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Committee Strategy and Policy
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Draft Parangarahu Lakes Co-Management Plan and Draft Amendment to the Greater Wellington Regional Council Parks Network Plan

1. Purpose

To approve the non-statutory Draft Parangarahu Lakes Co-Management Plan, and the statutory Draft Amendment to the Greater Wellington Regional Council Parks Network Plan, for public consultation.

2. Background

The Parangarahu Lakes are located along Wellington's South East Coast and feature two nationally significant freshwater lakes; Kohangapiripiri and Kohangatera and culturally significant dendroglyph sites (tree carvings).

The Parangarahu Lakes Area comprises a number of land parcels of different ownership and legal status. A map of the area is attached as **Attachment 1**.

Port Nicholson Block Settlement Trust (PNBST) was established in August 2008 to receive and manage the settlement package for Taranaki Whānui ki Te Upoko o Te Ika. The 2009 settlement package included ownership of the lakebeds and former esplanade reserves of Lake Kohangatera and Lake Kohangapiripiri and the culturally significant dendroglyph sites.

Greater Wellington Regional Council (GWRC) owns the recreation reserve land that surrounds the lakes and manages an area of Crown owned recreation reserve adjacent the historic Pencarrow Lighthouse. These reserves form one section of East Harbour Regional Park.

The Department of Conservation (DOC) retains administration and management of the remainder of the Crown owned land in the area. This includes the outlet of Lake Kohangatera and the Crown stratum of both lakes (the space occupied by water and air above the lakebeds). In managing the Crown stratum, DOC is responsible for the issuing of permits for activities in or on the lakes.

It is the intention, in the future, that the parcels held by DOC will be integrated for management and control purposes. Until that time, the Co-Management plan is to apply only to land owned or administered by GWRC and PNBST. These parties will advocate to other landowners in the area to participate in an integrated catchment management approach in accordance with the agreed Co-Management Plan.

2.1 Te Roopu Tiaki

An advisory body, the Roopu Tiaki, has been set up through the Memorandum of Understanding agreed between PNBST and GWRC in 2012. It comprises three members appointed by PNBST and three senior GWRC staff. The Roopu Tiaki's objectives are to develop a long-term vision and co-management plan for the Parangarahu Lakes Area, to recommend the co-management plan to GWRC and PNBST for approval and to advise and recommend annual work programmes.

3. The Draft Co-Management Plan and Draft Parks Network Plan Amendment

The Co-Management Plan is a non-statutory document for the whole of the Parangarahu Lakes Area. It has been prepared by a project team (GWRC Parks Planner and a consultant to PNBST) for the Roopu Tiaki. The Co-Management Plan outlines the co-management approach to be taken by Taranaki Whānui and GWRC to fulfil their kaitiaki and legal responsibilities. It is the guiding document which sets the vision, historical context, guiding principles, management objectives, policies and priority actions for management of the Parangarahu Lakes Area. The plan is both aspirational and practical in the way it directs operational managers to achieve the mutual goals of the governing parties.

The GWRC Parks Network Plan is the statutory plan that guides the management of all regional parks and forests. The Parks Network Plan currently includes Parangarahu Lakes in the East Harbour Regional Park chapter. This chapter requires amendment to incorporate those components of the Co-Management Plan that relate to the recreation reserve land GWRC holds administrative powers for under the Reserves Act 1977.

3.1 The Draft Co-Management Plan

The Co-Management Plan is a non-statutory document prepared by Roopu Tiaki for the whole of the Parangarahu Lakes Area. A copy of the draft plan is **Attachment 2** (circulated separately with a copy in the Councillors' Lounge).

The plan has been developed jointly through kōrero with members of the iwi of Taranaki Whānui, community groups, interested individuals and staff of Hutt City Council, DOC and GWRC under the guidance and leadership of the Roopu Tiaki.

The Moemoeā-Vision for the Parangarahu Lakes Area is 'Kohanga Ora'. Kohanga Ora may be interpreted as 'a nest nurturing life and wellbeing'. This will be achieved through the combined catchments of the Lakes and the wetlands being recognised and sought after as a place for nurturing biodiversity, for regenerating life and for sustaining human well-being.

The guiding principles for management of the Parangarahu Lakes Area are: Kaitiakitanga; Co-Management; Integrated Catchment Management Approach; and Mouri Ora. These principles are further explained in the context of the Moemoeā-Vision framework in Section 2.

Section 3 (Mahi Tangata) provides an insight into aspects of Māori history and values associated with the area that are perhaps less well known. It includes an overview of the Parangarahu native reserve block history to demonstrate the Taranaki Whānui history of connection, loss and reconnection with the lakes area and a section on the importance of karaka trees and dendroglyphs (tree carvings). Management Objective 4 reflects the need to protect and manage the historic and cultural heritage, sites of significance and other waahi taonga of the area and for their histories (oral and written) to be preserved.

The Natural Environment section (Section 4 Te Taiao) highlights some of the unique landscape, geological, ecological and cultural heritage features of the Parangarahu Lakes Area. In 2011 NIWA ranked Lake Kohangatera's condition is 'excellent' with nationally outstanding botanical values, placing it at 10th ranking out of a total of 206 lakes; and Lake Kohangapiripi's condition as 'high' and ranked 47th. Notwithstanding this, there are still risks, threats and issues to be addressed. Key risks to the ecological integrity include aquatic weeds, terrestrial weeds, pest animals and human activities. Furthermore, a priority for Taranaki Whānui is to restore the once abundant eel fishery for customary purposes. Restoration of the eel fishery is connected to the restoration of the mouri of the lakes and this is reflected in Management Objective 1.

Section 5 covers current management by GWRC of the reserves within the Parangarahu Lakes Area in relation to GWRC's delegated management responsibility under the Reserves Act 1977. There is a need to balance recreation, community and kaitiaki interests and these are captured by Objective 5 and Objective 7.

Section 6 states the eight management objectives and the specific actions for each objective, which are prioritised as: Current activities or 'business as usual'; Immediate priority actions or those that require resources and focus within the next three years; Medium priority actions that require funding bids to achieve, or can wait to be achieved within a 3-10 year timeframe; and Long-term actions which may not occur within the 10-year life of this plan but which contribute to the Moemoeā – Vision and are likely to have significant funding and resource implications.

Section 7 outlines the rules relating to the provision for, and management of, customary activities and recreational pursuits at Parangarahu Lakes Area. Legislation under the Reserves Act 1977 and Resource Management Act 1991 provides some constraints on the type of activities that can occur as of right and others that require a concession (in the form of a lease, licence or easement) or resource consent. Activities are categorised as: Allowed activities; Tangata Whenua Kaitiaki activities; Managed activities; Restricted activities; and Prohibited activities.

The rules are applicable to those lands covered by the plan, and this therefore excludes the DOC administered reserves (the lakes) at this time. However, objectives of the plan include the protection of the ecological integrity and enhancement of the mouri of the lakes. GWRC and PNBST will advocate to DOC for suitable restrictions to be placed on any activities that require contact with the lakes to support these objectives.

The final section of the plan sets out the monitoring and review provisions and includes a three yearly work programme, planning and review cycle that aligns to GWRC Local Government Act 2002 planning timeframes. The co-management plan is intended to have a 10 year lifespan.

3.2 The Draft Parks Network Plan Amendment

The Draft Parks Network Plan Amendment (the Amendment) aims to translate the key elements of the Co-Management Plan into the statutory Parks Network Plan. In this respect the Draft Amendment is entirely consistent with the Draft Co-Management Plan.

In 2012, GWRC adopted a Baring Head Orua-Pouanui amendment to the Parks Network Plan. This was a sub-chapter to the East Harbour Regional Park section of the Parks Network Plan. In the same manner, a sub-chapter has been prepared for the Parangarahu Lakes.

The existing East Harbour Regional Park chapter will require editing to accommodate the new sub-chapter. While the layout will be changed, the content relating to the Northern Forest and Baring Head/Orua-pouanui sections of East Harbour Regional Park will not be amended (other than correcting print errors) and public consultation is not required to implement this change.

The Draft Amendment is contained in **Attachment 3** (circulated separately with a copy in the Councillors' Lounge) and includes the following components:

- An introduction to East Harbour Regional Park and its three sections.
- An introduction to Taranaki Whanui and the co-management approach for Parangarahu Lakes Area.
- Key park characteristics
- Management focus
- Park-specific policies
- Projected changes
- Rules applying to activities on the recreation reserves.

The rules provide for customary activities and recreational pursuits at Parangarahu Lakes Area. Activities are categorised as: Allowed activities; Tangata Whenua Kaitiaki activities; Managed activities; Restricted activities;

and Prohibited activities. Tangata Whenua Kaitiaki Activities are a new activity category for the Parks Network Plan.

4. Process and timeframes

The Draft Co-Management Plan is non-statutory and there is no prescribed process for approving this plan. The Parks Network Plan is a statutory document and adoption of the Draft Amendment must follow the process prescribed by section 41 of the Reserves Act 1977. It is however intended to run one combined consultation process for both processes.

Under section 41(5) of the Reserves Act 1977, an administering body is required to give public notice of its intent to prepare a plan or amendment and invite persons to make written suggestions on the proposed plan. This is a pre-consultation step to elicit ideas and issues from the community. However, under section 41[(5A)] of the Reserves Act, the administering body may, by resolution, determine that written suggestions on the proposed plan or amendment will not materially assist in its preparation and therefore section 41(5) shall not apply. It is recommended that this pre-consultation step is not necessary or helpful in this instance and that section 41[(5A)] should be utilised.

The Draft Co-Management Plan reflects a joint planning process through kōrero with members of the iwi of Taranaki Whānui, and covers a wider area of land than that gazetted as recreation reserve and managed by GWRC. Pre-consultation on one part of the overall land holding, without reference to the joint plan prepared for the wider area, would be misleading and unhelpful.

It is also noted that in the preparation of the Draft Amendment extensive stakeholder consultation has already occurred, including with community groups, interested individuals, staff of Hutt City Council and DOC. The main themes from workshops, meetings and written submissions have been incorporated into the Draft Co-Management Plan and the Draft Amendment.

The Draft Co-Management Plan and Draft Amendment are now recommended for approval by the Committee to release for public comment. Under the Reserves Act 1977 a minimum period of two months is required for the public to provide written submissions on the Draft Amendment.

To allow the public to comment on both the Draft Co-Management Plan and the Draft Amendment, a combined consultation will be offered. This will include workshops with Taranaki Whānui and ‘drop in’ sessions where the public can talk to officers about matters contained in the Draft Co-Management Plan and Draft Amendment.

Anyone making a written submission has the option of presenting their submission in person. It is expected that there would be some oral submissions and therefore it is likely that a hearings committee will be needed to hear submitters. A separate paper to Council will recommend establishment of a hearings committee, with representatives from both GWRC and PNBST.

Following consideration of all submissions and incorporating any necessary amendments to the draft plans, the hearings committee will recommend a final Co-Management Plan to PNBST and GWRC for approval as well as a final Amendment to the Parks Network Plan to GWRC for approval.

The anticipated timeline for this is as follows:

| | |
|------------------------|---|
| 18 February | Draft Co-Management Plan and Draft Amendment approved for consultation by GWRC |
| 25 February | Full Council establish Hearing Committee |
| 5 March | Draft Co-Management Plan approved for consultation by PNBST |
| Mid-March | Public notification |
| Mid-March thru mid-May | Submission period during which hui and public drop-in sessions are held. |
| Late May/early June | Hearings and deliberations on the Draft Co-Management Plan and the Draft Amendment |
| June - July | Co-Management Plan approved by Council and PNBST. Amendment to the Parks Network Plan approved by Council. |

5. Communication

In accordance with the Reserves Act 1977 provisions, a public notice will be inserted into the local newspapers informing people of the opportunity to comment on the Draft Amendment. At the same time, people will be asked to comment on the Draft Co-Management Plan. Those who have been involved in hui, workshops, submissions, or attended meetings with Council officers will be informed in writing.

A meeting will be held with Fish and Game and Wellington Wildfowlers before the plan is released for public consultation, to discuss that content of the draft plans that may impact on the management of duck hunting at the lakes.

6. The decision-making process and significance

The subject matter of this report is part of a decision-making process that will lead to the Council making a decision of medium significance within the meaning of the Local Government Act 2002.

The preparation of a draft Parangarahu Lakes Co-Management Plan (Co-Management Plan) for public consultation, was agreed by Port Nicholson Block Settlement Trust (PNBST) and Greater Wellington Regional Council

(GWRC) as part of a Memorandum of Understanding signed in 2012 (Refer Report 12.76.)

A decision-making process for making an amendment to the GWRC Parks Network Plan (PNP) is explicitly prescribed by Section 41 of the Reserves Act 1977, and set out in section 4 of this report.

7. Recommendations

That the Committee:

1. **Receives** the report.
2. **Notes** the content of the report.
3. **Agrees** that written suggestions on the proposed Parks Network Plan Amendment will not materially assist in its preparation and therefore application of section 41(5A) of the Reserves Act is appropriate.
4. **Agrees** to release the Parangarahu Lakes Draft Co-Management Plan for consultation.
5. **Agrees** to release the East Harbour Regional Park – Parangarahu Lakes Draft Amendment to the Parks Network Plan for consultation as prescribed by the Reserves Act section 41.
6. **Notes** the consultation process and timetable set out in this report.
7. **Notes** that a separate paper will be presented to Council to establish a hearings committee.

Attachment 1: Landowner map

Attachment 2: Non-Statutory Parangarahu Lakes Area Draft Co-Management Plan (circulated separately)

Attachment 3: Statutory - Draft Amendment to the Parks Network Plan: Parangarahu Lakes Area (circulated separately)

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