research and monitoring programme. (10.1 a-f, 11.1, 11.2)
M.3 Regularly monitor the use of the designated commercial horse training area at Woodend Beach as per agreed methodology. (8.2, 10.1b, 11.2)
M.4 Monitor levels and characteristics of the kite surfing activity in the Ashley-Rakahuri Estuary using the Ecan Ranger Service Info tool. (2.1, 2.2, 2.3, 2.4, 8.3, 10.1c, 10.1e, 11.1)
M.5 Monitor the effectiveness of the Fenton Reserve Agreement and Code of Conduct as per agreed methodology. (2.1, 2.3, 2.4, 8.1, 10.1d, 11.2)



Appendices

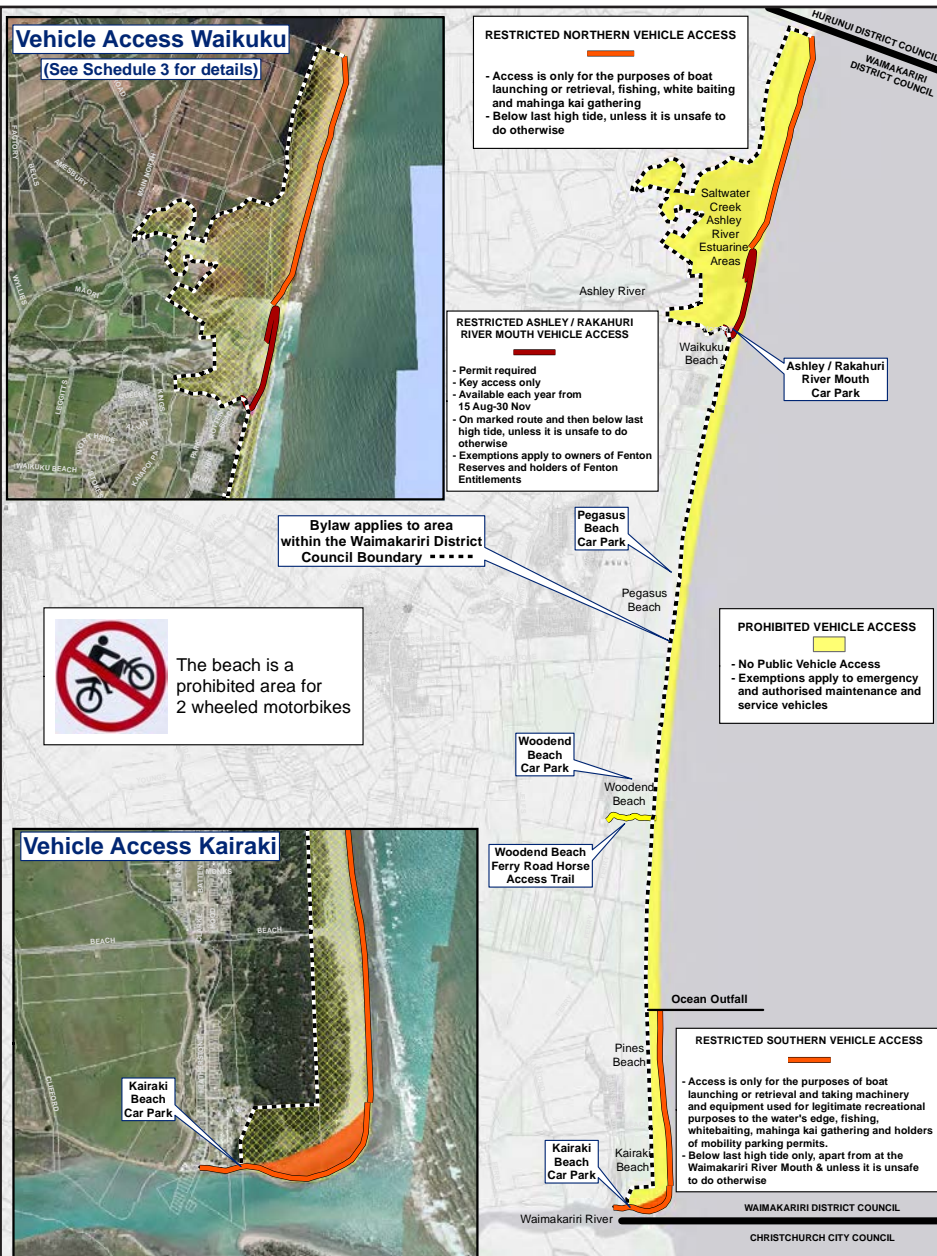
Northern Pegasus Bay Bylaw 2016 Maps:

- Bylaw Area Boundary
- Legislative Boundaries
- Vehicle Access Map - Schedule 2
- Ashley River / Rakahuri and Saltwater Creek Estuarine Areas - Vehicle Access - Schedule 3
- Horse Access Map - Schedule 4
- Ashley River / Rakahuri and Saltwater Creek Estuarine Areas - Access for Recreational Activity - Schedule 5
- Land Yacht Map - Schedule 6
- Kite Surfing Areas - Ashley River / Rakahuri and Saltwater Creek Estuarine Areas.



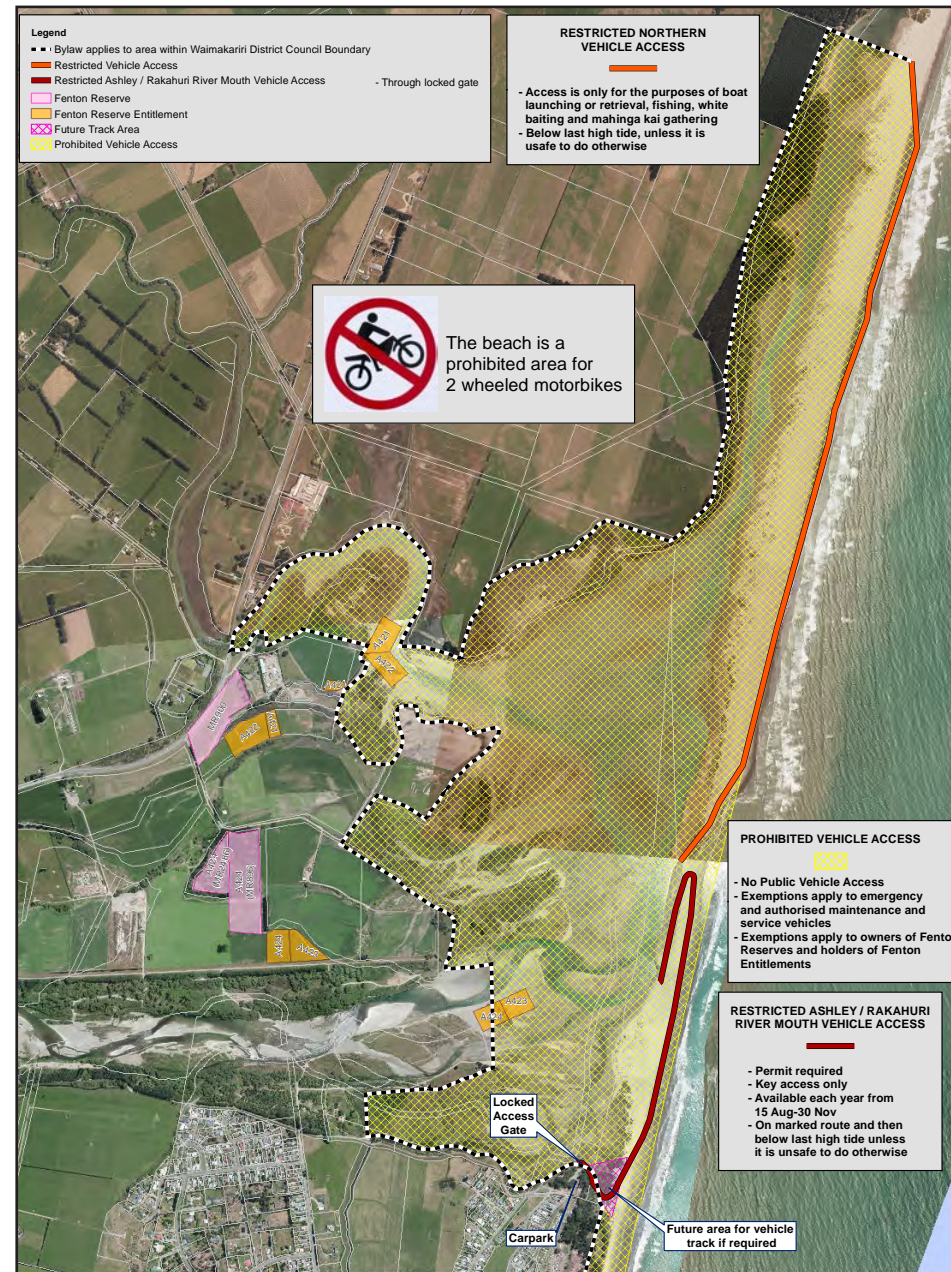
Vehicle Access Waikuku

(See Schedule 3 for details)



Northern Pegasus Bay Bylaw 2016
Vehicle Access Map - Schedule 2

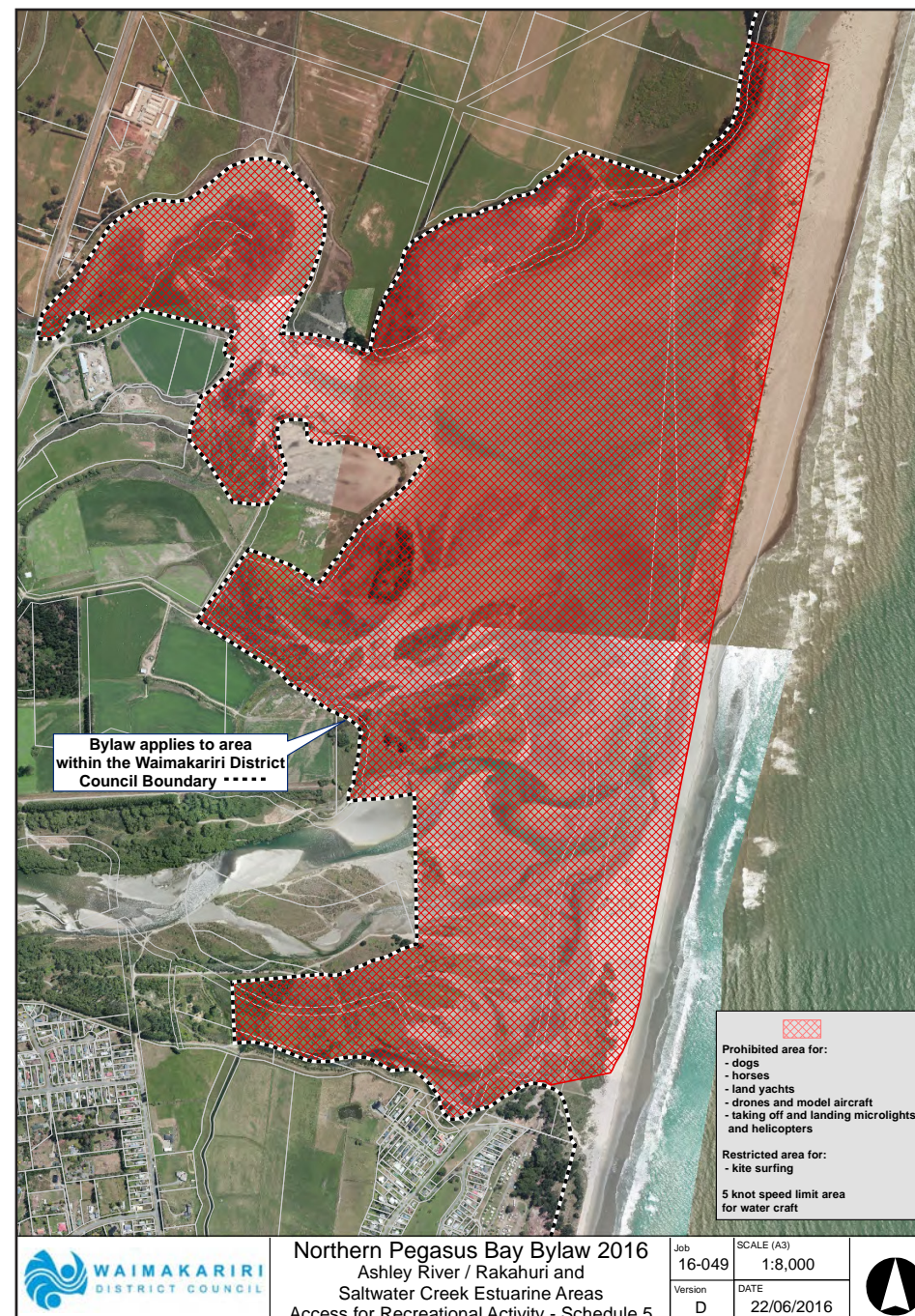
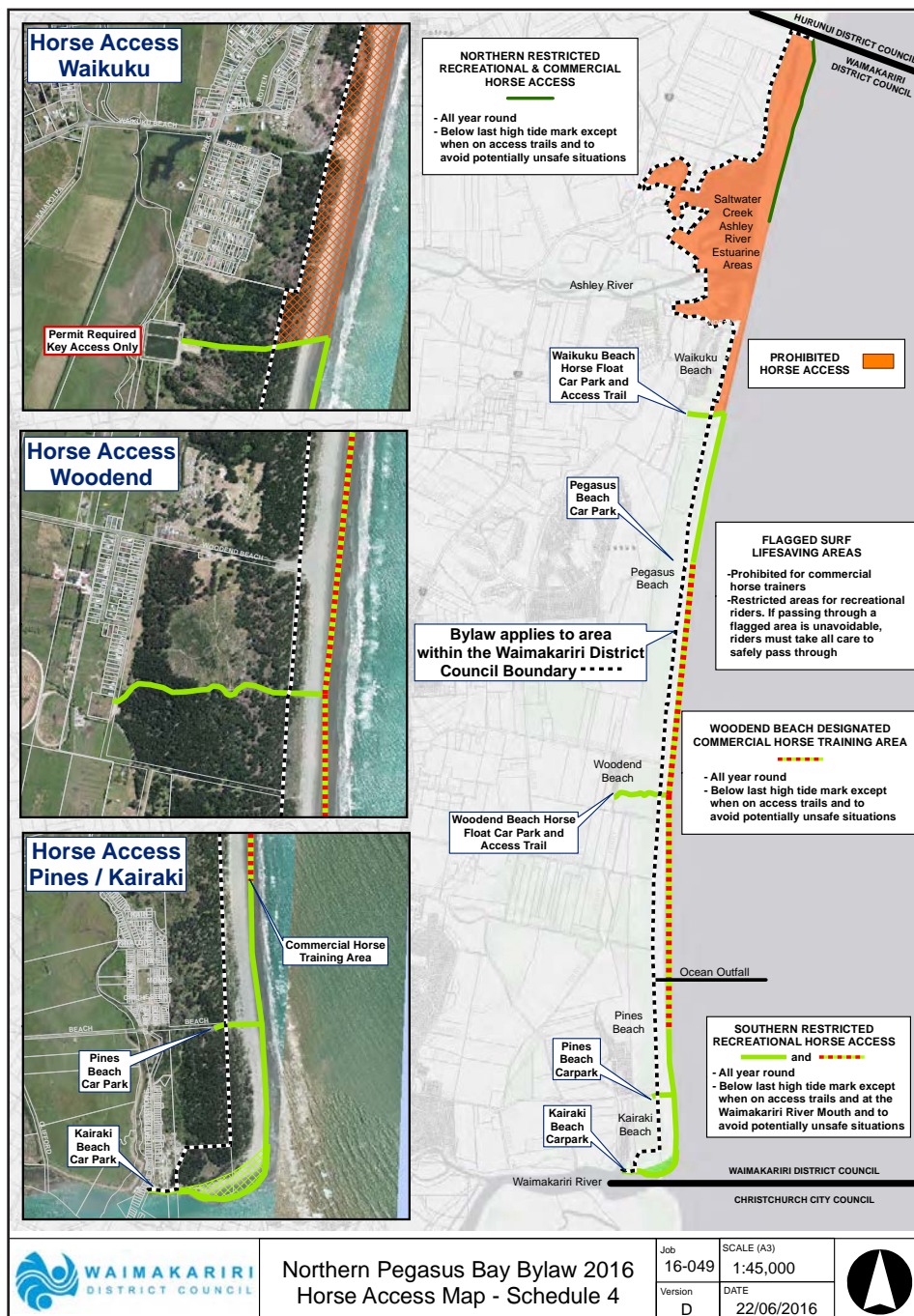
Job	15-034	SCALE (A3)	1:45,000
Version	D	DATE	21/06/2016



Northern Pegasus Bay Bylaw 2016
Ashley River / Rakahuri and
Saltwater Creek Estuarine Areas
Vehicle Access - Schedule 3

Job	16-049	SCALE (A3)	1:12,000
Version	D	DATE	22/06/2016





FLAGGED SURF LIFESAVING AREAS

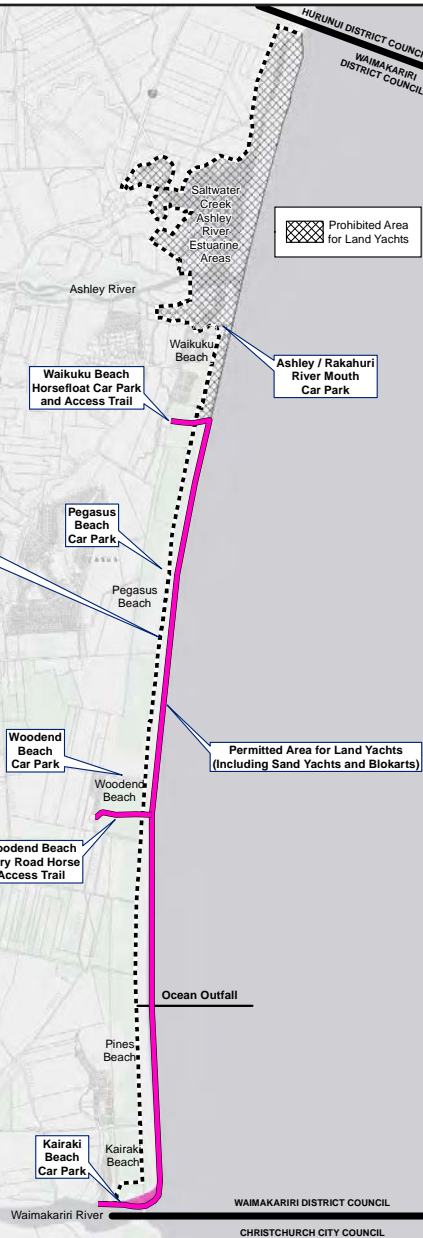
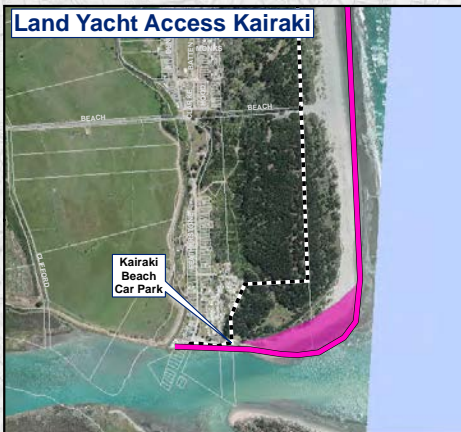
- Restricted dismount and push areas if passing through is unavoidable

VEHICLE EXEMPTION

- Land yacht operators must obtain an exemption from the Council to drive a vehicle past the ocean outfall to the Waikuku Beach Horsefloat Carpark Access Trail entrance to retrieve a becalmed land yacht

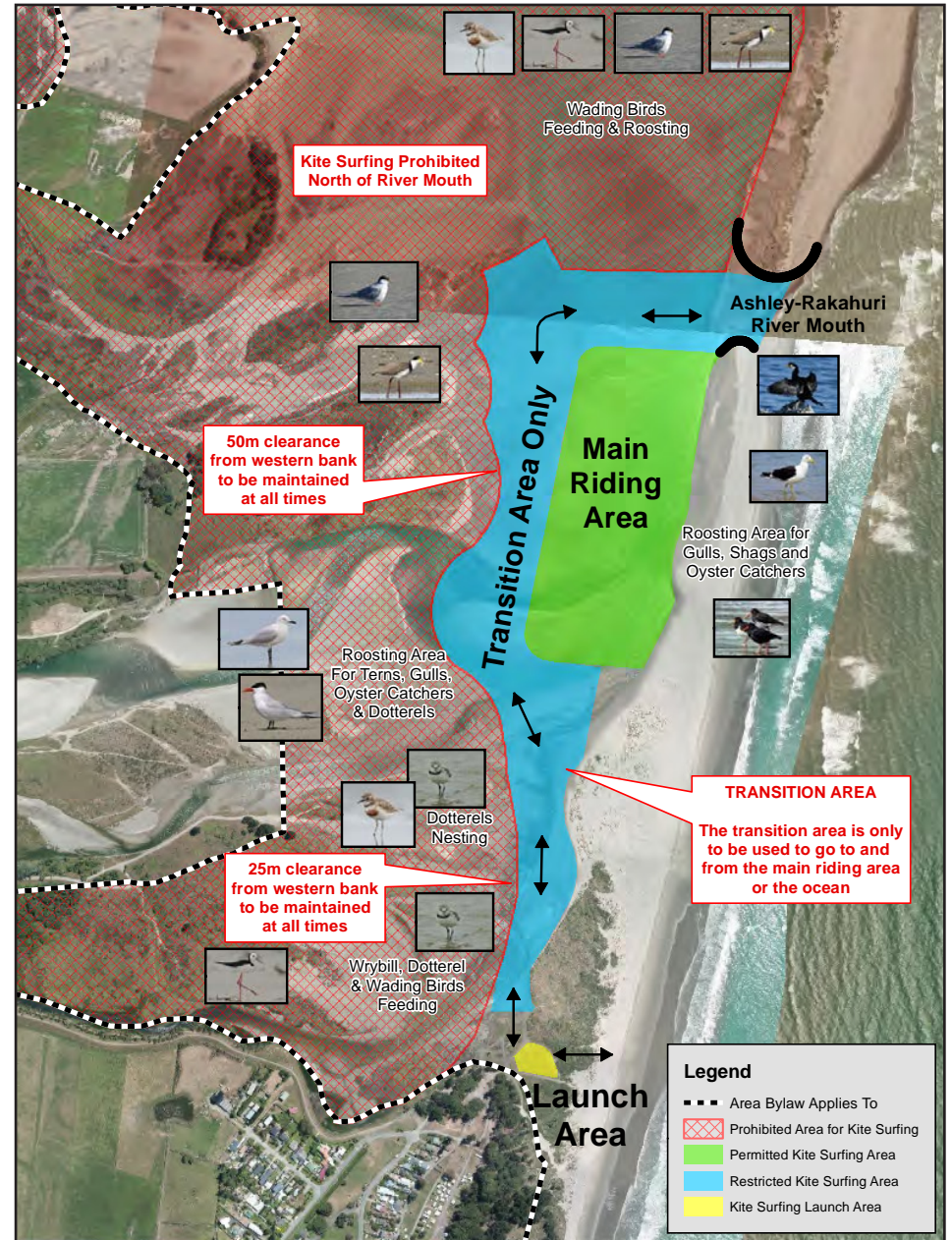
Bylaw applies to area within the Waimakariri District Council Boundary

Land Yacht Access Kairaki



Northern Pegasus Bay Bylaw 2016
Land Yacht Access Map - Schedule 6

Job 16-049
Version D
SCALE (A3)
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22/06/2016



Kite Surfing Areas 2016
Ashley River / Rakahuri and
Saltwater Creek Estuarine Areas

Job 16-049
Version D
SCALE (A4)
1:7,000
DATE
22/06/2016





In memory of Councillor Peter Allen
Chairman - Northern Pegasus Bay Bylaw 2016
Implementation Plan Working Party

*Northern Pegasus Bay coastal strip
valued, protected and enjoyed by all.*



*For further information on the
Northern Pegasus Bay Bylaw 2016
Implementation Plan
visit waimakariri.govt.nz*

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