

**SECTION THREE**

**CONSERVATION MANAGEMENT  
OBJECTIVES AND  
IMPLEMENTATION**

## 3.1 INTRODUCTION

This section discusses the range of conservation activities carried out by the Conservancy. The activities are grouped into the general functions of the Department of Conservation, namely:

### Section 3.2 *Giving Effect to the Principles of the Treaty of Waitangi*

- ▲ Working relationship with tangata whenua, Treaty Claims, Consultation, Wahi Tapu

### Section 3.3 *Conservation of Natural and Historic Resources*

- ▲ New Protected Areas, Land Classification and Disposal, Research, Compliance, Management Planning, Landscape, Historic Places, Ecosystems and Habitat, Species Conservation, Managing Proposals for Access, Resource Use or Extraction, Occupation Proposals

### Section 3.4 *Recreation and Tourism*

- ▲ Access, Recreation Opportunities, Safety and Health, Facilities, Impact Management, Visitor Centre Services.

### Section 3.5 *Advocating for Conservation in General*

- ▲ Public Awareness; conservation awareness and community involvement,
- ▲ Statutory Advocacy

The major considerations for conservation management in the East Coast Conservancy are discussed in relation to each activity (for example: public awareness activities are grouped within the general function of Advocating for Conservation in General, and they include the considerations of community involvement, advocacy and information, and visitor centre services).

The management objectives for each activity are set out, and the key implementation measures follow. While the implementation statements will generally apply throughout the Conservancy, each subsection concludes with an indication of the effect (or any particular points to note) on implementation in the different subregions.

## 3.2 GIVING EFFECT TO THE PRINCIPLES OF THE TREATY OF WAITANGI

### 3.2.1 INTRODUCTION

Section 4 of the Conservation Act requires the Department of Conservation to give effect to the principles of the Treaty of Waitangi. The development of case law relating to the principles of the Treaty is helping to clarify these principles, and indicating appropriate means by which they can be given effect (*Appendix 5 Principles of the Treaty of Waitangi refer*).

The Department's statutory obligation is relevant to all aspects of conservation work carried out under the Conservation Act (and other Acts scheduled in the Conservation Act), and consequently Treaty issues are considered throughout this CMS. This section deals specifically with treaty issues.

#### Management Objective

Subject to the limits of legislation, to give effect to the principles of the Treaty of Waitangi in all activities carried out under the Conservation Act 1987 and other Acts in the first schedule of the Conservation Act (*Appendix 5 Principles of the Treaty of Waitangi refers*).

#### Implementation

1. The Conservancy will give effect to the principles of the Treaty of Waitangi on a general policy level through the management objectives and implementation statements throughout this CMS.
2. The Conservancy will give effect to the principles of the Treaty of Waitangi in particular by liaison and involvement with tangata whenua, including consultation.

#### Strategic Implications for Subregions

The implementation of these objectives will apply generally across the Conservancy. The management objectives and implementation statements throughout Section Three will elaborate and specify strategic implications as appropriate.

### 3.2.2 WORKING RELATIONSHIP WITH TANGATA WHENUA

A high proportion of the rural population, and 50% of the urban population in the Conservancy are Maori. A working relationship with tangata whenua in the protection and conservation of natural and historic values is therefore an important part of the Conservancy's work.

The objectives and implementation statements in this sub-section are intended to send a positive signal to tangata whenua of the Conservancy's commitment to building working relationships with them.

#### Management Objective

1. To develop effective working relationships between the Department and tangata whenua in the protection of natural and historic resources in order to give effect to the principles of the Treaty of Waitangi.

### Implementation

1. "Maori Perspectives Training Hui" on various marae of the Conservancy will continue to be valued as a key opportunity for tangata whenua to discuss their perspectives with the Department.
2. To the extent that is lawfully permissible tangata whenua will be involved in the protection and interpretation of sites of significance to them on land managed by the Department.
3. The Department will fully inform tangata whenua and have regard to their views.
4. The Department will continue to value and maintain full, open communication with tangata whenua regarding conservation issues of mutual interest.
5. The Conservancy will pursue all appropriate avenues available in order to facilitate a practical relationship with tangata whenua on conservation matters.

### Strategic Implications for Subregions

All aspects of implementation will apply generally across the Conservancy.

- ▲ Maori Perspectives Training Hui will be timed and located to ensure comprehensive coverage of the Conservancy over the period of this CMS.
- ▲ To the extent that is legally permissible, the involvement of tangata whenua in conservation management issues will be encouraged throughout the Conservancy.

#### *Te Urewera Subregion*

- ▲ The involvement of Tuhoe in conservation management issues relating to Te Urewera will be encouraged. Conservation issues within the Waikaremoana area of the subregion will also involve Tuhoe, Ruapani, Kahungunu and the hapu of Waikaremoana.

#### *All Coastal Subregions*

- ▲ The Conservancy will seek the involvement of tangata whenua with mana whenua and mana moana in coastal conservation management issues relating to the coast, such as protection of marine areas (*s.3.3.11 Marine Reserves refers*).

### 3.2.3 RESOLUTION OF TREATY CLAIMS

The 'Principle of Redress' addresses a commitment by the Crown to resolve grievances arising from the Treaty. The Waitangi Tribunal is a key institution in that it examines claims and makes recommendations for resolution to the Crown.

The role of the Department is to provide advice to the Minister of Conservation and the Crown in specific Treaty of Waitangi issues relating to conservation management. The Conservancy's participation in consultation, research, information sharing, negotiations, mediation, hui, Tribunal hearings, and inter-departmental meetings can contribute constructively to the process of considering claims. The Conservancy may also contribute to the implementation of government decisions on claim settlements.



The Waitangi Tribunal Register of claims identified fifty-five claims within the Conservancy in 1994. At least twenty-eight of these claims could affect the Conservancy's activities. Conservancy staff may work with other Crown agencies to assist in the process of resolving claims through the Waitangi Tribunal mediation process where appropriate.

#### Management Objectives

1. As required by Government, as directed by the Minister of Conservation and in liaison with other Crown agencies, to assist, where appropriate, with settlement of claims under the Treaty of Waitangi.

#### Implementation

1. The Department will provide timely and high quality advice to the Minister and the Crown, and, where appropriate and practical, will assist with research on issues related to Treaty Claims as directed by the Minister.
2. The Conservancy will continue to value open and honest exchange with iwi and hapu as a valuable means of contributing to Treaty Claim resolution.

#### Strategic Implications for Subregions

At least twenty eight Treaty of Waitangi claims which may impact on lands managed by the Conservancy have been lodged. The objectives and implementation statements will therefore apply generally as situations arise throughout the Conservancy.

#### 3.2.4 CONSULTATION

The Conservancy is striving to develop positive working relationships with tangata whenua. It will maintain established consultation networks with tangata whenua of the Conservancy, for the purposes of information sharing and to encourage active participation in the work of the Department where appropriate.

#### Management Objective

1. To develop and maintain positive consultation networks with tangata whenua of the Conservancy and to have regard to their views on all aspects of the department's work.

#### Implementation

1. Venues for consultation with tangata whenua on Conservancy matters will, wherever possible be at the discretion of iwi and may include marae, kainga, Trust Board, Iwi Authority offices or offices of the Department.
2. The Department will seek the views of tangata whenua concerning policies and plans developed by it, or any reviews of this CMS.
3. Consultation with tangata whenua will be undertaken primarily by the staff person responsible for the area or issue of concern, with the support of Management staff where possible.

4. The Conservancy Kaipapa Atawhai Manager will attend consultation hui where Te Reo Maori is the principal medium of communication.
5. Maori Perspectives Training hui for staff and Wananga Tikanga Maori (classes in Maori protocols and language) will be ongoing.
6. The Kaipapa Atawhai Manager will endeavour to maintain current information on all iwi groups, office holders and addresses within the Conservancy. Lists of kaumatua and addresses will also be made available to staff for consultation purposes.
7. The Conservancy will consult with Maori members of East Coast Conservation Board and will involve them in issues of concern to tangata whenua.

### Strategic Implications for Subregions

The objectives and implementation statements relating to consultation will apply generally throughout the Conservancy.

#### 3.2.5 WAHI TAPU

Wahi Tapu are taonga (treasures) of tangata whenua which provide a unique category of historical and cultural heritage and there are many such taonga in the Conservancy.

There is a diverse range of elements which contribute to the recognition of any site, object or feature as a wahi tapu. Varying degrees of reverence and publicity are accorded to them depending on their nature and the events and uses relating to them. Knowledge of their location, status and stories are the domain of the tangata whenua. It is necessary therefore for the Department to work closely with iwi concerning the management of them.

#### *Types of Wahi Tapu*

- ▲ Burial grounds (urupa).
- ▲ Pathways of great spiritual or historical significance.
- ▲ Places where important people lived or significant events took place.
- ▲ The site where canoe building or any tapu activity is taking place.
- ▲ The home of a taniwha, or the realm of a kaitiaki (spiritual guardian of an area).
- ▲ Specific mountains and rivers.

#### Management Objectives

1. To work closely with tangata whenua to protect wahi tapu and other historic taonga on lands managed by the department.

#### Implementation

1. The Conservancy will seek the advice and guidance of the Kahui Kaumatua (elders) as well as Maori representatives on the East Coast Conservation Board in matters relating to wahi tapu and historic taonga.

2. The Conservancy will ensure as far as is practicable, that lands managed by the Department are managed in such a way as to protect the integrity of known wahi tapu in consultation with iwi or hapu.
3. Subject to the limits of legislation the Conservancy will facilitate the participation of tangata whenua in decision or policy making with regard to active or legal protection of wahi tapu.
4. The Conservancy will continue to accept and respect that tangata whenua may not want wahi tapu locations recorded, and that the whereabouts of unpublished sites is not automatically available to them.

### Strategic Implications for Subregions

All aspects of implementation will apply across the Conservancy.

- ▲ Cultural knowledge of specific wahi tapu locations will remain at the discretion of the individual tribes of this Conservancy.
- ▲ The protection options and methods will be discussed with tangata whenua as opportunities arise throughout the Conservancy.

### 3.3 CONSERVATION OF NATURAL AND HISTORIC RESOURCES

#### 3.3.1 NEW PROTECTED AREAS

##### Conservation Management Issues

Most of the established network of protected areas in New Zealand has developed haphazardly from those lands "left over" from other uses, that is the areas least useful for conventional productive uses such as pastoral farming and forestry.

The protected areas of the East Coast, although extensive, illustrate this pattern well. They are very strongly concentrated in the steep hill country on the northwest side of the Conservancy. They do not represent the full range of ecological diversity of the Conservancy as it is now, and certainly not as it was before the extensive forest clearances in the 19th and early 20th centuries and in earlier centuries. The ecological character of the southeastern side of the Conservancy, and the coastal and semi-coastal zones and wetlands throughout, are very poorly represented in protected areas.

Some historic places are afforded protection in this network of protected areas, more by accident than design. These places are not particularly representative of either the range of historic activity, or the best examples of historic values in the Conservancy.

Remedying these deficiencies is an important focus of the Department's work, deriving from its general function in section 6 of the Conservation Act for the conservation of natural and historic resources. In terms of natural resources, a more specific statutory requirement is expressed in section 3(1)(b) of the Reserves Act 1977 - "Ensuring, as far as possible, the survival of all indigenous species of flora and fauna, both rare and commonplace, in their natural communities and habitats, and the preservation of representative samples of all classes of natural ecosystems and landscape which in the aggregate originally gave New Zealand its own recognisable character".

New marine reserves are dealt with in a separate section (*a.3.3.11 refers*). Similar principles are involved in establishment of new protected areas on land or in the sea, but an important difference is that the sea is a publicly owned resource, whereas new protection on land involves negotiation with private landowners. The implementation processes are therefore very different.

Freshwater habitats for indigenous fish and other fauna and flora may gain some legal protection by their inclusion within a protected land unit, but not all. Again the different administrative framework and legal and practical protection requirements mean freshwater ecosystems need separate attention (*s.3.3.23 Freshwater Fish refers*).

Protection of areas of private land as opportunities arise (eg in response to landowner enquiries or in reaction to an immediate threat) may divert effort from more important areas. Identifying the priority areas for protection is best done by systematic survey beforehand.

Surveys for the Protected Natural Areas Programme (PNAP), are the primary mechanism for doing this. The Programme is based on surveys of the ecological districts. The surveys identify and describe Recommended Areas for Protection (RAPs) based on general ecological criteria. The RAPs are the best examples of areas which collectively represent the districts' ecological diversity not legally protected already.



In the East Coast Conservancy, PNAP surveys of the Motu, Pukeamaru, Waiapu and Turanga Ecological Districts have been completed and published, while the Tiniroto Ecological District survey has been completed, but results not yet published. The key coastal zone of the Opotiki Ecological District has also been surveyed less formally. The other districts (Ikawhenua, Waimana, Waikaremoana and Waioeka) are dominated by protected areas already, so that assessment of new protection proposals is more straightforward.

Full scale PNAP survey is an intensive and expensive process, beyond the capabilities of the Conservancy at its basic funding level. It requires nationally-based funding for each survey, in accordance with priorities set nationally.

There are other guides to protection priorities. Sites of Special Wildlife Interest (SSWIs) were identified by the former Wildlife Service between 1983 and 1985, and later published. These focus mainly on birds and their habitat. Additional information is available less systematically on key areas for other vertebrate and invertebrate animal species, and for threatened plant species. A Coastal Resources Inventory for the Conservancy was prepared in 1990. It provides a first order assessment of cultural, historic and natural values and threats to them. The "Geopreservation Inventory" compiled by the Joint Earth Science Societies lists important and vulnerable landform and other geological features (for example the Mangahouanga Stream, in the south of Te Urewera subregion, is New Zealand's only locality with dinosaur and related fossils), and indicates their protection priorities.

The completion of surveys is also essential in order to ascertain the nature of historic resources and to develop strategies for protection. The Archaeological Resource Statement currently being developed will direct these survey priorities. Major archaeological surveys have been completed for the Uawa and Waipaoa River catchments, Wairoa River catchment, the Eastern Bay of Plenty coastline and Mahia Peninsula. The majority of the Conservancy is still unsurveyed and future programmes are necessary to determine priority areas for protection.

The Historic Places Act 1993 establishes a register for historic places, historic areas, wahi tapu and wahi tapu areas, comprising two categories of significance. Significance is assessed according to aesthetic, archaeological, architectural, cultural, historical, scientific, social, spiritual, technological or traditional significance or value (*Appendix Three: Criteria for Registration of Historic Places refers*). Level of threat is not included in this assessment and must also be addressed when considering historic place protection. Other sources of historic information are varied in source and format, and include the New Zealand Archaeological Association Site Record File, iwi research etc.

The East Coast Conservancy is also involved in working with iwi Maori to develop a cultural resource inventory. This database will contain cultural information relating to land and sea and will be a valuable resource for protection through the statutory planning process as well as other legal protection mechanisms.

Recreational values of an area would not normally be the primary reason for its establishment as a new protected area, but will commonly contribute to an assessment of its overall significance. There may be important recreational opportunities on the land itself, or it may be significant for access to other land.

A wide range of options for legal protection of private land is available. The simplest may be outright purchase for reserve or conservation area, but limited funding, and a reluctance to change ownership of land precludes general application of this protection mechanism. The

Conservancy can also bid for funds from two nationally administered sources - the Nature Heritage Fund and Land Acquisition Fund (LAF). The former is managed independently of the Department and is openly contestable. The smaller LAF is administered by DOC and is available for acquisition of land of sufficient significance in respect of any natural or historic resources or combination thereof. *Appendix One* indicates the criteria by which an area's significance is assessed for LAF purposes and gives a good guide to the priority-setting process for new land protection as a whole.

Protection mechanisms that leave the land in private ownership are generally favoured where feasible. Most notable are conservation covenants (Reserves or Conservation Acts), applicable to both natural and historic resources, and similar mechanisms including Nga Whenua Rahui kawenata for Maori land<sup>16</sup>.

In East Coast Conservancy, many of the unprotected areas worthy of protection are Maori land. Acquisition of this land is not an option. Covenants are the favoured protection mechanism in such cases, facilitated by the recently enacted Nga Whenua Rahui kawenata provisions of the Reserves and Conservation Acts. Kawenata can allow for a widely varying degree of involvement of the Conservancy in protection of an area, ranging from little but a general monitoring responsibility, to providing technical support and advice, to substantial involvement in a management partnership with the landowners.

There is tension between the taking on of additional responsibilities involved in management of new protected areas and the finite resources available to discharge existing responsibilities. Nevertheless, working towards new protected areas is a key priority, on the basis that the Department's primary responsibility is to conserve New Zealand's natural and historic resources (much of which is unprotected) and not simply to manage the land currently entrusted to it.

There are more areas that should ideally be protected than is realistically possible within the term of this CMS. It follows then, that effort on new protected areas should be focused on the highest priority areas. It also follows that the Conservancy should encourage and support other agencies and landowners to take responsibility for protecting New Zealand's biodiversity and historic heritage, by statutory and non-statutory means. Public awareness programmes and statutory advocacy should be targeted to this.

#### Management Objective

1. To augment the existing network of protected areas by seeking legal and physical protection for the unprotected areas with the most significant ecological, geological, historic, cultural and landscape values - the aim being to attain a protected area network containing as wide a representation as possible of the Conservancy's natural and historic resources, including the commonplace, distinctive and rare.

<sup>16</sup> Legal protection is also available under other legislation not administered by the Department of Conservation. These include historic covenants with the Historic Places Trust, open space covenants with the Queen Elizabeth the Second National Trust, representative areas within sustainable management plans under the Forests Amendment Act 1993, and Maori reservations under section 338 of Te Ture Whenua Maori Act 1993 (formerly s.439 Maori Affairs Act 1953).

### Implementation

1. The results of the Tiniroto Ecological District PNAP Survey will be published. New protection priorities surveys in the other districts not yet surveyed will be more briefly but systematically assessed.
2. Priority areas for archaeological and historic survey are the coastal strips between Gisborne and Loisels Beach, and between Anaura Bay and the Waiapu River. The Awatere catchment, Te Araroa, the southern side of the Waiapu Valley, the inland valleys of the Horomanga, Whakatane and Waiapu Rivers, the Opotiki flats and coast, Tairāwhiti, Mahia Peninsula and Lake Waikaremoana are also priorities for survey. Outside funding sources will be sought in order to undertake this work. Archaeological survey of areas of value to Maori will only be initiated with the support of tangata whenua.
3. Other relevant information (including the Coastal Resource Inventory, Sites of Special Wildlife Interest, information on areas of vertebrate and invertebrate faunal diversity and important sites for threatened animal and plant species, and the Geopreservation Inventory) will be used to assist in assessing priorities for new legal protection of areas with natural and historic resources.
4. The Conservancy will take the initiative to protect the highest priority areas by approaching landowners and negotiating protection proposals where the landowners are interested.
5. Where a protection proposal arises from landowner initiative or other "external" means in areas without PNAP or other systematic survey coverage, it will be pursued if of sufficiently high priority (using the criteria in *Appendix One*).
6. While protection via purchase is always an option, legal protection leaving the land in private ownership will be preferred where feasible to acquisition by DOC. The Department will encourage and support landowners retaining or taking responsibility for physical protection of the land. However the Department will be involved in the physical protection of areas of the highest conservation significance where sought by the landowners.
7. Protection of other significant areas will be promoted by referral to other agencies (eg QEII National Trust), and encouraging the use of alternative statutory or non-statutory protection mechanisms including supporting landowner initiatives with information or technical advice and seeking to strengthen provisions in regional and district planning documents under the Resource Management Act (*s.3.5.3 Statutory Advocacy refers*).
8. Compulsory protection mechanisms (eg heritage orders, designations) will only be considered in extraordinary circumstances.

### Strategic Implications for Subregions

Priorities for action on implementing new protected areas, or new surveys where existing information is inadequate are as follows:

*Western Coast:*

- ▲ Tracts of forest extending from the western coast to the interior Raukumara forests are the highest priority for new protection.
- ▲ Survey and protection of historic places on the Opotiki flats.

*Eastern Coast:*

- ▲ Representative forest remnants.
- ▲ Important estuaries, dunelands and cliffs.
- ▲ Survey and protection of historic places in coastal strips at Te Araroa and between Gisborne and Waihou Bay, Anaura Bay and the Waiapu River.

*Southern Coast:*

- ▲ Wetlands generally, including estuaries, swamps, brackish and freshwater lagoons.
- ▲ Survey information updating, to identify priorities for protection.
- ▲ Survey of Mahia whaling sites, survey of Wairoa-Mahia coast.

*Te Urewera:*

- ▲ Sizeable areas of important ecological, geological or historic/cultural values which do not already have formal protection (protection may be sought through conservation covenants).
- ▲ Survey of historic places in the inland valleys of the Whakatane, Horomanga, Waiau rivers and Lake Waikaremoana.

*Waioeka:*

- ▲ Areas providing ecological links between protected areas.
- ▲ Representative areas such as valley systems.
- ▲ Systematic assessment (but not full PNAP survey) of ecological protection priorities as a secondary priority after Tairāwhiti.
- ▲ Archaeological survey of the Opotiki flats.

*Raukumara:*

- ▲ Negotiation of conservation covenants in partnership with landowners, relating to approximately 60,000 ha of nationally important indigenous forest between the Raukumara Conservation Park and the coastal zone.

*Tairāwhiti:*

- ▲ Generally a high priority for new protected areas.
- ▲ Remnant areas of high ecological diversity in general.
- ▲ Survey of Tiniroto, Mahia and Waihua Ecological Districts in order to complement available information.
- ▲ Archaeological survey especially in the north of the subregion (Awatere, and the south side of the Waiapu Valley).



### 3.3.2 LAND CLASSIFICATION AND DISPOSAL

When the Department of Conservation was formed in 1987, it assumed control of land of various status from the former organisations. Land held under the Reserves Act 1977 and National Parks Act 1980 came from the Department of Lands and Survey and retained its existing status. State Forest and unalienated Crown land which had natural or historic value transferred as Stewardship Areas<sup>17</sup>, subject to the new Conservation Act 1987. Crown land riverbank strips became marginal strips and the Raukumara State Forest Park became a Conservation Park under the Conservation Act.

We therefore have a situation where the Department is administering large tracks of land for essentially the same conservation purpose but under the provisions of three separate pieces of legislation. For example, moving east from Te Urewera National Park there are the Waioeka Conservation Area, Waioeka Scenic Reserve, Urutawa Conservation Area and Raukumara Conservation Park. This situation is confusing for the public, does not promote a positive or focused conservation identification and can create difficulties for the department in applying consistent management policies. The legacy has also included areas which do not have appreciable natural or historic values. Administration of these constitutes a diversion of resources away from conservation management activities.

Consideration will therefore be given in the implementation of this CMS, to reclassification and occasionally disposal of areas under the Conservancy's administration. Such consideration would be prompted by management or prioritising difficulties on a case by case basis, with the exception of the Waioeka, Te Urewera and Raukumara subregions (discussed further below), and would be guided by the discussion, objectives and implementation statements outlined in this section.

*Classification:* There is provision in existing legislation to alter the status of the various areas. However, this can be a complex and costly task (especially if survey work is involved) and it is proposed that this action only be taken when a management issue requires to be addressed.

Under Section 16 of the Reserves Act 1977 there is a requirement to formally classify all lands held under that Act for their appropriate purpose. For instance, areas which are held primarily for their natural or historic values are classified as scenic, nature or scientific reserves. The majority of existing reserves in the Conservancy have been classified. These classifications will be reviewed where there is a change in purpose of the land or a change in administering authority.

*Disposal of Land:* Approximately 450,000 hectares of land are administered by this Conservancy. The land was acquired over time on the basis that it has significant natural or historic value. However, cases inevitably arise where small portions of that land are determined not to have sufficient value to warrant retention. It is generally not in the interest of conservation to continue to manage these areas, and disposal options will therefore be assessed. This may arise as a Conservancy initiative, or as a result of an approach by an adjoining landowner or other interested party. There are national policy guidelines for disposal of land<sup>18</sup>. The procedures generally include public advertising and consultation with relevant iwi.

<sup>17</sup> Section 62 of the Conservation Act provides that state forest land or crown land transferred to the Department of Conservation which did not hold some other special status, shall be deemed to be held for conservation purposes until formally gazetted. Section 61 of the Act has a similar provision relating to forest parks and sanctuaries.

<sup>18</sup> The "Guideline and Procedures for Disposal of Land" Department of Conservation (22 May 1991).

## Management Objective

### *Classification:*

1. To ensure that land is classified and managed under appropriate legislation according to its primary purpose.

### *Disposal:*

2. To investigate disposal of areas that do not have conservation values.

## Implementation

### *Classification:*

1. The status of land will be altered where there is found to be a significant inconsistency between the existing status of that land and objectives for its management.
2. A planning study will be undertaken to determine whether any changes to status and/or boundary alterations should be made to Te Urewera National Park, Waioeka Gorge Scenic Reserve, Waioeka and Urutawa Conservation Areas and Raukumara Conservation Park, to achieve more consistency of status throughout that tract of land.
3. Public consultation will be undertaken where provided for by legislation or where considered appropriate.
4. New acquisitions will be classified consistently with significant adjoining areas and in accordance with the source of acquisition funding, where this is consistent with the primary purpose for its management.
5. The formal setting apart from land that is held under Sections 61 and 62 of the Conservation Act will be done only as necessary.
6. Land held under the Reserves Act that has not been classified will be classified according to its primary management purpose.
7. Guidelines will be developed for the management of riparian areas managed by the Department.

### *Disposal:*

8. Disposal will be considered for areas managed by the Conservancy which:
  - have lost their value as a result of the destruction of the natural or historic features;
  - would not materially enhance the natural, historic or recreation values of an adjacent area;
  - are no longer required for the purpose for which they are held;
  - would be managed more appropriately by another organisation or person, perhaps subject to a suitable covenant or agreement.

9. Where the costs of disposal outweigh the benefit then the area will be retained.
10. Public consultation will be undertaken in accordance with legislative requirements.

### Strategic Implications for Subregions

*Classification:* The objectives and implementation statements for classification and disposal will apply generally throughout the Conservancy. In addition the Urewera, Raukumara and Waioeka subregions are the most significantly affected by this issue, and will be the subject of a planning study to determine the most appropriate classifications for these subregions.

### 3.3.3 THE ROLE OF RESEARCH

#### Introduction

This section addresses the role of research and key research needs in the East Coast Conservancy. The related areas of ecological information, monitoring and survey are covered in s.3.3.10, and remaining survey or monitoring issues and priorities are addressed in the sections to which they refer (eg New Protected Areas s.3.3.1, Problem Animals, 3.3.13 and Threatened Species 3.3.18).

*The Role of Research:* In order to conserve natural and historic resources successfully, the Conservancy needs to be able to answer some fundamental questions;

- what is the nature of the resource?
- what is the nature of change affecting it?
- the effect of that change?
- what are the goals and requirements for its conservation?

The role of research in all of this is to facilitate successful management. Survey might tell us the situation at any point in time, whereas monitoring is an on-going feedback mechanism. Monitoring can provide information on trends, the rate and type of change. It does not tell us *why* the change is happening, and *how* the situation might be managed effectively. Research, on the other hand, examines these things.

In the East Coast Conservancy, the biggest information gaps relate to:

- ▲ Causes of deterioration of ecosystems.
- ▲ Causes of decline of threatened biota.
- ▲ Identification of bioindicators : phenomena or biota that are key indicators of ecological health and change.
- ▲ Consequences of various pest management techniques on ecosystems and biota.
- ▲ Management techniques to most effectively reverse deterioration of ecosystems and decline of threatened biota.
- ▲ Management techniques to protect populations of animals and plants that need multiple ecosystems or disturbed sites for their life cycles (eg kaka, galaxiids, eels, *Plantago spatbulata*, kakabeak).
- ▲ Understanding the extent, significance and management needs of historic resources.
- ▲ Historic resources methodologies and techniques for inventory and assessment, protection and conservation, management approaches and regimes.
- ▲ Investigations of historic site types or specific topics, for interpretation purposes.

- ▲ Management techniques to enhance the experience and education of visitors to conservation areas while minimising their impact.
- ▲ Management techniques that have minimal environmental impact (eg biological control).
- ▲ Preventative techniques : eg prevention of marine mammal strandings and weed outbreaks.
- ▲ Cost-effective, user-friendly survey and monitoring techniques.
- ▲ Ecology and conservation management of little-known ecosystems (eg littoral and riparian ecosystems).

Most research affecting conservation management is carried out at a national level through the Department's Science and Research Division or by researchers contracted by the Department. Research which may not be a national priority but which would benefit the local situation is carried out at Conservancy level, either through Conservancy staff, or through assistance to external researchers such as university research projects or other national agencies such as the Crown Research Institute.

The Conservancy submits research projects for national consideration annually, through the formal system of bidding for departmental research funds. Research topics are identified by the Conservancy, submitted to specialist groups then developed for consideration and allocation by the Science Advisory Board.

#### Management Objectives

1. To contribute (along with survey and monitoring) to the provision of a sound information base on which to make conservation management decisions.

#### Implementation

1. Research will be directed to where change is threatening fragile ecosystems and/or threatened plants and animals, and the causes are unclear.
2. Priorities for research will be established and regularly reviewed (indicative priority areas are listed above).
3. Research will continue in the most efficient and cost-effective way, as resources allow.
4. Research results will be captured and made available to the public where appropriate via a series of files and database storage/retrieval systems.
5. The Conservancy will co-operate with other agencies in research of benefit to conservation.
6. Priorities for research will be established annually, taking into account both immediate and longer term study objectives. Changes in national priorities may alter Conservancy priorities.

#### Strategic Implications for Subregions

The objectives and implementation statements will apply generally throughout the Conservancy, with the following research needs having particular relevance for specific subregions:



*All Coastal Subregions:*

- ▲ Ecology and conservation management of little-known ecosystems (eg littoral and riparian ecosystems).
- ▲ Preventative techniques : eg prevention of marine mammal strandings and weed outbreaks.

*Te Urewera and Raukumara:*

- ▲ Consequences of various pest management techniques on ecosystems and biota.
- ▲ Management techniques that have minimal environmental impact (eg biological control).
- ▲ Management techniques to most effectively reverse deterioration of ecosystems and decline of threatened biota.
- ▲ Management techniques to protect populations of animals and plants that need multiple ecosystems or disturbed sites for their life cycles (eg kaka, galaxiids, eels, *Plantago spatulata*, kakabeak).
- ▲ Management techniques to enhance the experience and education of visitors to conservation areas while minimising their impact.

*Waioeka and Tairāwhiti:*

- ▲ Causes of decline of threatened biota.
- ▲ Management techniques to most effectively reverse deterioration of ecosystems and decline of threatened biota.
- ▲ Management techniques to protect populations of animals and plants that need multiple ecosystems or disturbed sites for their life cycles (eg kaka, galaxiids, eels, *Plantago spatulata*, kakabeak).
- ▲ Management techniques to enhance the experience and education of visitors to conservation areas while minimising their impact.
- ▲ Management techniques that have minimal environmental impact (eg biological control).
- ▲ Ecology and conservation management of little-known ecosystems (eg riparian ecosystems).
- ▲ Preventative techniques : eg prevention of weed outbreaks.

3.3.4 COMPLIANCE
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There are approximately 23 Acts and 31 sets of regulations administered by the Department. The main purpose of these controls is the protection of natural and historic values. In addition there are many other Acts and regulations where the Department has powers or duties. These statutes and regulations specify a wide range of actions which are either prohibited or controlled.

The international convention CITES<sup>19</sup> comprises another (albeit minor) aspect of this Conservancy's compliance activity. The CITES applies to the import, export, or re-export of living specimens or derivatives of plants and animals, as listed in the Trade In Endangered Species (TIES) Act 1989 as endangered, threatened or exploited. The Act is mainly policed by Customs and Ministry of Agriculture and Fisheries Border Patrol Staff at ports of entry, the closest being at Napier. The East Coast Conservancy office liaises with those authorities through the Hawke's Bay Conservancy office and the Department's CITES administration at Head Office, Wellington.

<sup>19</sup> CITES refers to the international "Convention In Trade in Endangered Species".

Compliance work emphasises encouraging people to comply with the laws administered by the Department (this can be through negotiating with specific groups, raising the public awareness of communities about the issues, publicising the laws etc). The next step is the more severe “enforcement” of those laws. Effective enforcement relies on:

- ▲ having an effective law enforcement capability (and may include such things as warranting of officers and appointment of honorary rangers),
- ▲ having effective and consistent statutory powers, and
- ▲ having sufficient and effective resources available to respond to situations in a positive, proactive and effective way.

### Conservation Management Issues

There is little public knowledge of either the requirements of conservation legislation, or the extent to which non-compliance can threaten natural and historic values.

Natural and historic values are damaged by a range of activities contrary to statutes administered by the Department. Statutes address activities such as disturbance or destruction of habitats, species or historic places (through fire, animal trespass), removal of natural material or artefacts, destruction or trade in protected species or biota in marine reserves, vandalism and dumping of rubbish and damage through use of vehicles, vessels or aircraft. Key compliance issues in this Conservancy include:

- ▲ unauthorised fires
- ▲ hunting or taking protected species (such as kereru, totara)
- ▲ cultivation of cannabis on land managed by the Conservancy
- ▲ infringement of whitebaiting regulations
- ▲ removal of historic artefacts from reserves
- ▲ rubbish in remote areas
- ▲ non-compliance with conditions of authorisations (such as access restrictions)
- ▲ hut fee compliance

Compliance and law enforcement is a difficult activity in this Conservancy, given the large area of land involved and its isolated nature. The Conservancy will therefore emphasise building a support network involving co-operation with other agencies, trained honorary rangers, and fostering an aware and supportive community.

The Conservancy will emphasise compliance activities. However, when compliance has not proven effective or when the severity of the infringement demands it, the Conservancy is committed to following through with enforcement measures. The Department prefers to encourage compliance but will not hesitate to carry out law enforcement when this is not achieved.

### Management Objectives

1. To aid the protection of natural and cultural values within the Conservancy by ensuring compliance with conservation regulations and laws.
2. To promote compliance with conservation laws through increasing public awareness of compliance reasons and requirements.

3. To provide an effective and efficient compliance and law enforcement capability.
4. To pursue enforcement through prosecution when necessary.

### Implementation

1. Information, publicity campaigns and advocacy will raise public awareness of both the legislative requirements, and the damage that such activities cause to the natural and historic values administered by the Department (*s.3.5.1 Conservation Awareness refers*).
2. The present honorary warranted officer support network will be further developed.
3. The Conservancy will liaise (both formally and informally) with other law enforcement agencies.
4. Systems and standards will be established for the Conservancy for
  - efficient and effective investigation, reporting and actioning of reported or detected offences, and
  - proper reporting and decision making on prosecutable offences.
5. Training will be provided for stipendiary and honorary warrant holders, and for selected Conservancy staff to enhance their compliance and law enforcement skills.
6. Monitoring and surveillance time will be included in planning for normal field management.

### Strategic Implications for Subregions

The above objectives and implementation statements will have general application across the Conservancy. All coastal subregions have potential compliance and law enforcement priorities relating to the Marine Mammals Protection Act, and the Marine Reserves Act. The following are priority issues for specific subregions:

#### *Western Coast:*

- ▲ Compliance with fire regulations between Ohiwa and Torere.
- ▲ Taking of kereru.

#### *Eastern Coast:*

- ▲ Fire Regulations at Hicks Bay, and the coastal areas between Anaura and Wharekaka; Poverty Bay and Tatapouri.
- ▲ Unauthorised long term camping and vegetation destruction at Anaura.

#### *Southern Coast:*

- ▲ Unauthorised fires in areas of high risk such as Mahia and the southern coast lagoon areas.
- ▲ Infringement of whitebait regulations in the Mahia isthmus area and Wairoa River.

*Te Urewera:*

- ▲ Taking of kereru, especially in the wider Ruatahuna area.
- ▲ Unauthorised fires in the vulnerable Whakatane and Waimana valleys.
- ▲ Unauthorised air access throughout the subregion.

*Waioeka:*

- ▲ Unauthorised fires.
- ▲ Taking of kereru, particularly in the Toatoa area.

*Raukumara:*

- ▲ Unauthorised fires and taking of kereru in the Pukeamaru area.
- ▲ Unauthorised air access is a compliance issue throughout the subregion.

*Tairāwhiti:*

- ▲ Unauthorised fires in high risk areas such as Tutaemaro, the wider Tuai area and the lower reaches of the Mohaka River.
- ▲ Infringement of whitebaiting regulations in the Te Arai and Waipaoa Rivers south of Gisborne, and the Wharekahika River into Hicks Bay.
- ▲ Taking of kereru in the Matawai Conservation Area, the Aorangiwai Scenic Reserve in the Ruakituri locality.
- ▲ Difficulties regarding maintaining a staff field presence in this subregion are a priority issue.

3.3.5 MANAGEMENT PLANNING
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The Conservation Act, sections 17D to 17I, establishes the management planning framework for the Department, requiring the preparation of this Conservation Management Strategy (CMS) as the primary management planning document for the Conservancy, and providing for Conservation Management Plans (CMPs) for detailed management functions or areas as required.

The relationship of the CMS to other planning mechanisms was described in *s.1.1.4*. This section refers specifically to management plans for various land areas administered by the Department.

The most recently approved management plan in the Conservancy is Te Urewera National Park Management Plan 1989. This planning document will remain the guiding document for the National Park with amendments as necessary for consistency with the provisions of this CMS. All other management plans were written prior to the establishment of the Department have since expired and are no longer operative.

### Conservation Management Issues

*New plans:* The provisions in this CMS adequately address the planning requirements of most areas managed by the Conservancy at present. Any new conservation management plans must be consistent with the objectives of this CMS<sup>20</sup>. However the Conservancy does not intend to

<sup>20</sup> The CMS is binding on the Department of Conservation. Management plans prepared by local authorities under the Reserves Act 1977 are not affected.



develop any new CMPs at the time of writing except for a review of Te Urewera National Park Management Plan. Informal management planning guidelines may be developed for certain (usually smaller or modified) areas which require detailed management provisions. Management planning guidelines will be developed for these reserves, which will involve public consultation and participation opportunities.

The decision to develop future CMPs or management guidelines will be based on the considerations outlined in the implementation statements listed below.

The Conservancy is currently investigating the management planning issues relating to Te Puia Hot Springs Reserve in the Tairāwhiti subregion, and the Whakamahi Government Purpose Wildlife Management Reserve in the Southern Coast subregion. Both of these places are heavily modified areas, with significant natural and historic (particularly recreation) values. The uses of the Whakamahi lagoon area potentially conflict with protection of the values. Both reserves have generated a great deal of community interest in their management.

The Conservancy may also assist in the development of management plans associated with conservation covenants.

*Public Participation:* The Department manages land on behalf of the public. To be effective in its management the Conservancy needs to know the communities' views and have community support. The Conservancy is therefore committed to genuine consultation in management planning, which means that the views of the community and tangata whenua are considered before decisions are finalised. Feedback will generally be given explaining why particular community aspirations or concerns have been accommodated (or not).

The process guiding the development of this CMS and future CMPs is prescribed in the Conservation Act, and includes statutory provisions relating to consultation and public participation. Future planning, including the preparation of management planning guidelines will be guided by these provisions on a scale appropriate to the level of planning being undertaken in each case.

*Other Planning Initiatives:* The Conservancy needs to work co-operatively with its geographic and administrative neighbours, in recognition that areas can seldom be managed in isolation from their surroundings. The Conservancy will participate (as appropriate) in planning exercises initiated by regional and local government relating to the management of their lands and reserves, particularly those with conservation significance.

The operations and resource plans outlined in the introduction to this CMS govern daily conservation activities. Because they address departmental management activities, they are required to be in accordance with the CMS. These internal plans will not be publicly notified, but may be discussed at Conservation Board meetings by any interested parties.

#### **Management Objectives**

1. To ensure integrated management of all areas under the Department's administration.
2. To provide opportunities for tangata whenua and the community to be involved in the preparation of any CMPs or management planning guidelines.

## Implementation

1. This CMS will be the basic planning document for the Conservancy. Any existing management plans and any subsequent plans must conform to the objectives and implementation provisions in the CMS.
2. Future conservation management plans may be developed when:
  - the Minister of Conservation requires a CMP to be prepared for a particular place, or
  - the natural and historic values are significant in the context of the Conservancy (rather than locally or subregionally significant), or
  - the area has a Conservancy-wide or higher profile, or particular significance to an iwi, and
  - special issues have arisen, or circumstances have changed significantly in a particular area, to the point where this CMS no longer offers management guidance in sufficient detail to address the issues (eg significant changes in the various competing demands on an area).
3. Future management planning guidelines may be developed when:
  - the natural and historic values are locally or subregionally significant, and
  - the area has a high profile in the local community, or to sectors of the community, or to tangata whenua, or
  - special issues have arisen, or circumstances have changed significantly in a particular area, to the point where this CMS no longer offers management guidance in sufficient detail to address the issues (eg significant changes in the various competing demands on an area).
4. The Conservancy will continue to seek the early and ongoing involvement of the East Coast Conservation Board in the development of CMPs and management planning guidelines.
5. Input will be sought from tangata whenua in addition to any formal opportunities for participation, when preparing conservation management plans or management planning guidelines.
6. Input will be sought from the wider community when preparing conservation management plans, or management planning guidelines, particularly from conservation groups, user groups and adjoining landowners.
7. The Conservancy will encourage joint management planning exercises for areas with significant natural and historic resources which are managed by other agencies (*s.3.5.3 Statutory Advocacy refers*).
8. Management planning guidelines may, if considered necessary, be prepared for Te Puia Hot Springs Reserve and the Whakamahi Government Purpose Wildlife Management Reserve in the Southern Coast subregion.

9. The areas administered by the Department within Te Urewera subregion will be managed according to the provisions of Te Urewera National Park Management Plan, where they are consistent with this CMS.
10. Management planning guidelines will be consistent with this CMS. Where any provisions in CMPs or Te Urewera National Park Management Plan are inconsistent with this CMS, the management plan will be amended, and the CMS provisions will apply in the interim.

### Strategic Implications for Subregions

The objectives and implementation statements apply generally throughout the Conservancy. The following statements are particular to the relevant subregions:

#### *Southern Coast:*

- ▲ Preparation, if considered necessary, of management planning guidelines for the Whakamahi Government Purpose Wildlife Management Reserve.

#### *Te Urewera::*

- ▲ The provisions of Te Urewera National Park Management Plan will generally be used to guide the management of all areas managed by the Department in the subregion, to seek to ensure that there is compatible land management across the subregion.

#### *Tairāwhiti:*

- ▲ Preparation, if considered necessary, of management planning guidelines for Te Puia Hot Springs Reserve.

### 3.3.6 LANDSCAPE

The concept of permanent protection of natural areas has from the start been primarily a landscape concern. In 1864 the Yosemite Valley in California was formally protected for its outstanding natural landscape values and in effect became the world's first protected natural area. In contemporary New Zealand, the Department of Conservation is responsible for the management of the nation's most significant areas of natural landscape and for ensuring that both extractive uses and development of protected areas for recreation and tourism are undertaken in such a way as to be consistent with their conservation.

"Landscape" is defined in the Conservation Act 1987 as one of the natural resources the Department is to conserve. The Department is also empowered to promote the conservation of landscape through a variety of advocacy mechanisms.

*Landscape in the East Coast Conservancy:* The Western Coast subregion is famed for its spectacular coastal landscape – a narrow coastal margin of rocky bays backed by pohutukawa, with the bush-clad Raukumara Range forming the backdrop. The landscape character of the Eastern Coast is entirely different from this, based on a geology of sedimentary sandstones, mudstones and siltstones, and having been subject to extensive historical land clearance. Landscape and landforms are much larger, forest remnants are scarce, and colours are strongly influenced by geology such as the volcanic forms of the Lottin Point and Hicks Bay area, and the mudstone cliffs of Young Nick's Head. The Conservancy's southern coast is characterised by significant



coastal lagoons. These are among the most important wetlands on the eastern side of the North Island from East Cape to Cape Palliser. The Urewera is the largest continuous tract of original landscape remaining in the North Island, recognised in its National park status.

The Waioeka Subregion comprises a complex of scattered but substantial protected areas forming a corridor between the Te Urewera and Raukumara tracts. State Highway 2, the major transport route between the eastern Bay of Plenty and Poverty Bay traverses the Waioeka Gorge Scenic Reserve and is widely regarded as one of the most scenic drives in the country. The Raukumara Subregion with its largely primary forest landscape provides an impressive backdrop to eastern and western coasts. Much of the landscape in the subregion is protected in the Raukumara Conservation Park.

By contrast, the Tairāwhiti subregion is a vast area of almost entirely modified, largely pastoral hill country landscape now undergoing extensive conversion to plantation forestry. The landscape is famed for its instability and consequent degradation by erosion.

*Landscape Protection:* In the past, the protection of landscapes, landforms, geological features and soils has usually been a by-product of the protection of scenery and biota. There has been a general lack of awareness of the linkages between geology, landform, soils and biota. Therefore the role of protection of landscapes, landforms, geological features and soils was not widely recognised, and the value of protecting representative as well as spectacular landscapes was not widely understood.

Although resource management and conservation legislation has drawn the importance of landscape protection to the public eye, we are operating with a general lack of information. There is limited information about the diversity and significance of landscapes in the Conservancy (underwater landforms in particular). Because of this, we may fail to recognise when these are in a degraded, vulnerable or threatened state. The integrity of landforms can be damaged by inappropriate land use activity or land use patterns. Some activities and developments can have a significant impact on landscapes, landforms, geological features and soils, depending on the scale of the activity and the capacity of the feature involved to absorb it. The preservation of natural character is a case in point, with both the Western and Eastern subregions vulnerable to a loss of natural character in the face of increasing coastal development.

The existing protected area network does not adequately protect representative examples of the original New Zealand landscape, and there is uncertainty about how much effort the department should put into protecting landscapes, landforms, geological features and soils, particularly when those features are under introduced vegetation. There is poor representation of 'original' coastal landscape in protected areas of all three Coastal subregions, and in the Tairāwhiti Subregion. In the case of the Waioeka Subregion it is more an issue of seeking protection for the landscape gaps in the protected area "corridor" there.

*Management of Impacts on Landscape<sup>21</sup>:* Facilities and sites can have negative impacts on landscape if they are poorly designed or inadequate to meet the needs of visitors. Badly designed facilities can detract from the surrounding landscape, and inadequate provision for visitor numbers can result in deterioration of the areas surrounds sites due to spillover. Some recreation sites and facilities managed by the Conservancy will need to be upgraded and redesigned to meet known visitor

<sup>21</sup> Please read in conjunction with s.3.3.8.2 Resource Use or Extraction and s.3.4.3 Facilities. The implementation statements relating to this subsection are consistent with, and are intended to elaborate on the landscape considerations of the cross-referenced sections.



needs. Projected increases in visitor numbers (particularly in regard to the Te Urewera Subregion) will place existing facilities and their surrounds under even greater pressure.

Other sites and facilities on lands administered by the Conservancy (eg facilities associated with concession activities) will need to be carefully monitored in terms of design and intended use.

The Conservancy is occasionally approached by agencies wishing to use lands for public utilities associated with communications or energy. Many sites sought for communication facilities are on visually prominent hill tops and can adversely affect landscape values on lands administered by the Conservancy. Dams, storage lakes, associated buildings and structures have the potential to damage natural and historic resources and recreation values by damaging natural character/landscape values.

The Conservancy may also be approached for authorities to carry out exploration, mining or quarrying activities on lands we manage. Such activities (along with their associated roading and tracking) can result in a variety of negative impacts on the landscape, including erosion, sedimentation of water bodies, indigenous vegetation clearance, changes in landform or geological features and spread of problem plants.

Some exploration, mining and quarrying methods are more destructive to the landscape than others (eg opencast mining), and site rehabilitation can be difficult and expensive. In addition, guaranteeing adequate site rehabilitation can be a challenge.

### Management Objectives

#### *Landscape Protection:*

1. To assist other agencies and expert groups to identify the diversity and significance of the Conservancy's landscapes, landforms, geological features and soils, and to raise the level of general knowledge of landscape values in the Conservancy.
2. To assist in protecting outstanding and significant natural and cultural features and landscapes in the Conservancy, including unique, representative or culturally significant examples of landscapes, landforms, geological features and soils, through sound landscape management and advocacy.
3. To increase public awareness and understanding of landscapes, landforms, geological features and soils, and the linkages between these and biota.

#### *Management of Impacts:*

4. To maintain landscape quality and values in areas administered by the Conservancy through sound landscape management which emphasises avoidance, minimisation of negative impacts on landscape, and rehabilitation of degraded sites.

## Implementation

### *Landscape protection:*

1. The Conservancy will prepare an inventory of significant, unique or representative landscapes, landforms, geological features and soils<sup>22</sup>. The Conservancy will encourage and assist other agencies to undertake similar identification initiatives.
2. The Conservancy will manage the areas under its administration to maintain or enhance the landscape values there.
3. The Conservancy will participate in regional and district council planning processes under the Resource Management Act 1991 and Local Government Act 1974. This participation will seek provision in regional policy statements, regional plans, district plans, annual plans or resource consents for:
  - Better conservation and protection of unique and representative examples of original landscapes, landforms, geological features and soils.
  - Preservation of the natural character of the coasts in this Conservancy, and particularly coastal environments, wetlands, lakes and rivers, and their margins.
4. The Conservancy will advocate generally for protection of unique, representative or significant landscapes, landforms, geological features and soils. Advice on the protection and management requirements for landscape conservation will be provided as necessary.
5. The Conservancy will act to raise the understanding and awareness of people about the values and significance of landscapes, geological features, landforms and soils through visitor and volunteer programmes, publications, and education programmes.
6. The Conservancy will advocate for the preservation of the Cook Landing Site 'Cone of Vision'.

### *Impact Management:*

7. All new development or upgrading projects will be undertaken in a way that minimises the impact on the environment.
8. Applicants wanting to locate facilities or utilities, or to undertake mineral related activities, on lands administered by the Conservancy will be required to provide a full landscape impact assessment which identifies landscape impacts and ways to avoid, mitigate or remedy these (including design, site rehabilitation, and on-going maintenance of rehabilitation works). The assessment will be required as part of the environmental impact assessment referred to in s.3.3.8.2.
9. A professional landscape architect will be required to provide advice and guidance on the landscape aspect of all proposals for significant development in areas managed by the Conservancy. Where a development arises from the issue of a lease, licence, concession or other authority the costs of landscape input will be met by the applicant.

<sup>22</sup> The Geopreservation Inventory (Kenny and Hayward, 1993) will provide the basis for this work.

10. The Conservancy will address the avoidance, mitigation or rehabilitation of landscape impacts in conditions on any authorities granted, and will review the conditions of existing authorities as opportunities arise.
11. Landscape rehabilitation plans are to be approved by the Conservancy prior to any works associated with the project beginning.

### Strategic Implications for Subregions

The objectives and implementation statements apply generally throughout the Conservancy. Many of the landscape issues described in this section are addressed primarily in other sections of this CMS (*s.3.5.3 Statutory Advocacy, s.3.3.1 New Protected Areas; s.3.3.16 Ecological Restoration and s.3.5.2 Community Involvement; s.3.5.1 Conservation Awareness; s.3.4.3 Recreation Facilities refer*). However the landscape implications are highlighted as follows:

#### *Western Coast:*

- ▲ Preservation of the natural character of the coast in the context of residential and tourist development.
- ▲ Negotiation of new protection to achieve representation of 'original' coastal landscape.
- ▲ Restoration of pohutukawa.

#### *Eastern Coast:*

- ▲ Preservation of natural character in areas under development pressure.
- ▲ Protection of all remnants of original landscape.
- ▲ Advocacy for the long term legal protection of the Cone of Vision associated with the Cook Landing Site National Historic Reserve.
- ▲ Restoration of pohutukawa.
- ▲ Landscape management input into the development and management of recreational sites and facilities in areas such as Cook's Cove.

#### *Southern Coast:*

- ▲ Landscape management input into recreational facility development (eg interpretation) at coastal lagoons including Whakamahi.
- ▲ Negotiation of additional protection for lagoon landscapes.

#### *Te Urewera:*

- ▲ Landscape management will be essential to ensure that standards are met in planning and design of new recreational and tourism facilities.

#### *Waioueka:*

- ▲ Negotiation for additional protection to 'plug the gaps' in the landscape corridor between Te Urewera and Raukumara protected areas.
- ▲ Ongoing landscape management input into maintenance and upgrading of recreational and interpretation facilities and opportunities through the Waioueka Gorge.

*Raukumara:*

- ▲ There are few substantive landscape issues associated with this subregion.
- ▲ Occasional interest in mining may occasion landscape rehabilitation issues.

*Tairāwhiti:*

- ▲ Negotiation of additional protection to achieve better representation of scarce original landscape is important.
- ▲ Advocacy for sustainable land management and landscape rehabilitation in erosion prone and erosion damaged areas.
- ▲ Ongoing landscape management input into recreational development in any of the numerous small reserves scattered throughout the area.

3.3.7 HISTORIC PLACES
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The Department has functions to conserve historic values and places in the areas it administers, and to advocate for historic resource conservation generally. In addition to these functions, it has a legal commitment to the principles of the Treaty of Waitangi, which is reflected in a working relationship with iwi Maori in the management of sites of significance to them.

The Historic Resources Strategy outlines the direction for the Conservancy's future management of historic resources. Fundamental to any long term management of the Conservancy's historic resources is the need to have a clear understanding of the Conservancy's historic values, along with a clear understanding of the threats they face. This task is especially relevant to historic places in areas not managed by the Conservancy. Although we do not have full information on historic places in protected areas, they have legal protection, and do not face the same development pressures or land management threats as others. Information gathering regarding protected areas has therefore received a lower priority in the past.

Management of historic places over the next decade will reflect a national strategic trend to refocus activity to gaining knowledge and to conservation of places administered by the Conservancy (including investigation of specific sites or areas). These activities will also be carried out in relation to other historic places in conjunction with other authorities, or when the activity will benefit conservation of historic places which are under the Conservancy's administration.

General directions for management will also include a shift away from the role of being a primary advocate. Instead the Conservancy will encourage the community to become aware of, support and ultimately share in the responsibility of conserving historic values in this Conservancy, primarily through liaison (with the Historic Places Trust, local government, iwi and the general public), public awareness initiatives and information sharing.

*Conservation of Historic Values in Areas Managed by the Conservancy:* The Conservancy's historic function is focused on protecting and conserving historic values, and is directed by the Historic Resources Strategy. Some historic places under the Conservancy's administration have been assigned special protected status (such as Historic or National Historic Reserves). For all other historic places, initial protection is provided for those over 30 years of age. A protection plan will be developed which addresses all known historic places managed by the Conservancy. It will designate sites for:



- ▲ active management
- ▲ further assessment of significance, or
- ▲ passive protection (default legal protection only)

Active management activity will be targeted to a small number of historic places that are of high significance<sup>23</sup>, due to their representativeness of the total period and diversity of human settlement, human interactions and human impacts on the landscape. Fifteen places of historic importance to the East Coast Conservancy have been identified to date for active management. These places reflect the rich cultural heritage of the Conservancy (Aniwaniwa Visitors Centre and waka, Hine Rae Historic Reserve, Waitohi Historic Reserve, Opou Covenant); the importance of the arrival of Cook, (CLSNHR and the Cone of Vision<sup>24</sup>, Cooks Cove); early European settlement and development (Turbine trader, Te Puia Hot Springs, Manganuku Bridge, Tauranga Bridge) and the turbulent period of the NZ Wars (Onepoto Redoubt, Lake Kiriopukae cemetery, Onepoto whaleboat and petroglyphs, Kainaha cemetery).

As further areas are surveyed and sites are assessed under the protection plan, more areas for active management may be added. The East Coast Conservancy is also the caretaker for many taonga, some of which are of national significance and which will be managed accordingly.

Practical management of historic places focuses on minimising the acts of inappropriate human actions, the main methods being initial survey and assessment of areas, prioritisation of sites for active protection, preparation of detailed conservation plans for significant sites, practical conservation according to conservation plans (and based on ICOMOS<sup>25</sup> standards), ongoing maintenance and monitoring of sites, and supplementary public awareness and liaison. Active management of sites also includes enhanced legal protection initiatives such as re-designating the land more appropriately (*s.3.3.2 Land Classification and Disposal refers*) or through registering sites with the Historic Places Trust etc.

*Protection of Historic Places in Areas not Managed by the Conservancy:* The history of the Conservancy is long and varied, but little is known of the archaeological sites associated with this history. Pressure from development of forestry and building is increasing.

Under the Conservation Act the Department is able to advocate for the conservation of historic resources which are not in areas managed by the Conservancy. This will be achieved by the Conservancy in association with the NZ Historic Places Trust, local and regional authorities, iwi and community groups. This requires a greater knowledge of the resource itself and will require specific historic place surveys.

The Conservancy does not generally become involved in active management of historic places on lands it does not administer. However exceptions are made for historic places of high significance which will be considered on an individual basis.

The Conservancy works in close association with the Gisborne and Bay of Plenty District Committees of the New Zealand Historic Places Trust. The Conservancy also works with NZHPT Wellington over issues of major importance such as the East Coast Forestry Project and provides specialist archaeological advice to the Trust on protection issues.

<sup>23</sup> Significance is assessed according to the criteria in the Historic Places Act 1993.

<sup>24</sup> The Cook Landing Site National Historic Reserve, and associated Cone of Vision (the Cone of Vision is the view of the sea to Young Nick's Head which received protection in the District Plan by a Planning Tribunal decision in 1990).

<sup>25</sup> International Charter on Monuments and Sites (ICOMOS). Appendix Two refers.

Many of the historic places on lands administered by the Conservancy are of cultural and spiritual significance to tangata whenua. Active consultation with iwi is essential in all aspects of management of these historic places, in order to ensure that management is appropriate.

Historic places on lands managed by the Conservancy which are special to iwi Maori will only be interpreted with their approval. Public awareness and education is usually undertaken to target audiences and is guided in the department by the Conservancy's public awareness strategy. (*s.3.5.1 Conservation Awareness refers*).

### Management Objectives

1. To protect and conserve significant historic resources on areas managed by the Conservancy.
2. To advocate for the protection and conservation of historic resources of significance which are not in areas managed by the Conservancy.
3. To manage historic resources of cultural and spiritual significance to Maori in association with tangata whenua.

### Implementation

#### *Conservation on areas managed by the Conservancy:*

1. The Conservancy will develop and maintain an historic resources strategy which will provide a link between the CMS and annual business planning. It includes a regularly maintained public register of actively managed historic places which summarises key management information.
2. The Conservancy will attain an understanding of the values of the historic resources on areas managed by it and the threats these resources face. Historic values will be assessed using Historic Places Act criteria, in consultation with tangata whenua, where appropriate.
3. A Protection Plan will be set in place to determine the appropriate management, and to provide a default level of protection for all historic places managed by the Conservancy (plans may provide for protection of information where physical protection is no longer possible).
4. Area histories, thematic studies and historic place registration will be undertaken as outlined in the Historic Resources Strategy. Area surveys will be undertaken to address gaps and deficiencies in information in relation to land managed by the Department.
5. Survey will also have a general goal of determining the range of site types, and their relationship in time and geography, considering; type, age, relationship, patterns, trends, events, technology, wahi tapu, early settlement and recreation.

6. Significant historic places which represent the history of lands managed by the Conservancy, will be identified and actively managed through conservation plans and legal protection programmes. These will be guided by ICOMOS principles and meet ICOMOS standards, and will provide for both remedial work and long term maintenance to minimise the impacts of inappropriate human actions.
7. Decisions to conserve historic places will be made on the basis of a formal assessment of significance, iwi support, and feasibility.
8. General conservation management affecting "actively managed places" must be consistent with the primary management objective of protection and conservation of their historic values.
9. The Conservancy will encourage awareness of and support for the protection and conservation of our heritage by fostering public knowledge of education and understanding about historic places. Any decision to provide visitor services at a conserved historic place is discretionary and will not adversely conflict with the integrity of the place, or iwi expectations in the case of sites of significance to them.

*Conservation on areas not managed by the Conservancy:*

10. The Conservancy may undertake, co-ordinate or co-operate in archeological survey of specific areas which are not located on areas managed by the department in liaison with NZHPT, NZAA, local authorities and tangata whenua.
11. Information will generally be used to justify and encourage protection of identified sites, although it may be gathered in cases where physical protection of the resource is no longer possible.
12. The Conservancy will actively work towards the protection of historic places of special significance which are not located on land managed by the Department or otherwise protected, and may initiate their protection by acquisition, covenanting or other means. The Conservancy will actively manage historic places which are of high significance on lands not managed by it, by negotiation.
13. The Conservancy will seek protection of historic resources through statutory planning processes. (*s.3.5.3 Statutory Advocacy refers*).
14. The Conservancy will work in conjunction with the NZHPT on a local and national level to promote protection and understanding of historic places.
15. East Coast Conservancy will promote community awareness of, support for, and involvement in the protection and conservation of our heritage through advocacy mechanisms, in association with local government and the Historic Places Trust (*s.3.5.1 Conservation Awareness and s.3.5.3 Statutory Advocacy refer*).
16. The Conservancy will seek long term legal protection for the Cone of Vision associated with the Cook Landing Site National Historic Reserve.

17. The Conservancy will foster an effective and ongoing consultation process with tangata whenua on historic resource management matters.
18. Tangata whenua will be involved in decisions relating to sites of cultural importance to them which are managed by the Conservancy.

### **Strategic Implications for Subregions**

Implementation statements relating to historic protection will apply generally to all historic places managed by the Conservancy.

#### *Western Coast:*

- ▲ Advocacy for protection of historic resources given significant development pressure in this subregion.

#### *Eastern Coast:*

- ▲ Advocacy for historic resource protection in association with the Historic Places Trust; including areas proposed for the East Coast Forestry Project, and long term legal protection for the Cone of Vision associated with the Cook Landing Site National Historic Reserve.
- ▲ Cooks Cove Walkway will receive management input although it is not in an area managed by the Conservancy.

#### *Southern Coast:*

- ▲ Advocacy for historic resource protection in areas not managed by the Conservancy.

#### *Te Urewera:*

- ▲ Priority subregion for historic protection in areas managed by the Conservancy (which contains 7 of the present 15 actively managed sites).
- ▲ There will be little requirement for advocacy in this subregion.
- ▲ Active management of Kainaha cemetery, although not in an area under the Conservancy's management.

#### *Waioeka:*

- ▲ Active management of three sites.
- ▲ Low priority for advocacy is relatively few threats to historic places.
- ▲ Tauranga Bridge will receive management input although not administered by this Conservancy.

#### *Raukumara:*

- ▲ Low priority for advocacy.

#### *Tairāwhiti:*



- ▲ Advocacy for historic resource protection in support of the Historic Places Trust will be a priority in this subregion due to development pressures, including the East Coast Forestry Project.
- ▲ Opou Covenant will receive management input although it is not an area administered by the Conservancy.

### 3.3.8 MANAGING PROPOSALS FOR ACCESS, RESOURCE EXTRACTION OR OCCUPATION

#### Introduction

The Conservancy has a function to manage natural and historic resources for conservation purposes, and to foster recreation and allow tourism where it does not compromise protection of these resources. Many of the approaches made to the Conservancy by other agencies are related to recreation and tourism. Other approaches relate to resource use or extraction.

Proposals relating to recreation and tourism proposals will be discussed in s.3.4.6 Concessions, while this section will cover proposals which are not associated with recreation or tourism, under the general groupings of access, resource use or extraction, and occupation<sup>26</sup>.

#### 3.3.8.1 Access Proposals

*Easements:* The Conservancy often receives applications for rights of way, and rights to convey water, sewage, telephones or transmission lines over land managed by the department.

Easements may be granted for these purposes where:

- ▲ The right site cannot be located on land not administered by the Department, or on other land administered by the Department where the potential adverse effects would be less and;
- ▲ Natural and historic values are not adversely affected and;
- ▲ It does not significantly restrict existing public uses.

Processing an easement often involves public advertising, but this may be unnecessary where public use and natural or historic values will not be significantly affected.

*Search and Rescue:* Search and rescue is frequently undertaken in the rugged areas of the Conservancy such as Te Urewera and the Raukumara. Exercises to maintain this capability are often carried out on land managed by the Conservancy, and this activity is supported by the Department, provided that natural and historic values are not adversely affected.

*Military Use:* The size and remoteness of some lands managed by the Conservancy makes them attractive for defence training. Under the Military Manoeuvres Act 1915 the Governor General may proclaim lands to be available for military manoeuvres. Any other defence activity requires the approval of the Department.

The Department and the New Zealand Defence Force are parties to a Defence Training Agreement (1990) which provides for military training to be carried out on State Areas (as

<sup>26</sup> Although mineral exploration is legally an access issue, mineral related activities are generally management considerations which concern potential or actual extraction of natural resources, so is discussed in s.3.3.10.

defined in the Forest and Rural Fires Act 1977), provided certain conditions are met. Departmental approval to carry out military exercises is issued subject to conditions to protect natural and historical resources, and visitors.

In return the New Zealand Defence Force may make available fire fighting assistance to the Department. Further assistance for various projects including track construction and maintenance, and transportation of departmental personnel to remote conservation areas by road, air and sea can also be provided.

### Management Objectives

1. To allow easements where they will not adversely affect natural or cultural values (including ecological, historic or public use values), or where any adverse effects can be avoided, remedied or mitigated to the Department's satisfaction, and their purposes cannot reasonably be achieved by other means off land managed by the Department.
2. To allow Search and Rescue exercises on lands managed by the Conservancy where those exercises will be carried out in a manner that will not damage natural and historic values for conservation (including adverse effects on recreation experiences and activities).
3. Allow military use of lands managed by the Department in accordance with the 1990 Defence Training Agreement between the Department of Conservation and the New Zealand Defence Force.

### Implementation

#### *Easements:*

1. Easement applications which could compromise natural or historic values may be refused.
2. Easement conditions will take account of natural and historic values and public use of the area.
3. Easement fees will reflect fair market values but may take into account any public benefit.
4. All actual and reasonable costs associated with the processing of an easement will be borne by the applicant.
5. Public consultation will be undertaken in accordance with statutory requirements.
6. The question of access to easements will be dealt with on a case by case basis, but in general new roading will be considered inappropriate.
7. Subject to prior consultation with the Department, maintenance and upgrading of existing transmission lines on Department managed land will be permitted so long as the work is carried out in a way that minimises adverse effects on natural and historic values, to the satisfaction of the Department.

#### *Search and Rescue:*

8. Requests for Search and Rescue activities will be considered on their merits.
9. Activities that adversely affect natural and historic values, will not be permitted.

*Military Use:*

10. The Conservancy will work co-operatively with the New Zealand Defence Force to manage the effects, if any, of military exercises.
11. Requests for military use of areas administered by the Department will be considered on their merits in accordance with the criteria in the Defence Training Agreement.
12. Conditions will be applied to exercises in order to avoid adverse effects to natural and historic values and on visitors.
13. Where areas managed by the Department are subject to a proclamation under the Military Manoeuvres Act 1915, the Department will liaise with the New Zealand Defence Force Headquarters to ensure protection of natural and historic resources.

### Strategic Implications for Subregions

These objectives and implementation statements have the potential to apply Conservancy wide. Defence proposals are more likely to impact on the Urewera and Raukumara regions.

#### 3.3.8.2 Resource Use Or Extraction

*Prospecting, exploration, mining and shingle extraction:* Mining activity on lands administered by the Conservancy is managed under the Crown Minerals Act 1991 and the Resource Management Act 1991. The Crown Minerals Act 1991 requires that mineral permits be obtained from the Ministry of Commerce for the prospecting, exploration or mining of all Crown-owned minerals. Resource consents under the Resource Management Act 1991 may also be required for prospecting, exploration or mining activities. The land managed by the Conservancy cannot be closed to mining except by an Order in Council, but the Minister of Conservation can decline applications for access arrangements.

Access for mining requires an access arrangement between the Minister of Conservation and the holder of the mining permit applications are assessed on merit. Section 61 of the Crown Minerals Act 1991 states that the Minister shall have regard to:

- ▲ the objectives of the relevant legislation under which the land is held;
- ▲ the purpose for which the land is held by the Crown;
- ▲ any management strategies or plans; and
- ▲ safeguards against the potential adverse affects of the proposed mining activities;
- ▲ any other relevant matters.

Under the Crown Minerals Act 1991 the Minister of Conservation has the consenting role for access to crown owned minerals in all protected Crown lands that are either managed by the Department or vested in another body (such as a local authority) pursuant to legislation administered by the Department.

Permits for extraction activities for sand and shingle from river beds and beaches are not currently required under the Crown Minerals Act 1991. However, Regional Councils are

responsible for approving or declining extraction consents under the Resource Management Act 1991, and an access arrangement is still required from the Minister of Conservation where extraction is proposed on land managed by the Department. A list of procedures and general conditions for shingle extraction applications in the Opotiki district has been developed by the Conservancy and the Bay of Plenty Regional Council. These conditions will provide a starting point for the Conservancy's advocacy in such cases (*s.3.5.3 refers*).

Prospecting and low impact exploration can contribute to a greater understanding of the region's mineral resource and may not be incompatible with management aims. However, some resources use or extraction activities (eg mining and gravel/sand extraction) have the potential to impact greatly on natural and historic values. Any application in connection with resource use or extraction needs to be carefully considered<sup>27</sup>

In order to make informed decisions, the Conservancy will require the inclusion of comprehensive environmental impact assessments in all mineral related applications (including those for gravel/sand extraction). Rehabilitation plans, and bonds will be favoured in setting conditions for consent, as means of ensuring that net values are not lost from areas under the management of this Conservancy.

*Power Generation and Irrigation:* The Lake Waikaremoana scheme is the only hydro electric power station at present affecting land managed by the Conservancy. However, a number of rivers within the Conservancy have been investigated for their potential in this respect. These include the Motu and Mohaka Rivers.

Dams, storage lakes and buildings associated with power generation and irrigation installations have the potential to damage natural and historic resources and recreation values through:

- ▲ flooding terrestrial ecosystems;
- ▲ degrading freshwater ecosystems and providing barriers to fish passage;
- ▲ damaging natural character, landscape, historic, cultural and recreation values;

The Conservancy will endeavour (through advocacy or management activities) to ensure that natural and historic values are not compromised by power generation, irrigation or similar activities (*s.3.5.3 refers*). In some cases, special legislation or removal of the protection status would be required for a work to proceed on land managed by the Department.

### Management Objectives

1. To provide access arrangements for prospecting and exploration operations where their effect on the environment is minor and any adverse effects can be mitigated to protect natural, historic and other values for conservation.
2. To ensure that any mineral related activities carried out in areas managed by the Conservancy do not threaten natural and historic values and other conservation considerations, without specific provision for mitigation, rehabilitation or compensation for adverse effects.
3. To ensure that any power generation, irrigation dam facilities (or similar) on lands or waterways managed by the Conservancy do not threaten natural, historic or cultural values.

<sup>27</sup> Please read the discussion, objectives and implementation statements in this section in conjunction with those in s.3.3.6 on Management of Landscape Impacts.



4. To advocate generally for the protection of areas with significant natural or cultural values from any adverse effects of power generation or irrigation dam facilities.

### Implementation

#### *Minerals:*

1. All applicants for an access arrangement to carry out prospecting, exploration, mining and quarrying on lands managed by the Conservancy will be required to provide a comprehensive environmental impact assessment that *inter alia*<sup>28</sup>:
  - assesses mitigation measures (including landscape rehabilitation plans);
  - accurately describe the site and the relative values of natural and historic resources and any other prescribed conservation considerations;
  - accurately describes potential environmental impacts;
  - identifies avoidance, or mitigation measures (including landscape rehabilitation plans<sup>29</sup>).
2. Each application will be considered on its merits.
3. The advice of the relevant iwi and Conservation Board may be sought on each application.
4. In assessing access applications for prospecting, exploration, mining, quarrying or other extractive activities, the Department will consider the following impacts inappropriate:
  - a net loss in natural and historic resources (including landscape values and recreation opportunities) on lands managed by the Department;
  - unacceptable modification of sites of regional or national significance;
  - unacceptable modification of sites of high cultural significance to tangata whenua;
  - degradation of water bodies and damage to freshwater ecosystems;
  - unauthorised modification of historic places.
5. Where access for prospecting, exploration, mining or quarrying is permitted, conditions will be set to avoid, mitigate, remedy or compensate for environmental impacts. This may include application to the Historic Places Trust for permission to modify an archaeological site (Historic Places Act 1993 refers). These measures will be considered hierarchically. Consideration of compensation for loss of values does not imply that compensation will be a generally accepted outcome.
6. All holders of access arrangements will be required to prepare a comprehensive rehabilitation plan appropriate to the scale of the likely effects using appropriate specialists (eg landscape architects).

<sup>28</sup> In general, the environmental impact assessment will be required to follow the model provided by Schedule Four of the Resource Management Act 1991, and the associated definitions in that Act which relate to impacts.

<sup>29</sup> Rehabilitation will always have the objective of restoring the natural character of the affected area.

7. Applicants will be required to implement their rehabilitation plans. The rehabilitation should result in natural landforms and the establishment of conditions that would facilitate natural succession processes. The plan is also to provide for ongoing rehabilitation work.
8. The plan is to be approved by the Department before any works associated with the project begin. Rehabilitation plans may be reviewed and consequently altered by agreement between the Department and the applicant.
9. All holders of access arrangements will be required to have adequate fire and public liability insurance, and to set aside an appropriate bond to cover breaches of conditions. The direct costs associated with assessment of the application will also accrue to the applicant.
10. The Conservancy will monitor holders of access arrangements to ensure that they are adhering to the conditions in the arrangement. The actual and reasonable costs of monitoring compliance within the terms of the access arrangement is to be at the holder's cost.
11. All holders of access arrangements will be responsible for ensuring that visitors are in no danger from their operations. When mining is completed in an area or a mine is abandoned, old mine shafts will have to be permanently sealed, and all exposed faces and loose rock stabilised.

*Hydroelectric Power Generation/Irrigation Schemes:*

12. Proposal for hydroelectric or irrigation dam schemes (or similar activities) on lands managed by the Conservancy will be considered inappropriate if natural or historic values are potentially threatened.
13. The Conservancy will advocate for the protection of lands and waters of significant natural or historic value from such developments which threaten those values.
14. Where developments occur, the Conservancy will seek (or impose, in the case of land managed by the Conservancy) appropriate conditions to protect natural, historic and public access values. An environmental impact assessment report will be required for proposals affecting land managed by the Conservancy.
15. The Conservation will seek the protection of and/or support of other agencies in protection of important waterways in the Conservancy, through National Water Conservation Orders or other means, as resources allow.
16. Existing hydroelectric or irrigation developments will be monitored in respect of environmental impacts.

**Strategic Implications for Subregions**

The above objectives and implementation have the potential to impact on any area managed by this Conservancy, along with the following strategic implications for certain subregions:

*Te Urewera:*

- ▲ Protection of natural and historic values in on-going and future hydroelectric development proposals relating to Lake Waikaremoana and the Waikaretaheke River in this subregion.
- ▲ Protection of fish (especially eel/tuna) passage into the Te Urewera tributaries of the Rangitaiki River, impacted by the Matahina dam below Murupara.
- ▲ Protection of instream and riparian values affected by gravel extraction from the Ruarepuae Stream in the Galatea foothills sector of Urewera National Park.

*Raukumara and Tairāwhiti:*

- ▲ Protection of the Wild and Scenic River status, and National Water Conservation Order requirements for the Motu River and tributaries.

3.3.8.3 Managing Occupation Proposals
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*Grazing:* There are currently 36 grazing licences in the Conservancy involving approximately 725 hectares. Most of these licences have been in place for many years and comprise relatively rough pasture adjoining rivers or are fenced in with an adjoining property to facilitate a practicable fence line. In most cases it would be uneconomic to survey off these areas for sale. The grazing licence is a mechanism by which the Conservancy can have the areas maintained while retaining the ability to impose any necessary conditions. The Conservancy may continue to grant grazing concessions where there is a net conservation gain.

*Telecommunication Facilities:* Many strategically important telecommunications sites are located on lands managed by the Conservancy. However, the erection of such facilities, particularly on visually prominent locations can adversely affect landscape values. They can also impact on important natural or historic sites. Access roads and power lines associated with facilities can create further adverse impacts.

Because the Conservancy manages some of the most inaccessible areas in the country, communication facilities are important for efficient conservation management, and to respond to emergencies such as fire or search and rescue operations. DOC proposals to erect telecommunications on areas under the Conservancy's management will be subject to the same implementation provisions as other agencies, including development of an environmental impact assessment report, but excluding the requirement that alternative sites on lands not managed by the Conservancy be considered first.

*Beekeeping and Similar Uses Involving Occupation of Land Managed by the Conservancy:* Approaches may be made to the Conservancy for authorisation to undertake beekeeping or other activities involving temporary occupation of areas managed by it. The objectives and implementation relating to this are intended to allow controlled use of lands managed by the Conservancy for beekeeping or similar purposes.

*Private Buildings:* There are several club huts and lodges in Urewera National Park and the management plan for the Park sets out conditions relating to these. The Gisborne Search and Rescue Organisation has a hut in Matawai Conservation Area. In addition, the Conservancy administers eleven sections at Opoutama which are let on 33-year leases as bach sites.

Privately owned buildings on lands managed by the Conservancy for conservation purposes are a form of exclusive right of occupation which, in principle, is not supported. Education lodges and other community facilities can provide valuable learning opportunities associated with conservation, safety and bushcraft principles. However, these should be located outside the boundaries of Conservancy managed lands wherever possible.

There may be circumstances in the future where a commercial operator wishes to construct a building in association with a business. Any such application will need to be considered on its merits, taking into account any benefit that could accrue to the public in their use and enjoyment of the area.

### Management Objectives

1. To consider granting new grazing rights and re-issuing existing rights if grazing is performing a conservation or management objective or where the costs of disposal outweigh any gain.
2. To provide for new sites for telecommunication facilities on lands administered by the Department where the applicant can demonstrate that significant natural and historic values will not be adversely affected and cannot be established off land managed by the Department where the potential adverse effects will be less.
3. To allow beehives and other similar proposals for temporary occupation to be sited on land managed by the Conservancy where they will not compromise conservation or public access values.
4. To restrict the use of lands managed by the Conservancy for private buildings.

### Implementation

*Grazing:* In implementing objective (i) the following general principles will be followed in determining whether or not grazing arrangements involving lands managed by the department are acceptable.

1. New rights or the re-issue of rights for grazing purposes will only be issued in situations where such grazing helps towards control of unwanted grass or noxious plants, where grazing does not compromise natural or historic values, and where retirement from grazing or disposal of the area are not appropriate options.
2. Grazing can be an appropriate means of preventing historic or other sites from becoming overgrown, but the number and class of stock allowed will be controlled to avoid risk or damage to the site.
3. Rentals charged for grazing rights will generally be at current market rate.
4. Leases will generally be for a maximum term of five years, unless special circumstances exist. (For example a longer term may be necessary where the licensee is required to incur substantial fencing costs.) Where a term in excess of 5 years is proposed, the case will be submitted to the Conservation Board for recommendation.



5. Where practicable, grazing will be phased out along riparian strips and on dunes.

*Telecommunications:*

6. Telecommunications facilities will only be accommodated within areas managed by the Conservancy where this is not inconsistent with the values and protected area status of the area, and no other reasonable alternative is available.
7. Any applications to site a telecommunication facility within areas managed by the Conservancy will require an environmental impact assessment.
8. The Conservancy will require the facilities are co-located wherever possible.
9. Subject to other statutory provisions, any approved facility or site will be subject to a resource rental set by the Conservancy. Market rentals will be generally charged for the use of sites.
10. Public use of these sites will not be restricted any more than is essential for safety and security.
11. Relevant iwi will be consulted to ensure that significant cultural sites are not impacted upon.
12. New roading in connection with installations will generally be considered inappropriate. In most situations servicing can be satisfactorily undertaken by helicopter.
13. Existing facilities will be monitored to ensure compliance with licence conditions. Any modifications to an existing facility will require an environmental impact assessment.

*Beekeeping and Similar Uses Involving Occupation of Land Managed by the Conservancy*

14. Concessions will only be granted for beehives where public use of the area will not be adversely affected.
15. Where there is evidence that the presence of bees is significantly threatening fauna, the concession will be revoked and the beehives will be removed.
16. All apiarists applying for a right must be registered with the Ministry of Agriculture.
17. The Conservancy will address any similar proposals on a case by case basis, including the consideration of the following factors:
- the activity is not contrary to the provisions of the legislation governing the management of the area to which the proposal relates, or the purposes for which the land concerned is held,
  - the activity does not adversely affect any legitimate existing uses of the area in question,
  - the activity is demonstrated to have no adverse impact upon natural or historic values in that area.

### *Exclusive Occupation Buildings*

18. Private baches, buildings associated with commercial ventures, club huts or lodges whose membership is not open to the public will be considered inappropriate on lands managed by the Conservancy, unless the circumstances are exceptional. Rebuilding and/or alteration of existing buildings will require Conservancy approval.
19. Any new building or alteration to an existing building will be subject to an environmental impact assessment. Existing buildings will be licensed, with provision that they be maintained in a way that is consistent with protection of natural and historic values.

### Strategic Implications for Subregions

The objectives and implementation statements apply wherever proposals occur. Most existing grazing licences are within the Opotiki Coast and Tairāwhiti areas. The high points most suitable for telecommunication facilities and for potential requests for exclusive occupation buildings are generally within the Raukumara and Urewera areas.

### 3.3.9 ECOSYSTEMS AND HABITATS – ECOSYSTEMS MANAGEMENT

Previous sections in this CMS have addressed management activities which relate generally to the protection of natural and historic resources in the Conservancy, (the establishment of new protected areas and the role of research are examples). The following subsections focus more closely on the management of ecosystems and habitats, as key components of New Zealand's physical, biological and cultural heritage. Whole ecosystem management, ecological information, survey and monitoring, marine reserves, coastal management, problem plants and animals, fire control and ecological restoration are addressed in sections 3.3.9 - 3.3.16 as management activities relating particularly to ecosystem and habitat management.

#### Conservation Management Issues

*Protection of indigenous biodiversity:* Within the East Coast Conservancy, there is a wide range of indigenous ecosystem classes – from the few alpine and subalpine summits, through montane, lowland, semicoastal and coastal forests to coastal cliffs and dunelands. The aquatic ecosystems that link them all include freshwater streams, rivers, lakes and other wetlands, the estuaries, and nearshore and offshore marine systems. A variety of human cultural systems relate to, or are part of these ecosystems – some in a manner that is harmonious and compatible to a degree, others not.

Management of these complex systems – both in the context of the department's work on legally protected areas, and elsewhere – has tended traditionally to focus on components of ecosystems. Examples are control of "noxious weeds" and wild animals, management of threatened species and recreational use of natural environments.

There is now an international movement away from this type of management, towards management of the whole ecosystem, as a way to enhance the conservation of biological diversity (or "biodiversity"). The term "biodiversity" encompasses not only the variety of species of flora and fauna, but also variations within species (both physical and behavioural) and between different communities of species, the interactions between them and their physical environment and the whole range of ecological processes within these systems.

This shift in emphasis has arisen from the International Convention on Biological Diversity, which was signed by 153 governments (including New Zealand's) at Rio de Janeiro in 1992. The key objectives of the convention are:

- △ the conservation of indigenous biological diversity;
- △ sustainable use of its components, and;
- △ fair and equitable sharing of the benefits arising out of the utilisation of genetic resources.

Following the Convention's ratification in 1993, New Zealand became bound by its provisions under international law. The responsibilities of the Department of Conservation fall primarily within the first objective, and secondarily within the other two (depending upon the legislative aims for different protected areas/species managed).

The Convention contains a number of important requirements relating to the Department's work. The requirements are to:

- △ Identify and monitor ecosystems and species and activities that could significantly affect the conservation of biological diversity.
- △ Establish a system of protected areas.
- △ Develop guidelines for the selection, establishment and management of protected areas, or areas where special measures need to be taken to conserve biological diversity.
- △ Regulate or manage protected and non-protected areas to ensure the conservation of biological diversity.
- △ Promote the protection of ecosystems and the maintenance of viable populations of species in their natural habitats.
- △ Rehabilitate and restore degraded ecosystems and promote the recovery of threatened species.
- △ Control, eradicate and prevent the introduction of those introduced species that threaten protected ecosystems, habitats or species.
- △ Respect the knowledge and practices of indigenous peoples relevant to conservation and sustainable use of biological diversity.
- △ Develop or maintain legislation and other regulatory provisions for protection of threatened species and populations.
- △ Adopt appropriate off-site conservation measures for the recovery and rehabilitation of threatened species and for their reintroduction into natural habitats. Off-site conservation practices are to complement on-site conservation actions.

These requirements and others are covered in the objectives for different management activities following this sub-section.

*Ecosystem Management in the Conservancy:* The approaches required by the convention are applicable to a range of activities carried out by the Conservancy, both within and outside lands it manages (such as advocacy for the protection of biodiversity in the wider field of resource management).

The integration of many different management activities is a key concept in promoting whole ecosystem management practices. This CMS uses this approach at a strategic policy level, and attempts to facilitate further integration at the planning, operations and monitoring levels.

In the case of protected areas which are managed by the Conservancy, the desired move towards enhancing biodiversity through whole ecosystem management is difficult to implement



specifically at this stage. It is nevertheless an important strategic direction for this Conservancy to be worked towards over the term of this CMS.

Further research is crucial to implementing whole ecosystem management. In forest ecosystems for example, a fuller understanding of the vegetation, the full range of indigenous and introduced fauna, the ecological processes and interactions between them (particularly with the introduced animals), and the effects of varying management regimes is necessary.

The northern Urewera forests provide an ideal opportunity to develop a practical application of the "whole ecosystems management" approach. The ecological character of this area of Te Urewera National Park is broadly representative of much of the North Island, but is less damaged than most areas. Much of the indigenous biodiversity has been able to survive the onslaught of exotic animals and the area has retained the full complement of North Island mainland forest bird species.

#### Conservation Management Objectives

1. To contribute to national initiatives which give effect to obligations flowing from the International Convention on Biological Diversity or similar international agreements.
2. To maintain the full diversity of indigenous terrestrial, aquatic and marine ecosystems found in the Conservancy, through the integration of whole ecosystem management concepts in all of the Conservancy's management activities. Specific management techniques and systems to achieve this will be developed in areas managed by the Conservancy, and the Conservancy will advocate for their adoption elsewhere.
3. To develop and maintain a programme of whole ecosystem monitoring, research and management in the northern Urewera forest tract.

#### Implementation

1. The Conservancy will ensure that the management activities within this strategy are implemented in a co-ordinated manner which integrates all ecological, cultural and other management concerns in furthering the primary goal of whole ecosystem management.
2. If matters arise concerning indigenous ecosystems, habitats and species that are not specifically covered in the objectives and implementation statements within this CMS, they will be addressed in a manner consistent with the more general terms of the objectives.
3. The Conservancy will remain receptive to developments in this field. In liaison with Head Office, universities, research and other organisations, the Conservancy will participate in national efforts to develop whole ecosystem management techniques and systems for optimising indigenous biodiversity conservation.
4. The Conservancy will facilitate a major programme of whole ecosystem monitoring, research and management trials in the northern part of Te Urewera National Park. The trials will be designed to clarify mainland forest ecosystem functioning and to develop optimal and practical management techniques for full indigenous biodiversity conservation.



5. The Conservancy will advocate the adoption of the concepts and goals of whole ecosystem management and biodiversity conservation in conservation and resource management generally, (s.3.5.3 *Statutory Advocacy refers*) through both formal advocacy opportunities provided under the Resource Management Act and other statutory contexts, and more widely in public awareness initiatives.

### Strategic Implications for Subregion

Each of the subregions has the same relationship to this strategy/objective. That is:

- ▲ Any management planning initiatives will further the integration of all conservation activities according to a whole ecosystem management concept, in order to optimise indigenous biodiversity conservation.
- ▲ Operational plans for, and monitoring of any particular activity (in any subregion), will also have regard for the need for integration between different activities.

In addition, the implementation statements have the following implications for *Te Urewera* Subregion as follows:

- ▲ National resources will be sought for the northern Urewera research/whole ecosystem management trials.
- ▲ Current management activities (eg possum control operations and kokako monitoring) will be more tightly co-ordinated than at present.
- ▲ The Conservancy will pursue comprehensive research into the forest fauna, ecological processes and interactions, and the effects of varying management regimes.
- ▲ Ecological monitoring techniques will be developed and applied intensively over at least six years.

### 3.3.10 ECOSYSTEMS AND HABITATS – ECOLOGICAL INFORMATION, SURVEY AND MONITORING

Information is a basic requirement for decisions on ecological management and to guide management effort to the areas of greatest benefit. Although information is also a management issue for cultural conservation activities such as historic resource protection and recreation, it is addressed in the relevant sections. This section covers two important aspects of ecological information – management of existing information, and gathering of new information.

A wide variety of information is needed on indigenous ecosystems, habitats and species of the Conservancy, including land managed by the Department, private land, freshwater systems and the coastal marine area. Information is needed not only on what exists and where, but also on the status of the various ecosystems, habitats and species, the ecological processes that sustain them and on threats that have the potential to or are actually at work degrading our natural heritage.

In many cases, our ability to make appropriate decisions on ecological management or advocacy priorities in this Conservancy is limited by lack of information, as the full range and current status of natural and historic resources in the Conservancy is inadequately known. The effect of management actions is not always adequately monitored and general trends in condition (particularly in the most vulnerable of areas) may not be detected.

Filling these information gaps may require compilation of existing data, or more particularly surveys (one-off assessments) or monitoring (repeat assessments by standard methods to determine trends). In the past, survey and monitoring has not been planned in a cohesive manner (except in the case of routine monitoring of pest control operations). Resources have been limited and survey and monitoring has therefore been undertaken as opportunities have arisen. Survey and monitoring strategies are now a national departmental requirement. However, the information requirements are immense and many of the information gaps will be filled in over time. In many cases, management may have to proceed with only limited information.

The management and two-way flow of ecological information between the public, iwi and other agencies on one hand and the Conservancy on the other is important. Maximum sharing of ecological information and understanding between agencies and with landowners, so that we are operating from a similar understanding of current situations and trends, is in the interests of nature conservation.

### Management Objective

To establish and maintain integrated information systems on the distribution and state of the Conservancy's terrestrial, freshwater, coastal and marine ecosystems, habitats and species; and to identify the nature and impact of changes and threats facing them, through surveys and monitoring, in order to judge appropriate management and advocacy responses.

### Implementation Provisions

#### *Information Systems*

1. The Department will ensure that new information systems are designed to integrate spatially derived data, to promote comprehensive coverage of the Conservancy's ecological resources and efficient retrieval of information when required.
2. Systems will be established to integrate informal information into the Conservancy's inventories when appropriate.
3. Ecological information will, wherever possible, be made available to the public and other agencies.

#### *Surveys*

4. Additional surveys will be carried out:
  - where there is inadequate information at present (with emphasis on poorly known areas/ecosystems/habitats/species), or
  - where existing information may be out of date, or
  - where comprehensive ecological information is in co-operation with other agencies, and will have a conservation gain (for example as input into local authority planning).
5. Previous surveys which identified "Sites of Special Wildlife Interest" will be repeated, but expanded in scope to cover a broader range of natural values.

*Monitoring*

6. The Department will establish and maintain regular monitoring (eg wild animal exclosures) of critical areas/ecosystems/habitats/species where a general sensitivity or specific threats are perceived or other ecological change is anticipated, to provide an early warning system indicating needs for management response.
7. Other monitoring will be carried out in association with specific operations – wild animal control for example – to assess the performance and effectiveness of these operations.

*General*

8. New initiatives for survey of monitoring programmes will be implemented after consultation with the tangata whenua and affected landowners.
9. Participation by iwi Maori and the interested public in survey or monitoring programmes will be encouraged wherever possible.
10. A Conservancy survey and monitoring strategy will be developed to amplify the above provisions and identify more specific priorities.

**Strategic Implications for Subregions**

For the most part, the objectives and implementation provisions apply across the whole Conservancy, with obvious adaptations such as the Coastal Resources Inventory applying only to the coastal subregions. The following issues are priorities for particular subregions:

*Te Urewera:*

- ▲ This sub-region will receive the highest ecological monitoring activity in the Conservancy, in association with whole ecosystem management trials (s.3.3.9 *Ecosystems Management refers*).
- ▲ Publication of vegetation survey information relating to Te Urewera National Park.

*Raukumara:*

- ▲ The highest priority in the Conservancy for new survey information.

**3.3.11 ECOSYSTEMS AND HABITATS – MARINE RESERVES**

Marine reserves are areas of the foreshore, sea and seabed below the Mean High Water Spring Mark (MHWS), where all things living and non-living enjoy complete protection. With few exceptions, no fishing or any type of destructive or extractive use is allowed<sup>30</sup>. People are encouraged to enjoy them through swimming, diving, boating, educational pursuits and scientific endeavours. Marine reserves are created under the Marine Reserves Act 1971, and are administered by the Department. No marine reserves have been established anywhere within the 560 kilometres of coastline within the East Coast Conservancy, although two sites, at Maraetai Bay near Te Kaha and at Kaiora near Gisborne have been under investigation. A need to

<sup>30</sup> The Marine Reserve Act provides for recreational fishing to be permitted in certain circumstances.

prioritise and nationalise scarce resources has led to the Te Kaha investigation being postponed. The Conservancy's efforts are currently concentrated on Kaiora.

### Conservation Management Issues

*Network of Protection:* The East Coast Conservancy seeks to contribute to a network of marine reserves around the coast of New Zealand by locating marine reserves on the East Coast to include representative examples of all the significant habitat types as well as identified special marine features which give the East Coast its own recognisable character. The East Coast Conservancy coastal marine area is located between two biogeographic regions; a warm northeastern region north of East Cape and a more temperate region south of East Cape. The Conservancy has identified four biogeographic zones occurring wholly within the Conservancy as subsets of the two biogeographic regions, on the basis of their distinctive marine features, climate, geology and biology. These are:

- ▲ Eastern Bay of Plenty rocky coast
- ▲ Matakaoa volcanic coast
- ▲ East Gisborne transition zone
- ▲ Mahia Peninsula

The Conservancy will advocate for the establishment of at least one marine reserve in each of the four zones at sites which contain both representative and special features.

Marine Reserves preserve marine areas in their natural state, for the purpose of scientific study. Benefits include:

- ▲ Protection of intrinsic values of specific areas,
- ▲ Maintenance and enhancement of genetic diversity,
- ▲ Provision of recreational opportunities,
- ▲ Enhancement of amenity values for public enjoyment,
- ▲ Protection of natural heritage values,
- ▲ Enhancement of nearby fishing opportunities,
- ▲ Possible protection to culturally important areas,
- ▲ Enhancement of ecotourism opportunities,
- ▲ Safeguarding options for future generations,
- ▲ Provision of education opportunities.

The Conservancy will continue to work towards the achievement of protection of representative examples of all classes of marine ecosystems (both unique and typical), and associated species of indigenous marine flora and fauna which, together, give the East Coast its own recognisable character.

*Information Needs:* Site selection of marine reserves within East Coast will employ ecological, social and pragmatic criteria (including research on marine coastal characteristics, local knowledge of and the extent of hapu and wider community support) and will involve an extensive and early consultation programme.

*Compliance and Law Enforcement:* This will be a factor in the establishment and protection of Marine Reserves in the East Coast Conservancy, with its isolated and extensive coastline. The support and involvement of local communities is crucial in the establishment and ongoing management of Marine Reserves.



*Different Reserve Types:* Traditional fisheries reserves established under Fisheries legislation (taiapure) and mataitai reserves (established under the Treaty of Waitangi (Fisheries Claims) Settlement Act 1992) have quite different purposes from marine reserves but are not necessarily incompatible. The Conservancy may support initiatives to establish appropriately managed Taiapure and Mataitai reserves in isolation, or in association with Marine Reserve initiatives.

#### Conservation Management Objectives

1. To establish a network of marine reserves incorporating unique and/or representative marine habitats for the purpose of preserving marine areas in their natural state.
2. To establish and administer marine reserves with local support and participation.
3. To have regard to the kaitiakitanga status of tangata whenua in the establishment and ongoing administration of marine reserve.
4. To provide for educational, recreational and scientific opportunities which are compatible with the purpose of marine reserves.
5. To recognise the possibility of applications for marine reserves by other agencies, and to support marine protection mechanisms in general.

#### Implementation

1. Sites with potential as marine reserves will be identified and investigated according to the criteria set out in the Marine Reserves Act.
2. Existing proposals for marine reserves at Kaiora and Maraetai Bay will be processed to logical conclusion.
3. The Conservancy will support initiatives to involve community and tangata whenua participation in marine reserve management, subject to the provisions of the Marine Reserves Act.
4. Scientific study, monitoring and recreation opportunities which are compatible with the purpose of the reserve will be encouraged.
5. Proposals for commercial activities compatible with the purpose and objectives of marine reserves will be considered.
6. The Conservancy may support initiatives to establish fishery reserves under fisheries legislation which have appropriate marine conservation objectives
7. Interpretative and educational information will be produced and distributed in association with the establishment of marine reserves.
8. Conservation management plans may be prepared, if required, for each marine reserve gazetted. The preparation of plans will involve consultation and opportunities for public participation.

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|-----|--|
| 9.  | Provision will be made for amenities associated with the ordered management of a marine reserve (eg toilet facilities, carparks, rubbish receptacles).                                   |
| 10. | A Compliance and Law Enforcement Plan will be prepared and implemented at time of gazettal, which addresses adequate provision of resources and training for staff and honorary rangers. |
| 11. | Advice and support will be offered to outside agencies making applications for marine reserves.  |

### Strategic Implications for Subregions

The objectives and implementation statements apply generally to marine reserve establishment throughout the coastal subregions. There are four zones within the Conservancy which reflect cohesive biogeography and communities of interest. It is a priority to establish at least one representative marine reserve within each of these zones.

#### *Western Coast:*

- ▲ Completion of negotiations regarding a proposed marine reserve at Maraetai Bay.

#### *Eastern Coast:*

- ▲ Completion of negotiations regarding a proposed marine reserve at Kaiora.

### 3.3.12 ECOSYSTEMS AND HABITATS – PROBLEM PLANTS

*Introduction:* In general, a problem plant is one which is growing where it is not wanted, and is having some undesirable effect. Many plants which are problems in terms of conservation have been introduced for ornamental or agricultural purposes (although some are also agricultural weeds brought in accidentally with seed), and have since naturalised beyond the areas originally intended and become invasive. The recognition of a plant as a pest depends on where the plant is, what effect it is having or likely to have and who is asking the question. For example, a pine tree in an established plantation is an economic resource. A pine tree in a scenic reserve or alpine shrubland is considered a pest.

The Conservancy's control of problem plant pests is primarily determined by the Conservation Act 1987, the Reserves Act 1977 and the National Parks Act 1980. These Acts require that natural and historic resources be protected, which includes protection from damage by plant pests.

The Department is also bound by the Biosecurity Act 1993. The Biosecurity Act is administered by MAF and MAFish and provides opportunities for the Conservancy to participate in the development of regional pest management programmes which could affect land managed by the Conservancy.

### Conservation Management Issues

Problem plants can permanently alter the successional processes and organisms within native plant communities. They are generally the first to establish in indigenous ecosystems after disturbance of existing vegetation (from either natural causes or induced causes such as fire or

grazing). One plant pest may then facilitate the establishment of other plant pests, through altering the ecosystem characteristics. Historic sites may also be damaged by root damage from plants.

The Department controls three types of problem plant:

- △ environmentally damaging (those with the ability to permanently alter the structure and/or functioning of an ecosystem or historic place);
- △ recreation damaging (those which impair the use of tracks or facilities);
- △ those for which there is a legal obligation for control despite there being no threat to natural or historic values.

### Management Issues

*Liaison:* The Biosecurity Act 1993 allows Regional Councils to prepare regional pest management strategies. Although the Act does not automatically affect the pest management undertaken by the Conservancy, there are efficiencies in working together with other agencies, the private sector and other land occupiers to ensure comprehensive and co-ordinated plant pest control across the region. The Department will therefore participate in the development of RPMS's and discharge its obligations if bound by an Order-in-Council. While RPMS's may include ecological plant pests, most of the Department's ecological plant pest work will be to protect conservation values on land managed by it, as required by the Conservation Act 1987, Reserves Act 1977 and the National Parks Act.

*Priority Setting:* Due to the extent of the weed problems both within and outside of areas administered by the Conservancy, it is not within the current resources of the Conservancy to deal with them all. Priority setting is therefore essential. The Conservancy's priority will be to concentrate effort in areas where the maximum conservation gains can be made (usually areas of highest conservation significance and vulnerability).

Priority setting for plant pest control is determined by the East Coast Conservancy Problem Plant Management Strategy, which takes into account the following considerations:

- △ the nature of the natural or historic values at risk,
- △ the magnitude of threat,
- △ the nature of problem plants and the practicality and cost effectiveness of control.

In this Conservancy, the following situations would generally receive a high priority:

- △ Small infestations of species such as old man's beard or Japanese honeysuckle which have high potential to spread and dominate indigenous communities;
- △ Plant communities in coastal areas, estuaries and remnant lowland forests, due to their increased vulnerability to plant pests through lack of buffers, past modification or adjacent land uses;
- △ Sparsely vegetated communities such as dunes, riverbeds and slip sites which are also particularly vulnerable to problem plant invasion.
- △ Eradication programmes and ongoing containment programmes to which the Conservancy has previously committed.
- △ Plant pest control which is integrated with other management techniques such as fencing, animal control and revegetation or restoration.
- △ Agreed obligations, under national or regional plant pest management strategies.

### Conservation Management Objectives

1. To protect natural and historic values from plant pests and to respond and fulfil statutory requirements for plant pest management.
2. To undertake other plant pest control where there is a legal obligation to do so.
3. To monitor the effectiveness of problem plant programmes and operations (*s.3.3.10 Ecological Information also refers*).

### Implementation

1. All lands, rivers, lakes, wetlands and marine areas of significant natural or historic value which are at risk from plant pests will be identified.
2. Plant pests will be controlled where possible where they are having or will potentially have a significant impact on natural or historic values in priority sites.
3. Other landowners will be encouraged to act on plant pest problems. The Conservancy will assist other authorities in control actions where appropriate.
4. Priorities for plant pest control will conform to the Problem Plant Management Strategy, and to any national weed plans, policies or guidelines established by the Department. Natural areas with the highest protection values susceptible to damage from plant pests will have highest priority.
5. Small outlying pest infestations will be targeted as practical areas for complete eradication programmes.
6. Operational weed control plants will be completed which provide for implementation of the problem plant strategy.
7. The most suitable and cost effective methods available will be used to control plant pests and the suitability of sprays and other techniques will be assessed on a site by site basis.
8. Safety, training and storage of chemicals will adhere to procedures prescribed in the Pesticide Regulations 1983 and to any national procedures and policy developed by the Department.
9. The Conservancy will consider and promote, where suitable, control by natural vegetation succession processes.
10. The future use of biological control agents may be supported where such organisms are screened for their biological specificity. Research into long term control options (such as biological control methods) will be encouraged and supported.
11. Liaison and advocacy with other management agencies, local authorities, tangata whenua, adjacent landowners, recreationalists and the public (*s.3.5.1 Conservation Awareness refers*) will focus on (a) raising public awareness of, and (b) advocacy for the establishment or improvement of monitoring for:



- Prevention of introductions of aquatic plant pests to lakes, rivers and wetlands in the Conservancy by contaminated boats, vehicles or animals;
  - Elimination of dumping of garden waste in areas administered by the Conservancy;
  - Promotion of indigenous plantings in wetland rehabilitation areas, erosion sites, and road stabilisation sites;
  - Prevention of new introductions of plant pest species to the region (including advocacy against commercial sale of plant pest species).
12. The Conservancy will participate in the development of RPMS's and discharge any obligations on the Department established by an Order-in-Council.
  13. The use of volunteer groups to control plant pests will be encouraged (*s.3.5.2 Community Involvement refers*).
  14. Public awareness on the issues relating to the spread of environmentally damaging plants will be promoted (*s.3.5.1 Conservation Awareness*).

### Strategic Implications for Subregions

The above objectives and implementation provisions apply across all areas managed by the Conservancy. Problem plant inventories and operations plans are high priorities for completion relating to each subregion. However the nature, extent and threats of problem plants, and the natural or historic values at risk vary throughout the Conservancy and subregions.

A number of plant species pose actual or potential threats to natural and historic values in the Conservancy with several species problems being of particular note. Priorities are given for subregions as follows:

#### *Western Coast:*

- ▲ Focus on control of woolly nightshade, gorse, boxthorn and privet at Tirohanga sand dunes, and on reserve boundaries at Oroi and Waitohi Spit Scenic Reserves.
- ▲ General monitoring and continued control of gorse, privet, woolly nightshade and marram grass throughout the subregion.
- ▲ Monitoring of potential threat from new introduced plants; wild ginger, Australia sedge and apple of sodom.
- ▲ Liaison with the Bay of Plenty Regional Council (Environment BOP) regarding issues in this subregion.

#### *Eastern Coast:*

- ▲ Emphasis on control of gorse on the Matakaoa esplanade and riparian and lowland areas of the Kopuapounamu river, and woolly nightshade on the Hicks Bay foreshore, wilding pines and broom threatening pohutukawa forest and historic pa site values at Waimahuru Bay and natural values in the Anaura Bay Scenic Reserve, on-going control of thistles on the Anaura Bay and Cooks Cove walkways.
- ▲ Liaison with the Gisborne District Council (unitary authority) regarding issues in this subregion.

*Southern Coast:*

- ▲ Inventory and extent of nature of major problem plants in this subregion.
- ▲ Control of gorse in Pittars Conservation Area, and Mahia Scenic Reserve.
- ▲ Priority for plant pest control in wetland areas, relative to other subregion. Monitoring, control or prevention of problem plants generally (including aquatic problem plants) in wetlands, and at major river mouths and coastal lagoons (Whakaki, Te Paeroa, Wairau, Ohuia, Ngamotu and Whakamahi).
- ▲ Liaison with the Hawke's Bay Regional Council regarding issues in this subregion.

*Te Urewera:*

- ▲ Control of old man's beard, and continued containment of spanish heath are the highest priorities in the subregion.
- ▲ Continued control of buddleia, pampas, blackberry and willows in riverbeds and open reserve sites in the Ikawhenua and Waimana areas.

*Waioeka:*

- ▲ Continued control emphasis on wilding pines, willows, old man's beard, gorse and blackberry occurring in lowland areas, privet, blackberry, willow and boxthorn control on reserve boundaries in the Marawaiwai and Waioeka Scenic Reserves.
- ▲ Continued control and monitoring of *Nasella tussock* on marginal strips near Opotiki.
- ▲ Liaison with the Bay of Plenty Regional Council (Environment BOP).

*Raukumara:*

- ▲ Continued control of wilding pines, willows, old man's beard and gorse in lowland areas and general plant pest control in Ecological Areas of the Raukumara Conservation Park.

*Tairāwhiti:*

- ▲ Sustained control of old man's beard in riparian areas along the Mohaka River, Frasers Bush, Kakariki, Otoko, Wharerata and Whinray Reserves and the Waihi Covenant area.
- ▲ Control of buddleia in the Ruakituri and Erepeti Scenic Reserves, and river margins generally.
- ▲ Honeysuckle control at Te Raupo Scenic Reserve and Te Puia Hot Springs Reserve.
- ▲ Wilding pine control in the Nuhiti Q and Waipare Scenic Reserves, Waihi South and Tutaemaro Conservation Areas and Mohaka River Scenic Reserve.
- ▲ Co-ordination with the Gisborne District Council.

3.3.13 ECOSYSTEMS AND HABITATS - PROBLEM ANIMALS
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Animal pests are animals which have a detrimental effect on indigenous plants, animals and habitats. They are generally alien to New Zealand having been introduced by humans either unintentionally, such as wasps and rats, or through deliberate releases, such as deer and goats. Animal pests impact on a broad range of values. They affect plant species and communities and general forest structure, indigenous animals, soil and water condition, and people's well-being. The control of pests has been a major problem throughout New Zealand for most of this century.

Introduced animal pests which occur within the Conservancy include goats, deer (Red, Rusa, Samba, Fallow and the possibility of Sika) possums, pigs, wild cattle, rats, mice, stoats, ferrets, weasels, rabbits, hares, cats and wasps. Under some circumstances dogs, some birds and fish may be defined as pests.

The Wild Animal Control Act 1977 defines some of the above species (deer, possums and feral goats or pigs) as "wild animals", while others are defined as "not protected" in the fifth schedule of the Wildlife Act. The Wild Animal Control Act applies to land of any tenure and promotes the control of wild animals generally and eradication where necessary and practicable. Access by the Conservancy to private land to control wild animals is subject to approval procedures defined in this act. The Biosecurity Act 1993 allows any organism (plants, diseases, disease vector or animal other than a human) to be defined as a pest and managed on a national or regional basis through pest management strategies.

The Conservancy's philosophy towards animal pests on lands it manages, is driven by the Conservation Act 1987 and its requirement to promote the conservation of New Zealand's natural resources, as well as the Wildlife, Wild Animal Control and National Parks Acts. As far as possible, introduced animals are to be exterminated on lands administered under both the National Parks Act 1980 and the Reserves Act 1977. The General Policy for National Parks (1983), as adopted by the New Zealand Conservation Authority in 1987, recommends a more realistic approach of reducing introduced animals to acceptable levels. National policies and guidelines for the control of animal pests are being developed. National wasp, possum and thar control plans, and a draft goat control plan exist, and further national plans will follow for other species. Most priority setting for pest control is carried out at a national level.

Other organisations are responsible for some animal pest control in areas managed by the Department, under contractual arrangements. They include the Health Board, which is responsible for tb-related possum control, local authorities which are responsible for control of rabbits, and the Fish and Game Council which is responsible for gamebirds.

### Conservation Management Issues

*Control Options:* Animal pest control aims to keep pests out of areas where they are currently absent, and reducing or eliminating pests where they are already present. Preventing introductions and spread to new areas of high ecological value is of the highest priority. Where pests already exist the options for control are to eradicate, sustain control at a level that protects the values under threat, or do nothing.

Eradication is a desirable aim if it can be achieved but it may only be possible in "island-type" situations such as effectively fenced peninsulas or where large rivers prevent reinvasion. All target animals must be able to be removed with no chance of re-invasion. Although initial costs may be high, eradication is a cheaper and more effective option in the long term.

Elsewhere, sustained control to reduce and keep a pest population at a density that will protect natural values is the best that can be achieved (almost all current goat and possum control operations in the Conservancy aim for sustained control). To obtain the maximum benefit, efforts should concentrate on the areas of highest botanical and wildlife values and achievable goals must be set. In some areas the only option within the limits of resources and current technology is to do nothing.



Pest control should be planned in an integrated fashion. Targeting a single species may not always give the most benefit. Protecting the forest canopy through possum control is of little value if regeneration is prevented by domestic stock, deer or goats. Animal pest control can also impact adversely on the values requiring protection, for example, removal of large browsers may lead to an increase in plant pests such as Old man's beard or blackberry. Removal of one pest may lead to increases in other pests, such as rats after removal of cats.

*Setting Priorities:* Generally, setting priorities for animal pest control are based on:

- ▲ Relative importance of the values to be protected and maintenance of species diversity (including nationally or locally rare, endangered, or endemic plants or animals, rare or unusual vegetation communities, representative ecosystems, landscape, historic or recreational values).
- ▲ Vulnerability of these values to the effects of animal pests.
- ▲ Extent of the pest problem (identifying the pest type and abundance, the effects on the values being protected, the current or potential threat, any other contributing pests).
- ▲ Practicality of achieving control (including the size of the area to be covered, the resources available, the possibility of eradication, risks of reinfestation).
- ▲ A range of other factors including land tenure, past control attempts, any need to control other pests, and indirect effects of removal of pests.

These will be determined through a variety of monitoring methods, such as enclosure plots, vegetation lines, use of indicator species and through information gained from other areas.

In some situations, it may be necessary to protect the controlled areas from reinvasion by extending control operations beyond lands managed by the Conservancy and maintaining a buffer zone on surrounding private land.

*Significant Animal Pests in the East Coast Conservancy:* Goats have become a major threat to vegetation in areas of high ecological value. They browse ground and shrub species thereby halting regeneration and succession in forests and altering the natural forest structure and habitat of indigenous animals (eg birds, lizards, frogs and invertebrates). The extension of goat ranges to new territory is of concern as it extends the range of impact into new ecosystems, creating the dry ground conditions which possums favour. The damage then becomes twofold. Examples of vulnerable new territory are the Mangawaru and Raukumara Ecological Areas, and Te Urewera National Park.

Possums cause major damage to areas of lowland forests such as tawa/podocarp areas in the northern Urewera. Such areas contain a high component of palatable canopy and sub-canopy plants, sustaining kereru, kokako and kiwi.

Deer impact on forest ecosystems by reducing the regeneration of forests, particularly through loss of seedling and sapling replacement vegetation. Current control is largely through commercial (aerial) recovery and recreational hunting.

Wild pigs may only need control in selected areas (such as the "narrows" area of Waikaremoana), as recreational hunting has reduced numbers generally in most areas of the Conservancy. The impact of pigs on kiwi populations and forest regeneration in specific areas is of concern, as pigs have been found to eat kiwi and damage nesting sites (through uprooting the forest floor). Rooting also damages the seed source necessary for natural forest plant regeneration. Current control is undertaken in areas of high value and threat, by hunting and poisoning.



Cats, rats, stoats and ferrets have caused the decline of a wide range of birds, invertebrates and lizard species and are major concerns. However, research is needed in this area to determine control priority targeting.

Wasp infestations occur in isolated areas and are a concern mainly to high use recreational sites, and areas of high ecological value which are threatened by wasp reduction of bird food sources (eg nectar), and predation of indigenous invertebrates. Current chemical methods of control are only useful for small scale operations over the short-term. Biological agents will provide the only long-term and large scale solution, and the Department's research focuses on this option.

Other animals may be considered pests under special circumstances, such as domestic or wild dogs, which pose an increasing problem in some areas of the Conservancy (eg the southern Waikaremoana lake area and northern Te Urewera National Park, Motu and Oronui areas). Dogs that have been lost or abandoned have become wild, and predate on ground nesting birds (such as kiwi), as well as worrying or killing stock on neighbouring lands. Current control is by cage trapping or shooting by properly authorised staff. Lost or abandoned cats predate on birdlife, and control is currently limited to trapping. Large scale control methods are being developed.

*Liaison and Public Awareness:* Liaison with many agencies and bodies is important in pest control as co-operative efforts with common goals may benefit all parties. Economies of scale can be attained through joint programmes eliminating duplication of effort. This is particularly evident in joint possum control programmes with Regional Councils and Health Boards. Apart from local authorities and other government departments, contact must be maintained with recreational hunting groups, commercial operators, conservation groups, iwi, local community groups, Federated Farmers and land managers in adjoining areas.

*Recreational and Commercial Hunting:* The contribution of recreational and commercial hunters to animal pest control is significant, particularly in respect of deer and pig control, but their effectiveness in protecting natural resources in priority areas requires on-going monitoring and review. Recreation and commercial hunting has not had a significant impact on goats or possums. The Conservancy will maintain productive relationships with recreational and commercial hunting organisations, through managing hunters' efforts, and through ensuring an effective, two-way flow of information between hunters and the Conservancy.

A permit use database has been established to monitor the effect of recreational hunting on animal pests. Information gathered will assist decision making regarding recreational hunting and pest control issues (such as the provision of suitable facilities for hunting (*s.3.4.3 Facilities refers*)).

For public safety or other management reasons, some areas are closed to hunting at periods of high recreational use, particularly during summer months (Te Urewera National Park, Morere Springs Scenic Reserve are examples). Information on closures and the reasons for them will be communicated to the public.

*Monitoring:* Monitoring of the effectiveness of operations is carried out primarily through pre- and post-assessment of animal pest numbers, and through kill records. Ground survey and monitoring of vegetation recovery following goat or possum operations is undertaken through observation of seedling regeneration at selected sites (via photo points or vegetation exclosures), browse reduction on indicator tree species, or changes in indigenous species numbers. Attempts are being made to develop less labour-intensive techniques, beginning with a national review of techniques and requirements. All pest control programmes are audited annually to assess

effectiveness, determine cost efficiency and to set ongoing priorities (*s.3.3.10 Ecological Information, Survey and Monitoring also refers*).

*Farming, Holding and Liberation of Animals:* The Wild Animal Control Act 1977 prohibits farming of specified animals outside their designated feral range. The Conservancy monitors deer and goat farms, and liaises with adjacent land managers in order to minimise the risk of liberations onto areas managed by the Conservancy. Problems occur mainly with goat farms through inadequate fencing, but the legal process for dealing with straying goats is complicated and often ineffective. Where farmed animals escape, or are released, statutory procedures are available to ensure their removal from lands managed by the Department.

Fish farming can have significant impacts on water quality and aquatic ecosystems. The Minister of Conservation may approve aquatic life (including fish) to be relocated or liberated in new locations, following assessment of the environmental effects. Active liaison with MAF is maintained to ensure that new species of aquatic fish are notified (eg grass carp) (*s. 3.3.22 Marine Fisheries Advocacy and s.3.3.23 Freshwater Fish refer*).

Deliberate liberations occur through release of unwanted pets, and the release of farmed and wild animals for increased hunting or fishing potential. Unintentional liberations occur through inadequate security or accidents. The Fish and Game Council may release sports fish or game birds to improve existing stock providing the release is not in conflict with the land status or values present.

*Control Methods:* It is important that the most effective methods are used for each situation. Much of the Conservancy's goat control operations are done through ground shooting, but aerial shooting of goats may be more effective in open patchy bush. Biological control may be more appropriate for long term control of some animal pests (such as possums or wasps) but suitable agents need to be identified and proven through research. Technological and financial limitations restrict choices of practical methods. A combination of different methods often gives best results, and the Department will continue to examine new options. Poisons are very effective for some animals such as possums, and rodents but special care is required in their use.

1080 poison has proven to be the most cost effective and efficient method to control possums over large forested areas (of over 1000ha, with difficult terrain). The use of poison is strictly controlled by legislation, with provisions regarding public and tangata whenua consultation. Environmental Impact Assessments are required under the Resource Management Act. The Pesticides (Vertebrate Pest Control) Regulations 1983 require the approval of a Medical Officer of Health, public notification, and notification to other agencies and user groups.

In all situations, the only techniques used are those which have been approved by the Department's animal ethics procedures, as set out in safety regulations and operational guidelines.

#### Conservation Management Objective

1. To protect natural and historic values from animal pest impacts, and to fulfil statutory requirements for animal pest management in areas managed by the Conservancy.

## Implementation

### *Control Options*

1. The Conservancy will identify all lands of high natural or historic significance which are at risk from animal pests.
2. The Conservancy will control, and wherever possible, eradicate animal pests where they are threatening or diminishing priority ranked natural or historic values.
3. Animal control strategies or plans will be prepared for each pest species, or group of species. They will identify the pest, its impact on natural or historic values, and where and how the pest will be eradicated or controlled. They will also identify cases where the pest is impacting on areas of high natural or historic values in areas not managed by the Conservancy, and the consultation process to be used to achieve concerted action against the pests.
4. Goat control will be in accordance with national priority rankings and the national Goat Control Plan, and will concentrate on sustained control of goats to low densities and preventing their spread into new areas. Recreational hunting will be encouraged in areas of greatest need.
5. Possum control will concentrate on maintaining sustained control to improve ecosystems and habitat functions in high priority areas. These areas are ranked in the Conservancy and nationally. Possum control will be integrated whenever practical with control operations carried out by other agencies.
6. Deer control may be carried out by the Conservancy if recreational and commercial aerial recovery fails to achieve acceptable levels of deer control. Deer control will be in accordance with national priorities.
7. Rodent, mustelid and cat control will be carried out in specific areas where significant natural values are threatened by them, and control is practical.
8. In high public-use areas where wasps are a nuisance, nests will be destroyed where practicable. The use of poisoned baits or powder are the main methods of control. Biological control will be used where possible, when research has proven it to be ecologically safe and effective.
9. The objective of animal pest control on islands will be eradication whenever possible.

### *Setting Priorities*

10. Priorities for animal pest control will be set through nationally consistent ranking systems, in accordance with national plans, policies and guidelines. Priorities for animal pest control within the Conservancy will be reappraised regularly.

### *Monitoring*

11. The effectiveness of animal pest control programmes will be monitored to determine whether they are achieving the desired conservation benefits.



12. Existing animal and vegetation monitoring programmes will be reviewed, and the most cost-effective and efficient methods of monitoring adopted.
13. Monitoring of pig numbers will be carried out through the hunter diary return system. Where necessary pig hunting by tangata whenua and pig hunting clubs will be evaluated to ensure that pest reduction goals are being achieved, and that natural values are not being compromised.

*Liaison and Public Awareness:*

14. The Conservancy will encourage other user groups, tangata whenua and local authorities to control animal pests, and may co-ordinate their actions where appropriate.
15. The Conservancy will continue to liaise and co-ordinate with local authorities, iwi, landowners, and commercial and recreational hunters to achieve effective action against animal pest problems whenever possible.
16. Where areas managed by the Conservancy adjoin grazing land, effective control of stock will be sought through discussions with landowners and appropriate fencing. The Conservancy will advocate for restrictions on goat farming adjacent to, or near areas with high natural and historic values, and for goat-free buffer zones in some areas.
17. Public awareness initiatives relating to problem animal issues will be undertaken from time to time (*s.3.5.1 Conservation Awareness also refers*).

*Recreation and Commercial Hunting:*

18. Commercial aerial recovery of deer will be encouraged in defined areas of the Conservancy. The effects of commercial and recreational hunters on deer numbers will be continually evaluated, taking into account the impacts of aerial commercial and recreational deer hunting on natural and recreational values (e.g. wilderness values) (*s.3.4.2 Recreation Access (aircraft) also refers*).
19. The Conservancy will encourage recreational hunting by maintaining huts and tracks in appropriate areas, maintaining, and where necessary improving, access routes, allowing aerial access to designated areas, and providing up-to-date information to hunters. The Conservancy will work closely with hunting groups to enhance the effectiveness of recreational hunting (*s.3.4.2 Recreation Access and, s.3.4.3 Recreation Facilities also refer*).

*Farming, Holding and Liberation of Animals:*

20. The Department will oppose the introduction of potential animal pests into areas where they are not currently present. Where illegal or accidental introductions of new species do occur, all possible steps will be taken to remove them. These restrictions shall not apply to properly authorised liberations or animal pest species for either control (eg judas goats) or scientific research purposes.
21. The Conservancy will advocate for restrictions on how and where goats can be farmed.



*Control Methods:*

22. The Conservancy will use control methods that are cost efficient and do not pose undue risk to the environment or to public safety. The Conservancy may support research into new methods as appropriate.

**Strategic Implications for Subregions**

The above objectives and implementation provisions apply to all areas managed by the Conservancy. The assessment of natural and historic values at risk, and public awareness of pest issues, are priority activities throughout the Conservancy. The animal pests present, their impacts and the values at risk vary greatly throughout the Conservancy. While it would be desirable to remove all problem pests, this is not possible or practical and prioritisation is essential.

Recreational and commercial hunting will continue to be the primary method of deer and pig control in the Conservancy, including the priority areas. Rodent, mustelid, marsupial (wallaby), cat and dog control will be limited across the Conservancy until their impacts on the natural values have been more clearly defined, and an effective method of large scale control has been developed. At present, all nationally funded operations (supplemented as necessary by Conservancy funding), focus on removing goats and possums, improving forest habitat and ecosystems from their current state. The present priority areas of the Conservancy are outlined below.

*Western Coast:*

- ▲ Sustained possum control to protect coastal lowland forest at Whanarua Bay Scenic Reserve, indigenous animal species and ecosystems, in conjunction with restoration to be undertaken in the area.
- ▲ Pohueroro and Tapuaeharuru for the protection of diverse forest types and indigenous animal species (eradication of goats has been completed in Pohueroro).

*Eastern Coast:*

- ▲ Sustained possum and goat control to protect coastal pohutukawa forest diversity (in association with restoration initiatives) at Matakaoa/Hicks Bay.
- ▲ Protection of the largest area of pohutukawa in the subregion, forest diversity, and indigenous species at Waimahuru Bay Scenic Reserve.
- ▲ Protection of coastal forest diversity at Anaura Bay Scenic Reserve.

*Te Urewera:*

- ▲ Sustained possum control at Mount Manuoha (Waikaremoana) and the northern Urewera forests (Ikawhenua range, Whakatane and Waimana river catchments) in order to protect threatened species, lowland forest types, indigenous species and ecosystems diversity.
- ▲ Fencing and advocacy for animal pest control in adjoining areas.
- ▲ Monitoring and liaison with adjacent landowners to prevent reinvasion of goats (having been recently eradicated) into areas on the western boundaries of Te Urewera National Park.

*Wairoa:*

- ^ Sustained goat and/or possum control in the Wairoa Conservation Area and the Urutawa Conservation Area.
- ^ Advocacy to landowners and regional authorities to undertake pest control.

*Raukumara:*

- ^ Highest priority for sustained possum control in the subregion are the northeastern Raukumara Ecological Areas (Waingakia/Hikurangi, Oronui/Whanaokao, Upper Raukokore), which form a representative transect across the subregion, featuring a range of lowland to alpine ecological diversity and threatened species.
- ^ Sustained goat and possum control in the Maungawaru Ecological Area (Mangaotane, Maungawaru) in order to protect biological diversity (particularly alpine diversity), and threatened species.
- ^ The southwestern Motu (Otipi, Upper Motu) to protect lowland podocarp forests, threatened species, and ecosystems diversity.
- ^ Possum control in the upper Mangatutara area.
- ^ The Ruatahunga/Mangaokura area is the highest priority for sustained goat control, to protect forest diversity, animal species and lowland to upland subalpine forest ecosystems.
- ^ The Pukeamaru Scenic Reserve has the highest priority for sustained goat and possum control, being the largest forest area in Pukeamaru Ecological District, containing coastal to upland subalpine forests. Some plant species reach their northern limits in the reserve, and threatened species are also present.

*Tairāwhiti:*

- ^ Sustained possum control at Gray's Bush Scenic Reserve, to protect the largest kahikatea forest remnant on the Poverty Bay flats.
- ^ Te Heru-O-Tureia Conservation Area and Waingake are also high priorities for sustained possum and goat control. The Waingake operations are a joint initiative with the Gisborne District Council in recognition of the largest primary forest based on lowland softrock hill country on the eastern coast of the N.I. south of East Cape. Te Heru-O-Tureia contains a large diverse kanuka forest and kaka beak.
- ^ Morere Springs, Waipare and Nuhiti Q Scenic Reserves have highest priority for sustained goat and possum control, in order to protect diverse coastal forest.
- ^ Mahia Scenic Reserve is the highest priority area for sustained goat and possum control, in order to protect the largest remnant coastal forest on the Mahia Peninsula.
- ^ The southeastern Urewera, and the Erepeti and Ruakituri Scenic Reserves have highest priority for sustained goat control, in order to buffer the National Park, and to protect the lowland tawa-podocarp forest diversity in the two reserves.

3.3.14 ECOSYSTEMS AND HABITATS – FIRE CONTROL AND MANAGEMENT
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The Minister of Conservation is the fire authority for land under the Conservancy's management and for a 1 kilometre contiguous fire safety margin surrounding it. The Conservancy is responsible for fire prevention and suppression within this area as defined under s.2 of the Forest and Rural Fires Act 1977. The Conservancy also has membership responsibilities (along with forest companies and local authorities) for various gazetted Rural Fire Districts in the Conservancy.

Climatic, physical and people pressure are the major contributing factors to fire risk. While the area has a generally high fire risk, most of the land managed by the Conservancy occurs in the higher rainfall, forested areas of the central ranges with a relatively low fire risk. The management concerns are more relevant to the smaller coastal reserves which receive high public use (eg near Opotiki, Gisborne, Mahia) and the area surrounding the State Highway through the Waioeka Gorge. Other high risk areas include those with high visitor numbers such as the Waikaremoana environs, Gray's Bush and Morere Springs Scenic Reserves. The Raukumara Conservation Park presents a much lower fire risk.

#### Conservation Management Objectives

1. To prevent and minimise fire damage to land managed by the Conservancy and other Crown agencies.
2. To liaise and co-operate with other fire authorities and rural fire organisations to provide an effective rural fire fighting force in the East Coast Conservancy.
3. To meet the various legislative requirements of a Fire Authority for rural fire suppression as defined by the Forest and Rural Fires Act 1977 (plus amendments) and to conform to the Rural Fire Management Code of Practice.

#### Implementation

1. The Conservancy will give priority over all other Conservancy activities to the control and suppression of wildfires on State areas (subject to the overriding priority of safety to human life). A duty officer and alerting system will be in place during the fire season.
2. Annual training of all staff in fire equipment use and fire fighting techniques will take place. Joint training with adjoining fire authorities will be encouraged. A policy of volunteer training and use will be promoted where practical.
3. Fire depots of equipment will be located at all staff field centres and Conservancy office. Fire equipment will be maintained in a state of immediate readiness, and will be of type and quantity conforming with the recommendations of the Rural Fire Management Code of Practice.
4. The Conservancy will carry out its fire authority functions (through delegation from the Minister of Conservation) as set out in the Forest and Rural Fires Act 1977 and Forest and Rural Fires Regulations 1979.
5. The Conservancy will be a member of the Eastland and BOP Rural Fire Co-ordinating Committees and will, whenever possible, participate in joint fire training activities.
6. As a fire authority the Conservancy will maintain daily Fire Weather Index (FWI) readings. These will show fire danger levels and the fluctuations throughout the fire season. The Conservancy will also provide information for regional Fire Weather Index readings disseminated by the Eastland Rural Fire Co-ordinating Committee.
7. Appropriate levels of fire prohibition will be imposed when fire danger exists. The FWI readings will form the basis of determining the level of prohibition required. Standby rosters and general state of readiness will be reflected by the level of fire danger.

8. Appropriate fire danger publicity will be provided to the public during the fire season and the Conservancy will participate in publicity arranged nationally, by the Department, the National Rural Fire Authority, the Eastland and BOP Rural Fire Co-ordinating Committees, and the various Rural Fire Districts it is a member of.
9. Fire permits will be issued for all fires required to be lit within the fire safety margin of any area under the Conservancy's administration. A 365 day/permit issue will be required all year.
10. Co-operation and agreements will be maintained with neighbouring fire authorities to ensure mutual safety measures are in place for the protection of adjoining lands. This will be done by the inclusion of the Conservancy in rural fire districts as well as "memorandums of Understanding".
11. The Conservancy will maintain a system of audit to ensure that fire readiness is to the standard of an approved classification of the Rural Fire Management Code of Practice and to the instructions and guidelines of the Department's Fire Control Operations Manual.
12. The Conservancy will consider the use of fire as a management tool where appropriate.

### Strategic Implications for Subregions

The fire prevention and control objectives and implementation statements will apply generally to all subregions. The Conservancy will continue to emphasise a high state of preparation (in terms of equipment, skills, liaison and publicity) in respect of the following areas:

#### *Eastern Coast:*

- ▲ Okitu Reserve.
- ▲ The coast generally from Gisborne to Te Araroa.

#### *Southern Coast:*

- ▲ Ngamotu and Whakamahi wetlands.

#### *Te Urewera:*

- ▲ The Galatea faces of the Ikawhenua Range.
- ▲ The Waikaremoana area.

#### *Waioeka:*

- ▲ The Waioeka Gorge.

#### *Tairāwhiti:*

- ▲ Gray's Bush Scenic Reserve.
- ▲ Morere Springs Scenic Reserve.
- ▲ Mahia Scenic Reserve.
- ▲ Mohaka River Scenic Reserve.



- △ Waihi South Conservation Area.

### 3.3.15 ECOSYSTEMS AND HABITATS – COASTAL MANAGEMENT

#### Introduction

The East Coast Conservancy encompasses some 560 kilometres of coastline. Its coastal marine area (as defined by the Resource Management Act 1991), extends to the 12 Nautical Mile Territorial limit. The landward extent of the coastal environment is not defined but it includes those areas in which coastal influences are a significant element.

#### Conservation Management Objectives

*Legislative Framework:* The Minister has a specific role in the management of the coastal environment under the Resource Management Act 1991. That role is complementary but separate to the Minister's advocacy function relating to coastal matters under the Conservation Act 1987.

The Minister's role in relation to the coastal environment under Resource Management legislation is to manage the coastal environment in partnership with local authorities by:

- △ Preparing a New Zealand Coastal Policy Statement which sets out the general principles for sustainable management of the coastal environment of New Zealand;
- △ Approving Regional Coastal Plans;
- △ Acting as the consent authority for Restricted Coastal Activities (these are activities which may have a significant or irreversible adverse effects on the coastal marine area, or occur in an Area of Significant Conservation Value<sup>31</sup>).

The Conservancy's role (as the constitutional advisor to the Minister) in relation to the coastal environment under the Resource Management Act is to:

- △ Identify Areas of Significant Conservation Value in the coastal marine area to Regional Councils for inclusion in their Regional Coastal Plans and advocate that the values identified as making those sites significant in terms of their conservation values are not adversely affected by activities within or adjacent to them.
- △ Ensure that Regional Coastal Plans and District plans are consistent with the NZ Coastal Policy Statement.
- △ Provide advice to the Minister on matters of importance under s.6 of the Act.
- △ Ensure that all relevant issues are raised and all available information is brought to the attention of the Special Committees appointed to hear restricted Coastal Activity applications.
- △ Make submissions on other applications in the coastal marine area which are not restricted Coastal Activities.

While the Minister of Transport is the authority in charge of coastal shipping and marine pollution, the Department has been recognised as having expertise in identifying threats to natural and historic values by marine pollution events such as oil spills and contaminated ballast water discharges. The Conservancy also has primary statutory responsibility for dealing with

<sup>31</sup> Areas of Significant Conservation Value have been identified and included in all three Regional Coastal Plans or Regional Coastal Environment Plans affecting this Conservancy.

oiled wildlife (birds and marine mammals), and a residual role relating to proposals for extensions to existing licences for Marine Farms (which were issued under the now superseded Marine Farming Act.

The role of the Minister (through the Conservancy) in coastal management under the Resource Management Act can be a high profile activity of the Conservancy, capable of generating significant public awareness for natural and historic values of the coast. It is therefore important that the Conservancy's role, including its advocacy role, is clear to the community and the various agencies involved in coastal management activities.

Advocacy activities may include negotiating for protection with landowners, raising conservation awareness in the community through campaigns or volunteer activities, sharing conservation information and liaising with resource management authorities and other agencies. Advocacy can also be carried out through legal processes associated with the development and implementation of resource management policies, plans and coastal consents or permits. The Conservancy's involvement in these aspects is known as statutory advocacy. The Conservancy's key objectives and advocacy issues (including coastal management issues) are outlined in the Statutory Advocacy section (*s.3.5.3 refers*).

*Information Needs:* There is a relative lack of knowledge about natural and historic values, and coastal processes within the coastal environment of the Conservancy, both among practitioners and the general community. This is an inevitable result of the fairly recent attention given to coastal management issues, and the size of the coastal environment in this Conservancy. While first order Coastal Resource Inventories have been done for the Conservancy, and some issues based information exists (hazard zoning, for example), the predictability of rules and conditions relating to coastal management are affected by a dearth of environmental audit and monitoring information. The expense of gathering such information over a long term means that joint initiatives, and subsequent information sharing with other agencies could be the most cost-efficient means of learning about the coast.

### Conservation Management Objectives

#### *Resource Management Act Role:*

1. To offer professional advice promoting the sustainable management of natural and physical resources in cases where the Minister of Conservation is the consent authority and, in the case of Regional Coastal Plans, the approving authority.
2. To initiate (in conjunction with coastal management agencies), a comprehensive natural resource audit and monitoring programme in order to provide sound advice to the Minister, and to promote the free dissemination of information between agencies involved in Coastal Resource Management.

#### *Other Roles in coastal management:*

3. To contribute (in conjunction with other coastal management agencies) towards increasing conservation awareness and support of resource management and conservation issues within the coastal environment (*s.3.5.1 refers*).

4. To advise Regional Authorities on areas that are sensitive to oil pollution and to be prepared at any time to implement the East Coast Conservancy's role in oiled wildlife response.

### Implementation

1. The Department will tender timely advice to the Minister on matters of sustainable management under the Resource Management Act, where the Minister is the consent or approving authority.
2. The Conservancy will initiate and maintain (in co-operation with other agencies), a public awareness programme designed to provide information on coastal values, processes and threats and to increase public support for, and involvement in sustainable coastal management.
3. A co-ordinated and comprehensive coastal resource inventory and monitoring programme will be initiated in co-operation with other coastal resource management agencies. The Conservancy will facilitate information sharing.
4. The Conservancy will maintain a response capability to calls by Regional Authorities for assistance with oiled wildlife, and with technical advice in the event of an oil spill.
5. The Conservancy will maintain and develop skills in coastal management through seeking learning opportunities, particularly in marine ecology, coastal process and resource management issues.

### Strategic Implications for subregions:

The implementation statements apply to all coastal subregions (*implementation relating to coastal advocacy is addressed in s.3.5.3 Statutory Advocacy*).

## 3.3.16 ECOSYSTEMS AND HABITATS – ECOLOGICAL RESTORATION

### Management Issues

Restoration in the broadest sense encompasses a wide range of functions and management techniques (eg animal and plant pest control, habitat enhancement and species recovery programmes for indigenous birds, fish and other animal species and threatened plants, fencing, and tree planting), most of which are covered elsewhere in this CMS. In this sense, restoration principles and practices are threaded throughout conservation management.

Restoration in the narrowest sense means to return a place (as nearly as possible) to a known earlier state or its original condition. While restoration of historic features may be a realistic goal, ecological restoration in this sense is rarely practical, as earlier or original states are generally unknown with any precision. Restoration is used here in an intermediate sense. A distinguishing feature of restoration is that it involves a finite period of relatively intensive intervention to "restore" or partially restore biotic communities and ecological processes and thriving indigenous ecosystems, after which they are expected to function normally with more generalised low-intensity management.

This section addresses terrestrial restoration issues, where establishment of indigenous vegetation is usually central to restoration projects. Restoration is relevant to aquatic systems also, both



freshwater and marine (s.3.3.23 *Freshwater Fish* and s.3.3.11 *Marine Reserves* refer). However aquatic habitat is managed by regional government. The Conservancy will advocate for restoration of degraded aquatic systems (s.3.5.3 *Statutory Advocacy* refers).

Restoration is carried out to enhance natural values of areas where the biotic communities and ecological processes have been damaged and the values have markedly diminished, to the extent of being lost in some cases. This may have occurred through single events or longer term processes, and commonly through a combination of factors including fire, logging, vegetation clearance, grazing and browsing by stock and wild animals. The impacts of people in high use recreational areas (eg around huts or camp-sites) may also necessitate restoration efforts, although in some cases planting may be carried out for simple "landscaping" reasons (s.3.4.4 *Recreation Impact Management* refers).

Some important principles of ecological restoration are illustrated in part of the district's hill country, where there is an erosion problem that is acknowledged to be one of the worst in New Zealand. There is a national public awareness and concern regarding the degraded state of much of this land, and a desire to see it "restored".

The primary response to this issue cannot be one of promoting ecological restoration in any conventional sense where the objective is a diverse indigenous forest ecosystem resembling the original. To stabilise the erosion, and accelerate the processes of soil development and indigenous plant succession would be very expensive per hectare (and methods for the more difficult sites as yet unproven). While restoring the small areas that might realistically be attempted far larger areas would be eroding, and the off-site impacts on the ecology of watercourses, flooding and siltation on alluvial flats, and damage to marine ecosystems would continue unabated and indeed worsening.

The primary response to erosion on the land most at risk is to at least contain the problem by promoting reforestation with the most cost-effective ground cover. This favours indigenous forest where kanuka-manuka over 10 years old are already well established with a closed canopy<sup>42</sup>. Reforestation is another option. The Government's East Coast Forestry Project is designed to address this issue by subsidising private sector commercial forestry on the land at risk, with completion scheduled for 2020. Although this project is administered mainly by the Ministry of Forestry, the Department has a significant role to minimise collateral damage to natural and historic resources, and to advocate for full implementation of the Project's nature conservation objective.

Fencing to exclude stock and wild animal control, especially in larger areas with well established secondary forest, might be supplemented by planting in critical areas such as steep riparian sites. Research trials on rehabilitating bare areas with appropriate indigenous species might be considered under the East Coast Forestry Project umbrella to assist in meeting its nature conservation objective.

The general point is that active ecological restoration is typically an intensive and expensive activity that needs to be sustained over a long period, with monitoring and aftercare. Prevention of degradation is the first priority. Over the vast majority of the Conservancy, standard protective management of existing natural or semi-natural areas will be more cost-effective than special restoration efforts would be in retaining or enhancing biodiversity.

Ecological restoration needs to be focused on small areas where there is much higher potential than normal to enhance natural values and biodiversity over the medium term. This focuses

<sup>42</sup> Bergin et al, 1993



restoration attention on degraded areas in special contexts – for example areas linking high values areas, with the potential to function as ecological corridors, or coastal areas where only degraded fragments of distinctive natural ecosystems remain. Areas critical for the ecological functioning of other connected ecosystems will generally be priorities for the Department's own restoration efforts and for advocacy (3.5.3 Statutory Advocacy refers). Examples are riparian sites, transition zones on the margins of wetlands, and in a larger context, whole estuaries.

Islands are a special case, where eradication of introduced animal pests (rats especially) may be a feasible option, in which case the ecological potential may then be outstanding. The Conservancy includes a number of offshore islands of which Portland, Pourewa, Motuoroi and Whangaokeno (East Island) are the largest. Only Whangaokeno is administered by the Department. In close association with tangata whenua, a programme has been initiated which aims to restore a coastal scrub-forest ecosystem on the island and to ultimately reintroduce tuatara to it. The potential remains high for restoration programmes on this and other islands.

There is an increasing desire from the public for hands-on involvement in active conservation. Ecological restoration can involve the public directly, and may also reduce the costs of Conservancy restoration projects. The Conservancy can also assist through co-ordination or participation in community initiatives (*s.3.5.2 Community Involvement refers*).

#### Management Objectives

1. To minimise the need for active ecological restoration efforts by preventing wherever possible the degradation of the natural environment.
2. To restore ecologically degraded sites having the greatest potential over the medium-long term (30+ years) for enhancement of the natural values of the site and of the Conservancy.
3. To promote sound ecological restoration in the Conservancy generally, and to support appropriate restoration initiatives of landholders, local and regional government, iwi, local communities, schools and others.

#### Implementation

1. The Department will identify priority sites for restoration and implement restoration projects on the basis that (a) restoration is practicable and (b) unlikely to proceed at reasonable speed under a standard protective management regime, and (c) where the potential conservation gain is large because:
  - ▲ the ecological communities proposed for restoration are grossly reduced from their former status in the Conservancy or ecological district, or
  - ▲ the site could provide for enhancing the population and security of threatened species (*s.3.3.18 Threatened Species refer*), or
  - ▲ the unrestored site is limiting the ecological functioning or landscape values of adjoining, surrounding or connected areas.

2. Revegetation projects on lands managed by the Department will use ecologically appropriate indigenous species derived from local sources wherever possible. In some instances introduced species may be used for particular short term management purposes (eg shelter or slope stabilisation to allow establishment of other plants, food sources for native birds which may themselves bring in additional seeds).
3. Opportunities to involve the public in the Department's restoration activities will be provided wherever practical.
4. The Department may participate with or support landowners or other groups in appropriate restoration activities on land or waterways not managed by the Conservancy.
5. Other opportunities to promote and advocate ecological restoration in the Conservancy will be taken (including restoration initiatives under the umbrella of the East Coast Forestry Project). (*s.3.5.3 Statutory Advocacy refers*).
6. The Department will prepare a Conservancy Ecological Restoration Strategy to amplify these provisions and identify specific priorities.

### Strategic Implications for Subregions

#### *Western Coast:*

- ▲ The Conservancy's emphasis will be on protection and management of existing coastal forests (almost entirely on private land) to ensure their retention and enhancement.

#### *Eastern and Southern Coasts:*

- ▲ Priority for restoration (relative to other subregions) of coastal forest and shrublands over most of coastal length, dunelands and the coastal wetlands (including estuaries, lagoons and dunelands).
- ▲ Encouragement of community involvement in restoration activity.

#### *Te Urewera:*

- ▲ Small scale restoration efforts may be required in association with facility construction and localised areas of visitor pressures.

#### *Waioeka and Raukumara:*

- ▲ Relatively low priority. Some restoration may be needed after highway engineering works are undertaken in the Waioeka subregion.

#### *Tairāwhiti:*

- ▲ Advocacy to encourage and facilitate private landowner-managed restoration projects. There may be scope for major restoration development through refinements to the East Coast Forestry Project.
- ▲ Restoration may be undertaken in small areas of the most under-represented types (eg forest-wetland transitions) and in respect of threatened species (eg ngutukaka).

### 3.3.17 SPECIES CONSERVATION - GENERAL SPECIES MANAGEMENT'

*Legislative framework:* The Department of Conservation administers a range of legislation which protects indigenous species:

- ▲ Conservation Act 1987
- ▲ Freshwater Fisheries Regulations 1983
- ▲ Marine Mammals Protection Act 1978 and Regulations 1992
- ▲ Marine Reserves Act 1971 and Regulations 1994
- ▲ National Parks Act 1980
- ▲ Native Plants Protection Act 1934
- ▲ Reserves Act 1977
- ▲ Trade in Endangered Species Act 1989
- ▲ Whitebait Fishing Regulations 1994
- ▲ Wild Animal Control Act 1977
- ▲ Wildlife Act 1953 (under this Act there is a general presumption that native animals are absolutely protected throughout New Zealand, however there are some exceptions which are scheduled in the Act) and Regulations 1955.
- ▲ Wildlife Act (Farming of Unprotected Wildlife) Regulations 1985.

This legislation provides for the protection of most indigenous species: all bats, frogs, most birds and reptiles, some larger invertebrates, the habitats of freshwater fish and marine mammals. Most invertebrates and plants however are not protected unless they occur on land managed by the Department. Elsewhere the Department has only an advocacy responsibility for the protection of indigenous species not protected by the above legislation, and for the habitats of all indigenous species. Freshwater fish can be taken for food, but harvest of eels and whitebait is regulated.

The "Convention on Biological Diversity" provides national guidelines for the way in which conservation management is to be undertaken. The Department's species protection methods are consistent with these guidelines.

*Species Protection through Habitat Protection:* Species protection is aimed primarily as preventing population decline and may take two main forms; habitat protection and active manipulation of individual species or populations. The primary means of species protection has, and will continue to, emphasise maintenance of habitats (*s.3.3.9 Ecological Management refers*). However it may be necessary to undertake artificial manipulations in particular circumstances (such as for threatened species), in order to prevent their further decline or extinction. Integration of different management activities is an important consideration in species protection, not just for efficiency, but because various operations (eg pest control programmes, development of facilities) can impact directly on species. The controlling factors for operations need to include consideration of the values of the area in terms of species diversity, rarity and nature and degree of threat.

*Threatened Species:* The management of threatened species will be consistent with national priorities<sup>33</sup>. Further guidance is provided by national Species Recovery Plans which look at

<sup>33</sup> As defined in the 2<sup>nd</sup> Edition of Molloy and Davis "Setting Priorities for the conservation of New Zealand threatened animals and plants" Department of Conservation, Wellington 1994, or any subsequent amendments to this.

individual species (or suites of similar species) and address their ecology, history, distribution, nature of threats, and have guidelines for recovery.

The past tendency to focus on single species management is being superseded by a "whole ecosystem" management approach to facilitate biodiversity (*s.3.3.9 Ecological Management refers*). This concept incorporates a change of emphasis from the more visible and "popular" species (primarily birds) to a broader approach which includes the lesser known, understood or unpopular groups such as invertebrates, reptiles and amphibians. Individual species will still provide a role as indicators of change of habitat health. The northern Urewera will be the focus for the whole ecosystem approach initially, with application to other parts of the Conservancy as our knowledge and understanding increases for those areas.

*Current situation:* The Te Urewera Subregion is understood to be the closest to its pre-European natural state of all the subregions, which is evidenced in its present species diversity and ecological condition. It therefore provides an excellent focus for species protection programmes and necessitates habitat protection activities such as pest control, more so than any other area of the Conservancy.

The forestlands of the Raukumara Subregion contain habitats for a wide range of forest and upland birds, animals and plants. A large percentage of these areas are already legally protected. Given the presently low level of development and recreation in the Raukumara subregion, and the generally difficult terrain, direct conservation management is not considered crucial to the maintenance of natural values and processes.

Although the natural quality of the Waioeka Subregion is similar to Te Urewera, it is subject to much higher impacts from development, land use, visitor pressure, tracking and roading than either Raukumara or Te Urewera. Monitoring of the impacts of change on species is therefore critical in this area.

The Western Coast subregion is less modified than the Eastern and Southern Coast subregions and therefore contains a wider diversity of indigenous species, particularly coastal and semi-coastal species. Most of the species values exist on privately owned land, and their protection is not guaranteed. Securing some form of protection of coastal and semi-coastal forest habitat is therefore a conservation issue in this subregion.

Much of the Tairāwhiti, Southern and Eastern Coast subregions (comprising about half of the Conservancy) have been highly modified for pastoral use and consequently much of the area contains low numbers of indigenous species and low species diversity. Some significant species values remain, but these are exceptions to the rule.

Knowledge of the state of species in the Conservancy changes. The most appropriate management aims, policies, priorities, methods and techniques are also changing. Maintaining an updated information and skills base is a significant issue in the conservation management of species (*s.3.3.10 Ecological Information, Survey and Monitoring and s.3.3.3 Research also refer*).

#### Management Objective

1. To maintain the full diversity of indigenous terrestrial, aquatic and marine species and communities found in the Conservancy.



## Implementation

1. The Conservancy will ensure that protection is provided for all species of protected animals, in accordance with the relevant Acts and Regulations (*s.3.3.4 Compliance refers*).
2. The Conservancy will take an active role in advocating for the protection of indigenous animals, plants and their habitats that are not located on lands managed by the Department, through both statutory advocacy opportunities and through seeking appropriate protection mechanisms such as conservation covenants (*s.3.5.3 Statutory Advocacy refers*).
3. Protection and management will initially emphasise nationally recognised high priority species, and will aim to balance national and regional priorities over the longer term. Management will be carried out in accordance with approved recovery plans and programmes (*s.3.3.18 Threatened Species refers*).
4. Habitat and ecosystem management practices (such as wild animal control priority setting) will be targeted to maximise benefits to protected species (*s.3.3.19 Ecological Management refers*).
5. The Conservancy will have regard to the views of tangata whenua on issues relating to the taking of culturally valued plant species used for such purposes as rongoa, weaving or waka construction.
6. The Conservancy will maintain a skill base for species management approaches and techniques, through training.
7. The Conservancy will co-operate with other authorities in addressing issues relating to protected species, where responsibilities overlap.
8. All species protection initiatives will comprise a public awareness advocacy component, and where appropriate may involve the public.
9. The disturbance, removal or taking of any live native animal protected under the Wildlife Act may be considered, when it is for specific conservation management reasons and rare and threatened communities are not endangered by the activity. (*s.3.3.24 Taking of Indigenous Plants and Animals refers*).
10. The Conservancy will record and undertake the care of damaged or sick wildlife as required (including responding to oil spills), in co-operation with other interest groups, volunteers, permitted breeders and rehabilitators.

## Strategic Implications for Subregions

The above implementation statements apply generally to all subregions, with the addition of the following priority issues:

*Western Coast:*

- △ Securing protection of coastal and semi-coastal forest habitat is a priority in this subregion to protect species diversity, particularly tracts connecting to the hinterland forests of the Raukumara subregion.

*Te Urewera:*

- △ Maintenance of strong focus (relative to other subregions) on species protection programmes.
- △ Initiate whole ecosystem management programme. (*s.3.3.9 Ecological Management, s.3.3.18 Threatened Species also refer*).

*Waioeka:*

- △ Monitoring and surveying of developments (such as visitor use, tracking and roading impacts) on species.

*Raukumara, Tairāwhiti, Southern and Eastern Coasts:*

- △ Low level of species management relative to above sub-regions.
- △ Ongoing review of this stance should impacts or understanding of species requirements change.
- △ Targeting of species under particular threat (e.g. weka).

3.3.18 SPECIES CONSERVATION – THREATENED SPECIES<sup>34</sup>

*Threatened Species in the Conservancy:* The East Coast Conservancy includes 13 bird species, 8 other animals (including insects) and 16 plants listed as threatened or classified as priority species in the department's guidelines "Setting priorities for the conservation of New Zealand threatened animals and plants"<sup>35</sup>. A further 7 East Coast plants are identified as threatened in the Threatened Plant List 1994<sup>36</sup>.

These threatened species are scattered throughout the Conservancy, over a range of habitats, (forests, coastal cliffs, swamps, streams, scrubland, dunelands etc) and within all subregions. A large proportion are to be found within the protected lands of the Te Urewera and Raukumara subregions.

The northern forests of Te Urewera National Park contain the largest population by far of North Island kokako in New Zealand (estimated from 800-1000 birds). The Conservancy also comprises the principal areas for weka in the North Island. Kakabeak is indigenous to the East Coast, with the species divided into two populations; one around Lake Waikaremoana, and the other scattered along the East Coast. The only known occurrence of the plant "X.it" (a small shrub, not formally named as yet) was recently discovered in Te Urewera National Park. It is ranked "Critical" in the New Zealand Threatened Plant List 1994.

<sup>34</sup> The Categories of threat referred to in this section are defined in Appendix Four of this CMS.

<sup>35</sup> Molloy and Davis, 1994

<sup>36</sup> New Zealand Botanical Society, 1994

*Threatened Species Management:* The Department has identified threatened animal and plant species, and has developed Recovery Plans for threatened individual species or groups of species with similar problems and management options. Recovery plans that relate to the East Coast Conservancy cover kakabeak (*Clianthus puniceus*, also known as kowhai ngutukaka), kokako (*Callaeas cinerea wilsoni*), whio (*Hymenolaimus malacorhynchus*) and all national species of kiwi. Plans in preparation cover New Zealand Dotterel (*Charadrius obscurus*), and all national species of weka, bats and frogs, and woodrose (*Dactyloctenium aegyptium*) also known as pua reinga. Although there is no recovery plan as yet for the "X.it" plant, attention to the conservation management of this plant is a significant issue.

*Setting priorities:* Priorities for threatened plants in the East Coast Conservancy are set in the Conservancy's Threatened Plants Strategy. The Strategy includes an overview of threatened plants in the Conservancy (ranked with regard to their threatened status), and management options for each.

With these guidelines the Conservancy will endeavour to halt the loss of species diversity, and to strengthen existing populations where possible. Given the continuance of the many forces that have brought about extinctions in the past, the Conservancy must maintain a high input into this area of its conservation work. The initial thrust will be to maintain monitoring and management of known threatened species within the Conservancy, with the understanding that the process will be ongoing, along with the identification of species not yet (known to be) under threat. While the Conservancy's activity will initially emphasise those species of highest priority, lower priority species will be monitored and actively managed (where necessary) as resources allow.

#### Management Objectives

1. To prevent where possible the loss of any threatened species from areas where they currently exist.
2. To reduce where possible the threatened status of any species through research and management.

#### Implementation

1. To continue efforts to identify threatened species (terrestrial and aquatic), throughout the Conservancy.
2. To survey suitable habitats of rare and threatened species to determine more clearly their status and management requirements.
3. To set priorities for management based on national priorities and on the species significance in the Conservancy primarily through implementation of the Conservancy's Threatened Plant Strategy.
4. To consider the manipulation of threatened species for research purposes where that research is deemed beneficial to the species and the population is not endangered by that activity.
5. To continue monitoring threatened and local species to determine what management, if any, is required to protect them.

6. Species will be managed according to the priorities set in the Conservancy's Threatened Plant Strategy. The existing priority programmes (listed below) will be assessed for their continued need and/or efficacy, and may be maintained, amended or discontinued.
  - A North Island kokako in the northern Urewera National Park: Monitoring of representative portions of the population for trends and to assist the maintenance and enhancement of the population through targeted management effort (such as possum control).
  - A Kiwi throughout the Conservancy: completion of survey for kiwi presence and relative density, monitoring of long term population trends at selected sites (as part of a national kiwi monitoring programme), assistance with research into predation as a cause of decline, and predator control methodology.
  - A Kakabeak at known sites: monitoring and active maintenance where necessary. Promulgation of stocks of genetically representative material and reintroduction into suitable areas.
  - A *Powelliphanta* "Urewera" snail population of Manuoha (Te Urewera National Park): Periodic monitoring to assess population trends. Survey of other likely sites for their presence.
  - A Monitoring and protection of the only known Xit plant: Surveys for further plants will be undertaken.
  - A Threatened species programmes in Te Urewera National Park: Integration of programmes into a more broadly focused management programme encompassing the whole ecosystem (s.3.3.9 *Ecological Management refers*).
  - A North Island Weka throughout the Conservancy: Ongoing monitoring (particularly in the Gisborne area), development of a management programme utilising information gained from current research into weka ecology in the Rakauora area.
  - A Whio/blue duck of the Whitikau stream (Waioueka subregion): Periodic monitoring to assess population levels and chick productivity.
  - A Streams in the Waioueka and Raukumara subregions: Continuation of systematic survey for Hochstetter's frog to determine their distribution and density.
  - A Kereru in specific locations: Annual monitoring to observe population trends and to help define management needs.
  - A Survey of pua reinga (*Dactylanthus*) in the Te Araroa area: Monitoring and protection of known plants throughout the Conservancy.
  - A Monitoring and protection of New Zealand dotterel on beaches throughout the Conservancy.
  - A Monitoring and survey of bats around the Conservancy, particularly the less common short-tailed bat (*Mystacina tuberculata ryacobia*).
  - A Determine distribution, density and status of the Raukumara tusked weta (unnamed).
7. Priority will be given to the establishment of appropriate habitat protection mechanisms, such as conservation covenants, to conserve populations or communities of rare and threatened species on unprotected lands.
8. All other activities managed or authorised by the Conservancy (eg recreation, concessions, wild animal control, mining, historic resource protection etc) will be undertaken or controlled in a manner which is consistent with the maintenance or enhancement of threatened species.
9. Public, iwi and interest groups will continue to be encouraged to participate in species recovery programmes where appropriate.



## Strategic Implications for Subregions

The objectives and implementation statements apply generally across the Conservancy (eg surveying for threatened species and their prospective habitats, and periodic monitoring of threatened species as necessary) with the following additional implications for subregions:

### *Western Coast:*

- ▲ Survey of kereru in particular.

### *Eastern Coast:*

- ▲ Banding and monitoring of North Island weka in urban Gisborne for population numbers and juvenile output, with community input.
- ▲ Survey, monitor and protect dactylanthus occurring in this subregion, particularly in the Te Araroa area.

### *Southern Coast:*

- ▲ Monitoring and protection of New Zealand dotterel.
- ▲ Monitoring of blackwinged petrel at Waikawa Island and banded rail at Mahia.

### *Te Urewera:*

- ▲ Maintenance of strong focus (relative to the rest of the Conservancy) for species conservation programmes.
- ▲ On-going monitoring and associated research of kokako (with an aim of providing a basis for expanding into a broader programme of ecosystem monitoring and management, including other threatened species such as kaka and falcon (*s.3.3.9 Ecological Management refers*)).
- ▲ Monitoring and planting of kakabeak (ngutukaka) on the shores of Lake Waikaremoana, to strengthen this population.
- ▲ Monitoring of kiwi sites and study of kiwi ecology <sup>37</sup>, particularly with respect to predation.
- ▲ Possible establishment of predator free (mainland) islands for kiwi around the shores of Lake Waikaremoana, subject to kiwi monitoring and research findings.
- ▲ Periodic monitoring of *Powelliphanta marchantii* "Urewera" snail on Mount Manuoha. Survey of similar peaks for snail presence.
- ▲ Monitoring of "X.it". Survey for further plants and cloning of plant for reintroduction in suitable locations.
- ▲ Monitoring of sites for kereru in the Waikaremoana area.

### *Raukumera:*

- ▲ Survey and monitoring of tusked weta.
- ▲ Survey for bats, frogs.
- ▲ Kiwi and whio/blue duck monitoring.

<sup>37</sup> In conjunction with Landcare NZ Ltd.

*Monitoring:*

- ▲ Monitoring of kiwi and whio/blue duck in the Whiti-kau Stream catchment.
- ▲ Systematic survey in streams of the subregions for Hochstetters frog (considered to perhaps be a core area for the species).

*Tairāwhiti:*

- ▲ Surveying of kereru in particular.
- ▲ Monitoring of known kakabeak areas. Active management of kakabeak where necessary. Planting programmes to be initiated in suitable (ie goat free) areas once these are established. (*s.3.3.13 Problem Animals refer*).
- ▲ Regular monitoring of North Island weka in the Rakau-roa area, as a current research site for weka ecology<sup>38</sup>. Consequent predation data to be used to establish future management programmes.
- ▲ Monitoring of kiwi at sites (yet to be identified), where population density is high and the habitat stable.
- ▲ Survey and monitoring or protection of pua reinga (*Dactylanthus*) particularly in the Te Araroa-East Cape area.
- ▲ Monitoring of sites for kereru in the Te Araroa and Gisborne areas, preferably with community assistance.
- ▲ Location and protection of pua reinga (*Dactylanthus*) generally and protection in Wairoa area.

<b>3.3.19 SPECIES CONSERVATION – PROTECTED SPECIES PERMITTING</b>
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Protected species permitting is administered by the Department under the relevant provisions of the Wildlife Act 1953 (birds, and all other protected animals including certain invertebrates) and the Marine Mammals Protection Act 1978 (all marine mammals). In most instances the Conservator holds the delegated power to issue authorities to hold in captivity or transfer allowable species. Animals thus held remain the property of the Crown.

Protected species that are widespread in captivity are the red and yellow crowned parakeets and certain lizards. Other species may be held as part of organised captive breeding programmes for threatened species. The department favours the holding of these species by institutions rather than by individuals.

<b>Management Objective</b>
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- |    |   |
|----|---|
| 1. | To ensure compliance by the public in all matters concerning the taking, manipulating or keeping of protected species in captivity (in accordance with legislative requirements and current departmental policy). |
|----|---|

<b>Implementation</b>
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- |    |   |
|----|---|
| 1. | Operational and recording systems will be maintained to manage protected species permit requirements, in accordance with departmental policy and the relevant provisions of the Conservation Act 1987, the Wildlife Act 1953, the Reserves Act 1977 and the Marine Mammals Protection Act 1978. |
|----|---|

<sup>38</sup> In conjunction with Massey University.

## Implication for Subregions

The implementation statements apply across all subregions.

### 3.3.20 SPECIES CONSERVATION – GAME BIRDS

Gamebird management in the East Coast Conservancy is primarily administered by Eastern Region Fish and Game Council (the “ERF&GC”) under the Conservation Law Reform Act 1990 and the Conservation Act 1987. The Council is responsible to the Minister of Conservation, and functions to manage, maintain, and enhance the sports fish and game resource in the recreation interests of anglers and hunters<sup>39</sup> (s.3.3.26 *Freshwater Fish*, s.3.3.25 *Marine Fisheries Advocacy refer*). The Councils also have specific planning functions which involve:

- ▲ representing the interests and aspirations of anglers and hunters in the statutory planning process;
- ▲ formulating and adopting an annual operational work plan; and
- ▲ preparing draft sport fish and game management plans in accordance with the Conservation Act 1987.

To advocate for the native gamebird species themselves, and to ensure that the needs of recreational hunters do not override the requirements of healthy ecosystems the Conservancy is required to liaise with the Fish and Game Councils, attend their meetings and make recommendations to the Minister on their policies and management plans. Any Fish and Game management plans produced for the East Coast Conservancy area must not derogate from the CMS.

Bird species categorised as “game” are listed in the first Schedule of the Wildlife Act 1953. Where these species are also native birds, the Department of Conservation has a responsibility to ensure the protection of the species as an intrinsic part of New Zealand’s natural heritage including the maintenance of their populations and habitats.

In rehabilitating wetlands, and in advocating or managing for conservation of riparian areas and aquatic ecosystems (for example), the activities of the ERF&GC and the Conservancy are strongly complementary. Maintaining good liaison with Eastern Region Fish and Game Council is a valuable aspect of the Conservancy’s work. However, at times the maintenance and enhancement of conditions for game bird hunting is in conflict with the requirements for maintaining other species and components in the ecosystem.

#### Management Objectives

1. To maintain links with the Eastern Region Fish and Game Council and support where appropriate their effort to enhance the Conservancy’s sport game resources.
2. To ensure that natural values of habitats are not compromised in the provision of sports game resources by ERF&GC.

<sup>39</sup> The relationship of the ERF&GC to freshwater fish is addressed in s.3.3.23

### Implementation

1. To liaise with ERF&GC and attend their meetings on occasions when issues relate to the East Coast Conservancy.
2. To support the Council's efforts to preserve and enhance wetland and riparian habitats.
3. To monitor the pressure for the introduction of new game species and to advise and advocate against their introduction where negative impacts on the environment is an issue.

### Strategic Implications for Subregions

The implementation statements have general relevance to all subregions. Gamebird habitat is generally associated with wetlands, both coastal and inland. Wetlands are scattered throughout all subregions.

#### *Southern Coast:*

- ▲ Management of Ngamotu Lagoon to consider recreational hunting values consistent with protection of the natural values.
- ▲ Participation in inter-agency rehabilitation of Whakaki Lagoon.
- ▲ General advocacy role in maintaining and enhancing the lagoons of the Wairoa coastline.

### 3.3.21 SPECIES CONSERVATION - MARINE MAMMALS

#### Introduction

Marine mammals, including all whales, dolphins and seals, are totally protected within New Zealand's Exclusive Economic Zone (EEZ) which extends 200 nautical miles around New Zealand and its Territories and Islands. Marine mammals are protected through the provisions of the Marine Mammals Protection Act 1978, an Act administered by the Department.

The Act requires the Department to respond to all marine mammal strandings and to attempt rescues. Other duties include monitoring the passage of marine mammals through the waters of the Conservancy, recording reports of accidental catches of marine mammals by commercial fishing operators, enforcing the compliance provisions of the Act, disposing of dead marine mammals in a manner that ensures the health and safety of people, and permitting appropriate ecotourism ventures such as whale watching.

#### Management Issues

*Inadequate Knowledge:* There are several areas in the Conservancy which experience high frequency of strandings, such as Mahia Peninsula (an internationally recognised site of single or mass strandings), and the Eastern Bay of Plenty (prone to mass strandings of pilot whales).

The cause of strandings is unclear (generally believed to be due to either navigation errors due to sonar traps, or sickness and possibly related to contaminated waters, parasites, calving complications or old age), and are therefore relatively unpredictable. Compounding this is the inherent inaccessibility of marine mammals for research efforts. There is a general lack of



knowledge about the life cycles, habitats, sources of food and migration characteristics of marine mammals.

It is consequently difficult to develop successful methods for the prevention of mass strandings. Presently the only effective method has been the use of sound disturbance to shepherd whale pods exhibiting pre-stranding behaviour away from the shore, and there is some research into employing sonar deflectors at sites of frequent stranding. There is also a need for effective monitoring of populations by DOC and other organisations.

*Disturbance:* While the focus of the Marine Mammals Protection Act 1978 is on marine mammals, the Conservancy recognises that the marine ecosystem must be able to support marine mammals which are at the pinnacle of the marine food chain. Some species (eg Hookers sealion, Hector's dolphin) have been severely reduced in numbers and are threatened species. The causes of decline are not conclusive, although fishing methods, catch rates of fish which are food species, harassment and pollution may be contributing. The Conservancy will advocate for the protection of marine mammal habitat (*s.3.3.22 Marine Fisheries Advocacy refers*).

Those who enjoy and appreciate marine mammals can threaten them also. The impact of ecotourism ventures on marine mammal behaviour is still an unknown quantity, but proximity, noise and frequency of interaction have been observed to disrupt marine mammal behaviour.

Commercial tourist operations targeting marine mammals have become very popular in areas of New Zealand. All operators are required to submit applications under the Marine Mammals Protection Regulations 1992 to conduct such enterprises. The purpose of this is to regulate human contact or behaviour with marine mammals by commercial operators or other people in order to prevent adverse effects on and interference with marine mammals.

The high profile of marine mammals makes them vulnerable to illegal acts also, such as trade in endangered species, or wilful disturbance. The Conservancy will work to enforce compliance with CITES legislation (*s.3.3.4 Compliance refers*) and the Marine Mammals Protection Act 1978.

*Public Awareness and Involvement:* Marine mammals (particularly whales) have been labelled "charismatic megafauna" meaning that they are the type of species which people easily develop an affinity with (others include the kiwi, tuatara, black robin and kakapo). Such perceptions are good for conservation in general, as public interest in the conservation of such creatures can develop to embrace a wider conservation ethic. Positive public perceptions of marine mammals also build support for the Department's work in international advocacy for marine mammal protection.

Whale strandings are natural events. However the Conservancy is statutorily bound to intervene through rescue attempts. Whale strandings are high profile events and both rescue attempts and volunteer training are opportunities for the community to become practically involved in conservation, and to experience first hand education in conservation issues. The Conservancy relies heavily on volunteer involvement in whale rescue attempts, and assists in ensuring the effectiveness of local volunteers through providing training. Project Jonah, or any future similar volunteer organisations, are also appreciated and are able to complement the Conservancy's operations.

### Management Objectives

1. To provide protection for marine mammals in accordance with the requirements of the Marine Mammals Protection Act 1978.
2. To encourage increased support for and involvement in conservation generally, through marine mammal conservation opportunities.
3. To utilise volunteers to assist in marine mammal rescue and monitoring.
4. To encourage increased awareness and support for marine mammal conservation amongst marine users.
5. To ensure that commercial tourism operators targeting marine mammals are meeting the requirements of the Marine Mammals Protection Regulations 1992.
6. To allow for appropriate use of dead marine mammals for conservation, science, or cultural purposes, in accordance with the Marine Mammals Protection Act.

### Implementation

1. The Conservancy will gather detailed scientific data and samples for analysis in conjunction with approved scientific institutions.
2. The Conservancy will act to prevent mass whale strandings from occurring, and support research into measures designed to prevent whale strandings.
3. An effective monitoring programme will be developed and implemented for all marine mammals within the Exclusive Economic Zone of the East Coast Conservancy. Commercial and recreational fishers will be encouraged to participate by filling in sight/capture/behaviour reporting forms (or similar).
4. Appropriate training will be provided for staff and volunteers in marine mammals protection work such as stranding responses.
5. The Conservancy will develop and maintain a marine mammal stranding contingency plan to provide for a rapid and effective response to marine mammal strandings and injured seal reports, including equipment maintenance and inventory.
6. Public awareness information on marine mammals (including their characteristics, guidelines for human interaction including safety issues, the protected status of marine mammals and advocacy for protection of their habitat), will be communicated in association with marine mammal sightings or strandings.
7. Rescues will be attempted at every stranding of marine mammals. Where rescue is inappropriate (eg the mammal is injured or sick), euthanasia will be carried out, and appropriate sampling, measurement and disposal will be implemented.
8. Disposal of marine mammals will be carried out in accordance with national policy and the Marine Mammals Protection Act, and in a manner consistent with regional coastal plans.

9. The Conservancy will facilitate sensitive utilisation of cultural materials from dead marine mammals, through direct consultations between an applicant for such materials and the hapu that expresses kaitiakitanga over the cultural material sought.
10. Compliance and law enforcement activities will be undertaken when appropriate to achieve the purposes of the Marine Mammals Protection Act (*s.3.3.4 Compliance and s.3.3.19 Permitting refers*).
11. The Conservancy will take an active role in advocating the protection of marine mammals and their habitat through input into regional coastal plans, and through involvement in multi-agency fisheries assessment working groups.
12. The Conservancy will respond to permit applications by commercial tourist operators in accordance with the Marine Mammal Protection Regulations 1992, and in a nationally consistent manner. (*s.3.4.5 Recreation and Tourism Concessions refers*).

### Strategic Implications for Subregions

All objectives and implementation apply throughout the marine area and coastal subregions. It is possible to identify two subregions as having a high probability of strandings. Other coastal subregions have a high priority in terms of gathering information on species that may be declining in numbers, and about which little is known. Additional implications for subregions follow:

#### *Western Coast:*

- ▲ Preparation (including availability of trained volunteers) for monitoring and possible mass strandings of pilot whales.

#### *Southern Coast:*

- ▲ Preparation (including availability of trained volunteers) for monitoring and rescue attempts of various whale species on Mahia Peninsula.
- ▲ Obtaining information on rare species.

### 3.3.22 SPECIES CONSERVATION – MARINE FISHERIES ADVOCACY

The Department of Conservation is directly responsible for issues concerning marine mammals and marine reserves (*s.3.3.21 Marine Mammals and s.3.3.11 Marine Reserves refers*). The Department has some responsibilities for oil spill and oiled wildlife situations, including assisting oiled wildlife and identifying sensitive habitats. In terms of oil spills, the lead agencies for this issue are the Regional Councils located within the East Coast Conservancy (*s.3.3.15 Coastal Management refers*). Outside of these issues the East Coast Conservancy can only advocate to other agencies on conservation issues associated with fisheries in the Coastal Marine Area. The principle agency responsible for fisheries issues is the Ministry of Fisheries (MFish).

Of note has been the enactment of Treaty of Waitangi (Fisheries Claims) Settlement Act 1992 Claims. This legislation includes the provision enabling establishment of mataitai reserves. The Maori Fisheries Act 1989 provides for the creation of taiapure reserves. The Department has no direct input into the creation of these types of traditional fisheries reserves, although the East Coast Conservancy may support efforts to promote these reserves. It is important to note that

these reserves are quite distinct from the concept of Marine Reserves in that they focus on fisheries management, whereas Marine Reserves provide for the preservation of the marine ecosystem; including fish, seabed, water, living and non-living things.

### Management Issues

The public often assumes that the Department is responsible for marine resource management, especially of inshore species such as crayfish and shellfish. The Department has no statutory authority, other than through the establishment of marine reserves, to manage fish stocks generally.

Nevertheless, the department's view is that advocacy on marine fisheries issues is seen as an opportunity to advocate for conservation in general terms. It also enables the Department to bring ancillary conservation issues (such as bycatch of marine mammals and seabirds, habitat protection) to the attention of the resource managers (in most cases, Mfish), and can encourage wider consultation on fisheries issues with interested communities. Finally, there is potential for more efficient information gathering and sharing if information needs can be discussed by all parties.

The Department therefore views fisheries advocacy, and liaison with fisheries management agencies and interested parties as an effective conservation opportunity.

### Management Objectives

1. To promote the general conservation and sustainable management of marine ecosystems in the East Coast Conservancy through fisheries advocacy.
2. To seek to reduce adverse effects of fishing activities in the marine environment.
3. To maintain, and where possible enhance, a close liaison with all statutory agencies involved in fisheries management and Mfish in particular.
4. To encourage broad community support for, and involvement in conservation initiatives taken on fisheries management issues.

### Implementation

1. The Conservancy will liaise with Mfish through participation in the Fisheries Liaison Committee, and by direct communication between the Conservancy and regional offices of Mfish (central and Auckland).
2. The Conservancy will advocate at local, regional and national levels on community and departmental concerns relating to adverse environmental effects of fishing activities (including bycatch issues).

### Strategic Implications for Subregions

The issues associated with marine fisheries are relevant to all coastal subregions.



### 3.3.23 SPECIES CONSERVATION – FRESHWATER FISH

A function of the Department under section 6(ab) of the Conservation Act 1987, is “to preserve as far as is practicable all indigenous freshwater fisheries and to protect recreational freshwater fisheries and freshwater fish habitats.” Along with provisions in the Conservation Act, the Department administers the Freshwater Fisheries Regulations 1983 (which address matters such as fish passage, habitat management and the harvest, transfer or release of aquatic life into new locations), and the Whitebait Fishing Regulations 1994. The Ministry of Fisheries (Mfish), the Eastern Regional Fish and Game Council (ERF&GC) and local and regional authorities by their management of land have responsibilities for either commercial, sports or water management aspects of fisheries management.

McDowall (1990)<sup>40</sup> and the Freshwater Fish Database record nineteen of the 29 known species of native freshwater fish as occurring within the East Coast Conservancy (*see list below*). Two nationally vulnerable species (the giant and short-jawed kokopu) occur in the Conservancy. Introduced species include sports fish (brown and rainbow trout) and species considered to have impact on indigenous species such as goldfish and mosquitofish. There are no known noxious fish species (such as European (koi) carp) in the East Coast Conservancy.

*Indigenous Freshwater Fish Species known to occur in the East Coast Conservancy:*

- ▲ Banded kokopu, *Galaxias fasciatus*
- ▲ Bluegilled bully, *Gobiomorphu hubbsi*
- ▲ Cockabully, *Tripterygion nigripeene*
- ▲ Common bully, *Gobiomorphus cotidianus*
- ▲ Common Smelt, *Retropinna retropinna*
- ▲ Cran’s bully, *Gobiomorphus basalis*
- ▲ Dwarf galaxias, *Galaxias divergens*
- ▲ Giant bully, *Gobiomorphus gobioides*
- ▲ Giant kokopu, *Galaxias argenteus* (*identified as vulnerable*)
- ▲ Inanga, *Galaxias maculatus*
- ▲ Koaro, *Galaxias brevipinnis*
- ▲ Lamprey, *Geotria australis*
- ▲ Ling-finned eel, *Anguilla dieffenbachii*
- ▲ Redfined bully, *Gobiomorphus huttoni*
- ▲ Shortfined eel, *Anguilla australis*
- ▲ Short-jawed kokopu, *Galaxias postvectis* (*identified as vulnerable*)
- ▲ Stargazer, *Leptosocopus macropygus*
- ▲ Torrentfish, *Cheimarrichthys fosteri*
- ▲ Grayling, *Prototroctes oxyrinchus* (*presumed extinct*)

#### Management Issues

*Information needs:* Our current knowledge of the abundance, distribution and the habitat requirements of freshwater fish species within the Conservancy is limited. Little is known about the distribution or population security of the rarer species (such as giant and short-jawed kokopu) which have habitat requirements that make them particularly vulnerable. There is a need for the Conservancy to initiate and maintain programmes to monitor freshwater fish species distribution and abundance, and protect habitats to ensure better management of the species.

<sup>40</sup> McDowall, R. M. 1990

*Habitat Quality:* The waterways, lakes and wetlands of the East Coast region support a number of important freshwater fisheries and vulnerable fish species. However, the quality of habitats is susceptible to a range of human induced impacts in catchment areas, such as

- ▲ Land use impacts (eg wetland drainage, nutrient runoff, sediment loadings).
- ▲ Modification of catchment design (ie channelisation and loss of instream habitat variety).
- ▲ Disturbance or removal of the forest canopy or riparian vegetation.
- ▲ Drainage, abstraction or impoundment of water.
- ▲ Water pollution.
- ▲ Barriers to fish passage.

Over 60% of indigenous freshwater fish species migrate between fresh and salt water at some point in their lives. Eels and grey mullet migrate to the sea to breed. Lampreys and smelt migrate upstream, breeding in freshwater. Inanga migrate into estuaries to spawn. The larvae of other galaxiids are washed out to sea and return to freshwater as whitebait. Therefore, freedom of passage for migratory fish is essential for their conservation.

Lowland areas have the greatest diversity of indigenous fish but their habitats have been severely modified by structures such as floodgates, culverts, weirs, dams and by pollution and sedimentation. A barrier to migration at one point can affect the entire catchment system. The result can be a considerable reduction in the distribution and abundance of indigenous fish in a catchment or throughout the Conservancy. This is true for eels in particular. Barriers associated with hydroelectric activity affect fish passage in Lake Waikaremoana, and the northeastern catchment of the Urewera Range.

*Advocacy Mechanisms:* The greatest diversity and abundance of native fish is often in privately owned areas within 20 km of the coast, and is subject to intensive land use modification and water demand. The Department seeks to protect native fish and their habitats through advocacy such as negotiation with landowners and local or regional government, or participation in Resource Management Act processes. The Resource Management Act provides for:

- ▲ Safeguarding the life supporting capacity of water and ecosystems,
- ▲ The preservation of the natural character of rivers, lakes and their margins,
- ▲ Protection of significant habitats of indigenous fauna, and
- ▲ The protection of trout and salmon habitat.

The interaction (both formal and informal) between the Conservancy and local or regional authorities is critical in achieving the protection of freshwater fish habitat. Through such interaction the Conservancy can share information on the values and threats relating to freshwater fish, advocate for the implementation of appropriate policies and plans, or submit on particular resource use applications affecting freshwater fish habitat. (s.3.5.3 *Statutory Advocacy refers*). Liaison with industries and landowners over habitat issues is also important.

There is generally a low level of public awareness about the existence of indigenous freshwater fish, the relative rarity of some of the species, and the degraded state of some habitats in the Conservancy. Promotion of the value of indigenous freshwater fish, and also the crucial ecological linkages between terrestrial, freshwater, estuarine and marine ecosystems will be a focus of public awareness information and advocacy activities. (s.3.5.1 *Conservation Awareness refers*).

*Taking of indigenous freshwater fish:* Although harvesting of eels and whitebait is regulated, and s.70 of the Freshwater Fish Regulations makes it illegal to "... intentionally kill or destroy indigenous fish...", there is no restriction against taking whitebait, eels or other indigenous fish for the purposes of scientific research or human consumption.

Maori have traditionally utilised some species of freshwater fish as a source of food. Section 26ZH of the Conservation Act addresses Maori customary fishing rights (except eels, *see below*).

Whitebait fishing is a significant seasonal activity throughout the Conservancy. The whitebait fishery is managed by the Conservancy, and governed by the Whitebait Fishing Regulations 1994. Many fishers have been concerned about the sustainability of the fishery due to a perceived decline in catches. The Department's management aims are to maintain and enhance the whitebait resource primarily through protection of habitat.

Management efforts to date have concentrated on compliance issues, and the identification and enhancement of inanga spawning habitat and fish passage issues. The level of "by-catch" of vulnerable species of whitebait, particularly the young of giant kokopu and short-jawed kokopu, is also of concern.

Eels are the only commercially taken freshwater fish species in the Conservancy. This is managed by MFish under the Fisheries Act 1983. The taking of eels for recreational and traditional purposes is also managed by MFish under the Fisheries (Amateur Fishing) Regulations 1986. The Conservancy recognises that there is a conflict in many areas between traditional Maori fishers and commercial eel fishers. Eels are native fish and the department is concerned with protecting their habitats and maintaining downstream passage. Commercial fishing is not permitted in National Parks unless approved by the Minister and specifically provided for in a management plan. It is prohibited in reserves under the Reserves Act unless it was a condition of the establishment of a reserve. Commercial fishing can only be carried out under a concession in areas managed under the Conservation Act. Access for the purpose of commercial fishing is considered inappropriate in Conservation Areas which are administered to protect native fauna and it is unlikely that authorities will be given.

Waters within the East Coast Conservancy support several important trout fisheries, including those of recognised national and international status on the Ruakituri, Mohaka and the Motu rivers, and at Lake Waikaremoana. Sports fisheries are managed by the Eastern Regional Fish and Game Council<sup>41</sup>. Trout are known to compete with and predate on indigenous fish and the Conservancy supports the Eastern Region Fish and Game Council policy of prohibition on the introduction of trout to rivers which are currently free of salmonid species.

*Setting priorities:* Priorities for conservation of freshwater fish have been set nationally. They emphasise the conservation threats posed by barriers to migration, habitat loss, introduced species interaction and harvesting issues, and the conservation requirements of significant species, including nationally vulnerable species and harvested species (whitebait, eels and smelt).

The Conservancy reserves the right to exercise its discretion to oppose the re-stocking of declining and/or non-sustainable sports fisheries in circumstances where conservation values are likely to be adversely affected or where significant conservation values may be rehabilitated and restored.

<sup>41</sup> The role of the Eastern Regional Fish and Game Council is outlined in section 3.3.20.



### Management Objectives

1. To maintain and where possible enhance populations of indigenous freshwater fish through the promotion and implementation of habitat protection measures, and the maintenance of fish passage for migratory species.
2. To protect freshwater fish and their habitat as a significant component of the biodiversity of the natural ecosystems in areas managed by the Conservancy.
3. To liaise with other agencies with authority for decision making on freshwater fisheries issues (Mfish, Eastern Region Fish and Game Council, Regional Councils).
4. To work towards a significant increase in public awareness of freshwater fish and the conservation issues relating to them.

### Implementation

1. The Conservancy will initiate and maintain an ongoing monitoring programme to survey and measure changes in the distribution of freshwater fish species (particularly vulnerable species) and to assess changes in the quality of freshwater fish habitat.
2. Conservation management activities impacting on waterways within areas managed by the Conservancy will be undertaken in a manner which protects the habitat requirements (including fish passage, and prevention of exotic fish species invasion into new areas) of indigenous fish.
3. Significant freshwater fish habitat in unprotected areas will be identified and located by means of the Protected Natural Areas Programme and other surveys, with a view to advocating for their protection. The Conservancy will continue to identify whitebait spawning areas and will either advocate for their protection, or undertake conservation management as appropriate. The Conservancy will take a proactive approach to maintaining and restoring riparian areas in order to enhance and protect the habitats of freshwater fish. Methods may include riparian purchase, statutory protection and riparian habitat restoration measures.
4. The Conservancy will advocate for remedying or mitigation of the adverse effects of present barriers to fish passage wherever they occur, and will liaise with regional authorities, applicants and the Eastern Region Fish and Game Council to prevent future barriers.
5. The Conservancy will liaise where practicable with tangata whenua in respect of their customary interests in freshwater fisheries, and on conservation issues of mutual interest.
6. The Conservancy will liaise with local and regional authorities on freshwater fisheries issues, and will advocate for appropriate provisions in policies and plans, including:
  - △ The maintenance and enhancement of freshwater fish habitat (including minimum flow requirements, spawning area maintenance, riparian management and land use affecting water quality).
  - △ Fish passage requirements.
  - △ The avoidance, remedying or mitigation of the adverse effects of activities on freshwater fish and their habitat.



7. The Conservancy will continue to liaise with the Gisborne District Council to identify rivers of importance for their freshwater fish values and to seek the appropriate protection for these values.
8. The Conservancy will continue to liaise with the Eastern Region Fish and Game Council over sports fishing issues and areas of mutual interest, such as introduced species interaction with indigenous species, water quantity and water quality.
9. The Conservancy will liaise with MFish at a regional level by way of participation in the Fisheries Liaison Committee (FLC) and associated departmental meetings and will provide advice on the effects of commercial fish harvesting on freshwater fish values.
10. The Conservancy will initiate and maintain a public awareness programme designed to raise awareness of the existence and vulnerability of native freshwater fish species in the East Coast Conservancy. (*s.3.5.1 Conservation Awareness refers*).
11. The Department will use its discretion in regard to applications under Part IIIB of the Conservation Act 1987, for access to undertake the commercial removal of native fish from Conservation Areas. Such activities are considered inappropriate in areas (listed below) where the principal purpose of management is the preservation and protection of native fauna or, where there are sites identified as a "mahinga kai" traditional Maori fisheries. Other areas may be added as necessary, but only after prior consultation with affected parties.
12. Conservation Areas in which the commercial exploitation of freshwater fish species (including eels) is considered inappropriate are as follows:
 

▲ Anaura Stream Covenant	Tairawhiti
▲ Anaura Stream Conservation Area	Tairawhiti
▲ Huntress Creek Wetland	Western Coast
▲ Jobson's Swamp Wildlife Reserve	Southern Coast
▲ Kaitawa Conservation Area	Te Urewera
▲ Kopuapouamu Conservation Area	Raukumara
▲ Lakes Rotoroa and Rotongaio Conservation Areas	Tairawhiti
▲ Littleworths Conservation Area	Raukumara
▲ Mangaone Stream Conservation Area	Tairawhiti
▲ Matawhero Wildlife Reserve	Tairawhiti
▲ Miromiro Conservation Area	Te Urewera
▲ Moanui Conservation Area	Waioeka
▲ Mullanies Conservation Area	Raukumara
▲ Ngamotu Wildlife Management Reserve	Southern Coast
▲ Pakihi Conservation Area	Waioeka
▲ Panekirikiri Conservation Area	Te Urewera
▲ Pihanui Conservation Area	Tairawhiti
▲ Raparapaririki Allocation Area	Raukumara
▲ Raukumara Conservation Park	Raukumara
▲ Riwhara Crown Land	Te Urewera
▲ Takaputahi Conservation Area	Waioeka
▲ Tutaekuri Conservation Area	Tairawhiti
▲ Urutawa Conservation Area	Waioeka
▲ Waihi South Conservation Area	Tairawhiti
▲ Waihi South Conservation Covenant	Tairawhiti

▲	Waikanae Creek	Eastern Coast
▲	Waikaremoana Conservation Area	Te Urewera
▲	Waioeka Conservation Area	Waioeka
13.	The Conservancy will consider appropriate habitat protection measures such as reserves or covenants, in waters identified as having significant freshwater fish values.	
14.	An effective compliance capability will be maintained in respect of the Whitebait Fishing Regulations 1994 ( <i>s.3.3.4 Compliance refers</i> ).	
15.	The Conservancy will investigate opportunities for monitoring whitebait catch trends (with provision for community involvement) with a view to assessing the effectiveness of whitebait spawning area management initiatives.	

### Strategic Implications for Subregions

The objectives and implementation statements apply generally throughout the Conservancy. Remedying the adverse effects of habitat loss and barriers to fish passage is a priority throughout the Conservancy, as is advocacy for protection of whitebait spawning areas, species distribution surveys, and public awareness issues.

The three coastal subregions are high priorities for general freshwater fish conservation, relative to the rest of the Conservancy.

#### *Western Coast:*

- ▲ Advocacy with respect to protection of whitebait spawning areas on the Waiau, Waioeka and Otara rivers.
- ▲ Advocacy regarding protection of vulnerable species is a high priority in this subregion.
- ▲ Resurvey of Haparapara and Kereu rivers to assess current status of threatened giant kokopu.

#### *Eastern Coast:*

- ▲ Advocacy with respect to protection of whitebait spawning areas on the Karakatuwhero and Wharekahika Rivers.

#### *Southern Coast:*

- ▲ Liaison with tangata whenua in respect of any proposed restoration of the freshwater fishery habitat at Whakaki Lagoon.
- ▲ Advocacy with respect to protection of whitebait spawning areas on the Wairoa, Kopuawhara and Mohaka Rivers.
- ▲ Advocacy regarding eel fishery issues.

#### *Te Urewera:*

- ▲ Liaison with Electricorp and tangata whenua regarding feasibility of re-establishing fish passage (particularly longfinned eel passage) in association with hydroelectric development at Waikaremoana.

- △ The implementation of ecosystem management activities in the northern Te Urewera will include freshwater fish management considerations (*s.3.3.9 Ecosystems Management refers*).
- △ Advocacy regarding introduced species interaction, and eel fishery issues is a high priority.

*Waioeka:*

- △ Introduced species interaction issues are high priorities for advocacy.
- △ The subregion generally has a medium priority relative to other subregions.

*Raukumara:*

- △ Salmonid free waterways such as the Haparapara River and Waikakariki Streams will be the focus for freshwater fish conservation activities including advocacy for their maintenance as salmonid free waterways, investigation of new protection measures and fish distribution survey.

*Tairāwhiti:*

- △ Continued advocacy for local and regional authority plans to remedy or mitigate damaged fish habitat in many catchment areas, riparian margins and river beds due to inappropriate landuse practices.
- △ Advocacy for freshwater fish conservation in regard to applications for small scale hydroelectric development on the Waikohu River, and any other such applications.
- △ The subregion has a medium priority for freshwater fish conservation throughout the Conservancy.

### 3.3.24 TAKING OF INDIGENOUS PLANTS AND ANIMALS

The prime objective of the Conservation Act is to ensure the protection and preservation of New Zealand's natural and historic resources. It is therefore inappropriate in most cases to allow the taking of indigenous plants and animals other than for conservation management reasons.

However the Act also gives some discretion to allow the taking of plants and animals, subject to guidance from this CMS.

*Plants*

The Act (Section 4) requires the Department to give effect to the principles of the Treaty of Waitangi. Section 30(2) enables the Director-General, subject to a CMS or a CMP, to authorise the taking of plants from conservation areas for traditional Maori purposes. It is not possible to permit the taking of indigenous wood for reward or gain unless it is for a traditional Maori purpose. Other takes of plants from conservation areas would require a concession.

Other Acts (eg Reserves Act [Sections 42 and 49] and National Parks Act [Section5]) deal with the taking of plants for specific types of land. There is no specific reference in these Acts to taking for traditional Maori purposes, nor is there a specific limitation on commercial activities.

*Animals*

Under the provisions of the Wildlife Act 1953 there is a general presumption that indigenous animals (excluding insects) are absolutely protected throughout New Zealand. There are some

exemptions which are listed to the schedules to that Act. Insects which are protected are listed separately in the 7<sup>th</sup> Schedule. Animals classified as game birds under this Act may be taken, subject to the relevant provisions of the Act.

#### *East Coast Conservancy*

There may be valid scientific, educational and conservation management reasons for the taking of plants and animals, or parts thereof (ie the taking will be for the overall benefit of the species).

Ecosystem protection remains the principal concern. The taking of material for any purposes must not compromise natural values on lands managed by the Department or the functioning of natural ecosystems. The taking of live protected or partially protected indigenous animals will only be considered for conservation management reasons.

In the East Coast Conservancy there is an increasing demand by Maori for medicinal plants (rongoa), weaving material (raranga, parirau, manu), whale teeth and bone and building materials for canoes and meeting houses. However, many species which are valued for these purposes are either rare overall (eg totara) or the traditional sites for their collection are now legally protected areas.

In addition, little is known about the long term impacts of such taking and on sustainable levels of take for specific areas. It is therefore important to monitor any take carefully and wherever possible to divert applications for native plant materials onto sources or private lands.

If applications for taking of materials for traditional Maori purposes are received by the Conservancy, it will consult with the relevant hapu or iwi authority and have regard to their views.

#### **Management Objective**

1. To consider requests for the taking for conservation management reasons of live protected or partially protected indigenous animals in accordance with the provisions of the Wildlife Act.
2. To consider requests for taking of dead indigenous animals (or parts thereof) protected under the Wildlife Act, for scientific, educational, conservation management or traditional Maori cultural purposes, in accordance with the provisions of the Wildlife Act.
3. To consider requests for taking of indigenous plant material for scientific, educational or conservation management purposes, in accordance with the relevant act which applies to the land on which the plants are situated.
4. To consider requests for taking of indigenous plant material for traditional Maori purposes in accordance with the relevant act which applies to the land on which the plants are situated.
5. To refer applications for taking of indigenous plant material and dead indigenous animals (or parts thereof) for traditional Maori purposes to the relevant hapu or iwi authority and to have regard to their views when making decision on these applications.



**Implementation**

1. The taking of plants and animals which are threatened or locally uncommon will only be considered where the taking is considered by the Department to be essential for conservation management purposes.
2. The taking of plants (or parts thereof) for scientific or educational purposes will be limited to species which are in abundance, and only minimal quantities will be approved. (This is further restricted by implementation (1) above).
3. Wherever possible, applicants for indigenous plant materials will be diverted to sources on private lands.
4. The taking of dead animals (or parts thereof) for scientific and educational purposes may be permitted. Each case will be considered on its merits.
5. The taking of dead animals (or parts thereof) for cultural purposes may be permitted. Each case will be considered on its merits, and with the involvement of the relevant hapu or iwi authority.

**Strategic Implications for Subregions**

The objectives and implementation statements apply generally across the Conservancy.

### 3.4 RECREATION AND TOURISM

*Introduction:* This section details the Department's role as a provider of recreation opportunities in the Conservancy. It also sets out the range of opportunities available in areas managed by the Department.

It considers the Conservancy's relationship with other providers of recreational opportunities, issues of access to areas the Conservancy manages, health and safety considerations, facilities, concessions granted to businesses wishing to operate in areas managed by the Department, managing the impact visitors may have on natural, cultural and historic values, and how services are provided through Visitor Centres.

*Overview of Current Recreation:* The Department manages only 30 areas in all of the coastal subregions. The eastern Bay of Plenty, East Coast and Mahia Peninsula are increasingly popular as tourism destinations, and visitor pressure on these coastal reserves is generally high. Access or right of way to the coast is limited in the Eastern and Western Coasts. The Conservancy recognises the importance of its relationship with other recreation providers such as local authorities in developing a comprehensive recreation opportunity spectrum in the Conservancy. Thus access, encouraging new opportunities (particularly day use, short walks and walkways), and visitor impact management are key conservation concerns in the coastal subregions.

There are three largely forested subregions: the Raukumara, Te Urewera and Waioeka. Although many other areas in the subregion are popular for recreation, Te Urewera National Park is viewed as the primary recreation opportunity in the Conservancy, and considerable management attention is spent on developing facilities in high use areas to withstand high visitor numbers, protect natural and historic values and provide quality recreation opportunities. The Raukumara subregion is managed to emphasise remote, or wilderness experiences in near pristine settings, including the gazetted Wilderness Area and the Wild and Scenic Motu River. Access to good opportunities such as hunting and fishing is relatively easy. The subregion receives many visitors, mostly passing through on scenic State Highway 2, which has a wealth of natural and historic interest.

The Conservancy manages many areas in the Tairāwhiti subregion, scattered across its large land area. Access to them is limited, particularly in the south. Recreation tends to focus on nature walks, river recreation and hunting.

#### 3.4.1 RECREATION OPPORTUNITIES

A number of agencies provide recreational opportunities and facilities in the East Coast Conservancy. Each agency can therefore focus on that part of the recreation spectrum to which it is best suited. The Department encourages appropriate recreational use of land managed by it. At all times this use must be consistent with protection of natural and historic resources.

#### Conservation Management Issues

*Recreation Niche:* The Department manages some of the most popular and unique recreational opportunities in the Conservancy. More than 85% of what the Department manages (by area) is in the more natural, more remote and relatively undeveloped areas of the Conservancy – principally Te Urewera and Raukumara forest tracts. Some of the opportunities managed by the department are of significance in a regional and national sense.

A key tool in planning for recreation is the Recreation Opportunities Spectrum (ROS). ROS is a system that maps recreational opportunities (or classes) along a continuum (from Urban to Wilderness) based upon defined physical, social and managerial factors that characterise settings or places where a range of recreational activities occur. Participation in a recreational activity within a particular setting generates an experience that can be identified and differentiated across the Opportunity Spectrum. The ROS can then be used to direct recreational activities into areas causing minimal conflict with others.

Factors taken into account when considering new recreation opportunities or facilities include safety, demand, the values of the area, impact on those values, and the availability of similar opportunities or facilities in areas managed by other providers of recreational opportunities.

*Changes in Visitor Demand:* Expected increases in visitor numbers could have implications for management of key high use recreational opportunities and may place strain on carrying capacities. Domestic (local and regional) tourism currently accounts for approximately 80-85% of visitors. This is predicted to remain nearly static with a growth rate of less than 2% *per annum* to the end of the decade. International tourism is expected to change more significantly.

An ageing domestic population that is increasingly into child rearing and family based recreation will also affect demand for accessible recreation opportunities. National surveys have identified a growing demand for short duration road end recreational opportunities, with a preference for opportunities close to urban centres. The Conservancy is one of several landowners able to meet this demand, with reserves and walkways close to population centres. The Conservancy's three walkways are all within one hour's drive of Gisborne.

There are few opportunities available for people with disabilities. Others are also under represented for various reasons. Consultation with various user or interest groups is therefore an important aspect of planning recreation opportunities.

Issues relating to access, impacts and facilities associated with recreation opportunities are addressed in separate subsections.

#### Management Objective

1. To provide a range of sustainable recreation opportunities which best reflects and is responsive to patterns of demand throughout the East Coast Conservancy and North Island, and which are consistent with the conservation of natural and historic resources.

#### Implementation

1. The Conservancy will use the New Zealand Recreation Opportunity Spectrum (ROS) technique as a planning tool to set priorities for and to determine:
  - ▲ The Department's position as a "provider" of recreational opportunities in relation to other "providers" in both a conservancy and national context.
  - ▲ Those recreational opportunities attracting highest demand.
  - ▲ Those opportunities at greatest risk through inappropriate visitor use.
2. The Conservancy will seek to sustain the quality of the visitor experience and protect natural and historic values by setting limits of acceptable change and use.

3. The Conservancy will advocate, where appropriate, for the retention of unformed paper roads, creation of easements or other forms of "Rights of Way" to provide access to important recreational opportunities on lands managed by it or other organisations, and in particular to coastal recreational areas (*s.3.4.2 Recreation Access refers*).
4. The Conservancy will liaise with other agencies and interest groups in the planning, development and maintenance of recreational opportunities which are complementary in terms of the range of recreational experiences (especially those not available on lands managed by the Conservancy) and which mitigate visitor pressure in key areas.
5. The Conservancy will manage Raukumara Conservation Park to protect its wilderness qualities.
6. The Conservancy will give emphasis to recreational opportunities that are readily accessible by road, are of natural scenic or historic significance, provide day or part day recreation activities and offer opportunities for natural or historic interpretation.

### Strategic Implications for Subregions

The objectives and implementations apply generally across the Conservancy, with particular strategic focus in the following subregions as indicated below;

#### *Western Coast:*

- ▲ Liaison and co-operation with other suppliers of coastal recreation opportunities.
- ▲ Assessment of the potential of small reserves and conservation areas in close proximity to Opotiki township that have potential to satisfy increased day use recreation demands and implementation of these as appropriate.
- ▲ Negotiation or provision for improved access to the coast will be a priority throughout this subregion.
- ▲ Maintenance of key opportunities at Waiotahi Spit Scenic and Historic Reserves, fishing access through Tokata Scenic Reserve and general coastal recreation at Tirohanga Dunes and Matapapa Recreation Reserve.
- ▲ Management of visitor impact.

#### *Eastern Coast:*

- ▲ Improvement of access and right of way issues throughout the subregion.
- ▲ Maintenance or enhancement of opportunities at Cook Landing Site National Historic Reserves, Okitu Bush Scenic Reserve, Cooks Cove Walkway (subject to negotiation with landowners), Anaura Bay Recreation and Scenic Reserves. These are the key opportunities in the subregion, focusing on day walks, coastal recreation (including camping) and historic interpretation.
- ▲ Investigation of further coastal recreation opportunities in the Hicks Bay and Lottin Point area, and of walkways generally.

#### *Southern Coast:*

- ▲ Provision of opportunities is a low priority in this subregion relative to others, as there are few areas managed by the Department.



- ▲ Liaison with other agencies to encourage comprehensive provision of opportunities in the subregion, such as marine recreation at Whangawehi, historical interpretation of shipwrecks, and coastal walkways throughout the Mahia Peninsula.
- ▲ Development of better opportunities in relation to coastal wetlands.

*Te Urewera:*

- ▲ Management will emphasise opportunities in areas accessible by vehicles, and more remote walk-in opportunities through seeking improved foot access, and provision of recreational facilities.
- ▲ Continued focus on the Waikaremoana catchment as the outstanding recreation opportunity for the Conservancy, including the Aniwaniwa Visitor Centre and nearby Waikaremoana Motorcamp and boatramp, Lakes Waikaremoana and Waikareiti, and the Waikaremoana Great Walk.
- ▲ Maintenance of opportunities associated with former State Highway 38, Waitangi Falls, the Waimana, Whakatane and Horomanga Valleys, the area near Maungapohatu and the Ruakituri Catchment.
- ▲ Calculating limits of acceptable change are a priority in the Waikaremoana catchment (especially at Lake Waikareiti).
- ▲ Implementation of a 7 year Great Walk Development Plan.
- ▲ Development of a clearly defined infrastructure for Lakes Waikaremoana and Waikareiti servicing information provision and waste management. Concessions for visitor transport, security and other appropriate commercial activities will be identified in the course of this exercise.

*Wairoka:*

- ▲ New provision of recreation opportunities in the Wairoka subregion will emphasise road-end and highway based recreation along State Highway 2.
- ▲ Continued management of other parts of the subregion for back country walk in or remote opportunities, including maintenance of a network of foot access tracks into areas surrounding Wairoka or Urutawa.
- ▲ Recreation development planning attention will target Wairoka Gorge Scenic Reserve.
- ▲ Maintenance of key access points to reserves from the old Motu Road, State Highway 2, the Te Waiti and Pakihi Valleys, Wairata and Moanui, and the Wairoka Scenic Reserves.

*Raukumara:*

- ▲ Continued emphasis on provision of primarily wilderness and remote opportunities in the Raukumara Conservation Park, implying minimal facilities, low use, high self sufficiency and fitness.
- ▲ Protection of nationally significant natural and wilderness recreation values of the Raukumara Wilderness Area (39,000 ha) through restricted mechanised access and facility provision.
- ▲ Protection of fragile natural and historic values of the Wild and Scenic Motu Rivers recreation opportunities through regulating and monitoring commercial concession operations.
- ▲ Motorised vehicle access will not be maintained to Otipi Road given the incompatibility of such access with the remote values protected there.
- ▲ Management of other areas of Raukumara for the provision of remote opportunities with minimal facility provision, such as the fringe areas of Raukumara Conservation Park.

*Tairāwhiti:*

- ▲ Emphasis on management of key opportunities at Morere Springs, Gray's Bush, Mahia Peninsula and Te Reinga Scenic Reserves.
- ▲ Maintenance of opportunities at Otoko Walkway, Matawhero Wildlife Reserve, Whinray Scenic Reserve, Makaretu Scenic Reserve, Te Puia Hot Springs Reserve, Papatu Scenic Reserve, Matawai Conservation Area, Pīhanui Conservation Area, Mangaone Caves.
- ▲ Encouragement given to other recreation providers, agencies or individuals to promote appropriate recreational opportunities, particularly walkways.

3.4.2 RECREATION ACCESS
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This section outlines the access requirements and aspirations of user groups, landowners and key associates, the Conservancy's approach to access issues, and the key policy directions which guide provision of access to land managed by the Conservancy.

### Conservation Management Issues

*Access to lands managed by the Conservancy:* The Conservancy encourages free public access to land it manages and is involved in gaining access to river, lake and coastal margins. However, public access to many areas may be restricted or denied in some circumstances, including:

- ▲ Access may be temporarily closed or public use restricted to protect key conservation values.
- ▲ Information about access may not be readily available to the public.
- ▲ Access may be provided, but some groups may find it practically difficult.
- ▲ Unformed "paper" roads defined on a map are often not adequate or accurately marked on the ground, causing misunderstanding between the public and landowners. Access may be illegally restricted by adjacent landowners.
- ▲ Some uses of public access are restricted or denied because they have significant adverse environmental impact, and affect the experience of other users.
- ▲ High maintenance costs and conflict between different recreational experienced may result in reduction of access.

Some of these situations are by design, in order to protect natural and historic values. Others present challenges for the Conservancy in its function to foster recreation.

*Aircraft:* People using aircraft for access to areas managed by the Conservancy may disturb other visitors and residents of private land enclaves contained within these areas.

Aircraft, and specifically helicopters, are identified by many people as a particular access issue. The Conservancy recognises the value of helicopters as management tools and as means of access for recreational hunters who perform a valuable animal control function. Problems associated with helicopter use include accumulation of rubbish in remote areas, safety issues, unauthorised use including poaching, and conflict with other users.

The use of aircraft over land and water bodies managed by the Conservancy is controlled by the Civil Aviation Act 1990 and Civil Aviation Rules.

A concession is required to land, take off or hover over land managed by the Conservancy which is not a certified aerodrome. This requirement does not apply to emergency landings, work on

maritime navigational aids and aircraft operated by the Department of Conservation, the New Zealand Defence Force or the Civil Aviation Authority of New Zealand.

In addition the use of aircraft is regulated within the Raukumara Wilderness Area and in specific areas of Te Urewera National Park at certain times. Restrictions on aerial access do not apply where this use is for management purposes, or in emergencies such as fire or search and rescue.

*Vehicles:* The use of vehicles of various types is a popular recreation choice throughout the Conservancy. However vehicles can cause significant damage to natural and historic values. Their use may also degrade the experience of others. Motorised vehicles in particular can cause significant damage to tracks and vegetation, and their use may be incompatible with other users, presenting a safety hazard in certain circumstances. Motorised vehicle access to protected areas in the Conservancy has resulted in the spread of exotic weeds into areas of high natural value, access for poachers/spotlighters into remote areas and accumulation of rubbish and unauthorised structures at road ends.

Conflict between visitor experience, high road maintenance costs and problems associated with allowing motorised vehicle access to the Motu River on the boundary of the Raukumara Wilderness Area at Otipi are matters of concern.

Mountainbikes are also defined as vehicles. Requests for mountainbike access have increased significantly in recent years. Appropriate opportunities exist for mountainbike use in the East Coast Conservancy, where mountainbike use does not conflict with existing predominant uses or protection of natural and historic values. There is a need to convey information regarding opportunities to mountainbikers.

Boating on Lake Waikaremoana is a popular way of enjoying the National Park. Such use can have adverse effects (such as vegetation damage caused by camping on lakeshore margins). The threat of introduced lake weeds from adjacent areas is also an issue.

*Animals:* Dogs contribute to the recreation experience of many people, and open up opportunities for blind people. However, dogs not kept under control can severely impact on indigenous wildlife, and can impact on other recreational users.

Provision exists under the Dog Control Act 1996 and the Conservation Act for the Department to control dogs on land it manages. The Department may gazette these areas which are to be open to dogs and those areas where dog access will be controlled. The Department also has specific powers to deal with unauthorised dogs along with the owners of those dogs.

The Minister of Conservation may declare areas of land managed by the Department to be either a 'controlled dog area' or an 'open dog area'. Permits will be required to take dogs into 'controlled dog areas'. Identification of these areas will be determined by the vulnerability of fauna to dogs and potential conflict with other users. Exceptions will apply where specific management activity requires the use of dogs and is provided for in any management plan. Permits will also not be required for seeing-eye dogs, companion dogs, search and rescue dogs, Police and Customs Department dogs or dogs used by the Department of Conservation in species management programmes.

Certain areas are not able to be declared 'open dog areas'. These include wilderness areas, ecological areas, scenic or scientific reserves, and wildlife refuges, sanctuaries and management reserves.



Areas proposed to become 'open dog' or 'controlled dog' areas will be identified within a discussion document which will be publicly notified and submissions invited. Following this consultation process, and after taking public submissions into account, a number of areas will be submitted or gazetted as 'open dog' or 'controlled dog' areas. Once gazetted, the Department has powers to seize or destroy dogs not under proper control within any 'controlled dog' or 'open dog' area.

Cats pose a significant threat to indigenous animals. Visitors will be prohibited from bringing cats to areas managed by the Department.

Horses are a popular form of access to some remote areas of the Conservancy. In some areas horses are a traditional form of access between Maori land enclaves. Use of horses can impact on natural and historic values by introducing and spreading weeds, damaging tracks, affecting the experience of other track users, trampling vegetation, and degrading hut environments (*s.3.3.13 Problem Animals refers*).

*Organised events:* The Conservancy manages some areas which are suitable for organised events. Such events are usually of a sporting nature, open to the public or to specific groups, and are of short duration. They may impact on the experience of other users.

#### Management Objectives

1. To advocate for appropriate access to land managed by the Conservancy consistent with the protection of natural and cultural values and the experience of other users.
2. To encourage the provision of safe unrestricted foot access to the countryside consistent with s.3 of NZ Walkways Act 1990.
3. To identify and gazette areas of land managed by the Department which are to be open to dogs and those areas where dog access will be controlled.

#### Implementation

1. The Conservancy where appropriate will maintain walking access to lands it manages and where necessary, endeavour to enhance walking access by way of legal agreements through negotiation with adjacent landowners and local authorities.
2. The Conservancy will participate in district and regional council planning processes, and will seek inclusion in plans and policy statements provisions which secure improved access to the coast and to river margins where appropriate.
3. Visitors will be advised of their rights and responsibilities when using legal access ways across private land to areas managed by the Conservancy.
4. The Conservancy will liaise with authorities for improved directional signs and for maintenance of roads giving access to areas it manages.



5. Some areas managed by the Conservancy may be closed to the public or be subject to restricted entry to protect public safety, natural and historic resources, wahi tapu and other sites of cultural significance or the experience of other users. Areas may be temporarily closed for management purposes. All statutory and reasonable steps will be taken by the Conservancy to make the public aware of the closure and the reason for it.
6. The use of land managed by the Conservancy for organised club or public events may be allowed where consistent with the protection of natural, historic and cultural values.
7. The adequacy of public access will be monitored.

*Aircraft:*

8. Landing of aircraft for recreational purposes will be excluded in the following areas: the Gazetted Wilderness Area in the Raukumara Conservation Park (apart from authorised hunting for problem animal management purposes), and the Lake Waikaremoana Catchment, Galatea Faces/Horomanga to State Highway 38. In addition, landings within Te Urewera National Park during the red deer roar and Christmas holiday periods will be restricted. (*nb. this implementation statement is subject to Implementation 10 below*).
9. Aircraft landing access within other areas managed by the Conservancy will be managed through the concession process (*s.3.4.5 Concessions refers*) on a case by case basis, taking into account the following factors:
  - △ the purposes for which the land is managed,
  - △ any potential compromise in natural and historic values,
  - △ any potential adverse effect on the use and enjoyment of the area by other users,
  - △ any potential net benefit to conservation on aircraft landing access,
  - △ any other considerations in section 17U of the Conservation Act 1987 relevant to the application.
10. It is likely that aircraft landing access will require tighter management over the term of this CMS. An ongoing review of the appropriateness of specified areas and types of access will continue and changes made to this CMS as required.

*Vehicles:*

11. Motorised vehicle access over lands managed by the Conservancy will generally be confined to formed roads and parking areas unless otherwise authorised or restricted.
12. Mountain bike access will generally be confined to formed roads and designated foot tracks throughout the Conservancy. Access for mountain bikes within Te Urewera National Park will remain confined to maintained roads only.
13. The Conservancy will liaise with other landowners/managers to determine whether alternative areas are available for off road recreation.
14. The Conservancy will advocate for controls on use of motorised vehicles along sensitive coastal areas and other areas of high natural, historic or cultural values.

*Access for people with disabilities:*

15. The Conservancy will consult with groups representing people with disabilities to identify suitable areas and opportunities where demand exists on lands managed by it. Information on areas and facilities will be made available to individuals and organisations.

*Animals:*

16. The Te Urewera National Park Management Plan 1989 - 1999 outlines specific provisions relating to use of horses by tangata whenua which will apply to this CMS.<sup>42</sup>
17. The Conservancy will prepare a discussion document identifying areas proposed to become 'open dog' or 'controlled dog areas' and follow through the statutory process.
18. The Conservancy will ensure that information on 'open dog' or 'controlled dog areas' (including any special conditions), are well publicised on signs, permits, publications and other Conservancy visitor information.
19. The Conservancy will liaise with affected groups (eg hunting groups) to ensure that policy on dog access is widely known and understood.
20. Horses will not be allowed on lands managed by the Department except for management purposes or traditional purposes approved in Te Urewera National Park Management plan (see also 16 above).
21. The Conservancy will monitor the effect of existing horse use on natural and historic values. Where these values are threatened, horse use may be further restricted.
22. Bylaws will be sought to control the unauthorised taking of other animals onto land managed by the Conservancy.

**Strategic Implications for Subregions**

The implementation of access policy applies generally across the Conservancy, with the following implications for particular subregions:

*Eastern Coast:*

- ▲ Signposting is necessary to inform public of their rights and responsibilities when crossing private land (eg at Cooks Cove and Anaura Walkways).

*Southern Coast:*

- ▲ The Conservancy will provide information about access to marginal strips and conservation areas.

<sup>42</sup> This plan, including its provisions on horse use, will be reviewed in 1999

*Te Urewera:*

- ▲ The Conservancy will manage access to the Waikaremoana Great Walk consistent with protection of natural and historic resources and the recreation experience of users.
- ▲ The Conservancy will liaise with landowners for access for management purposes across farms and private land.
- ▲ The Conservancy will provide signposting at enclaves of Maori land within the National Park.
- ▲ Aerial access to and/or landing in designated locations of Te Urewera National Park will be allowed as provided for in the Te Urewera National Park Management Plan 1989-1999 or any subsequent reviews of this plan.
- ▲ The Conservancy will reassess helicopter flying and landing areas within Te Urewera National Park to take account of changing animal population densities and visitor use.
- ▲ Access for horses in Te Urewera National Park will be as prescribed by the Te Urewera National Park Management Plan 1989-1999, or any subsequent reviews of this plan.

*Raukumara:*

- ▲ Horses will remain prohibited in the Raukumara Wilderness Area.
- ▲ Motorised access along the Otipi Road adjacent to the Motu River and Raukumara Wilderness Area is considered inappropriate by the Conservancy. Consequently, the road will only be maintained to a standard which allows for foot and mountain bike access.

*Tairāwhiti:*

- ▲ Upon concluding negotiations, the Conservancy will implement an agreement between the Crown and Ngati Porou in relation to ownership of Hikurangi Maunga, including provisions regarding public foot access to the Gisborne Canoe and Tramping Club hut and the summit of Hikurangi Maunga.

3.4.3 RECREATION FACILITIES
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The Conservancy provides a wide range of back country recreational facilities, including huts, bridges, campsites, and hundreds of kilometres of foot tracks.

In more accessible areas of Te Urewera National Park, the Conservancy manages a complex of high use facilities based around Lake Waikaremoana. These include the Waikaremoana Motor Camp, boat ramps, Aniwaniwa Visitor Centre, campsites, a range of walking tracks and hut and campsite facilities on the Waikaremoana Great Walk.

In contrast to Te Urewera National Park, the Raukumara Conservation Park has limited recreational facilities.

Provision of facilities closer to populated areas diminishes due to a lack of suitable areas managed by the Conservancy. This means recreational use is concentrated into a small number of high use opportunities. Of regional significance among these are:

- ▲ Bush walks at Morere Springs Scenic Reserve.
- ▲ Day use and camping facilities adjacent to State Highway 2 in the Waioeka Gorge.

## Conservation Management Issues

*Visitor Demand:* Changing trends in recreation activities and facility use will affect provision of facilities. Projected increases in visitor numbers and (of international tourists in particular) will be major considerations. When planning for recreation, the Conservancy will need to take into account the increasing demand for readily accessible recreation on the 'fringes' of lands managed by the Conservancy, and shorter walks. The Conservancy will also have to consider the relative lack of recreation facilities for people with disabilities.

Visitor demand, and the Conservancy's response to it is a significant issue in regard to the Waikaremoana Great Walk.

*Review of facilities:* Many of the Conservancy's huts were originally established to service wild animal control operations. These may not be located in areas of highest demand for recreational users. They may fall short of visitor needs and expectations, and may need to be re-evaluated and possibly upgraded, redesigned or removed to meet known and future visitor demand.

Some recreational sites and facilities managed by the Conservancy are of historic significance. The review of facilities will identify these and they will be managed as historic sites.

A national review of motorcamps managed by the Department has been undertaken. An outcome of this review has been the recommendation to lease the management of Waikaremoana Motorcamp.

*Walkways:* The provision of walkways in terms of the New Zealand Walkways Act 1990 places emphasis on opportunities close to Gisborne. The Conservancy supports provision of Walkway opportunities which are readily accessible from or within main population centres, which enhance public access across private land to reach areas of significant natural or historic value, provide clear opportunities for interpretation, promote conservation, and are financially feasible in terms of long term maintenance.

### Management Objective

1. To ensure an appropriate range of facilities including huts, tracks, bridges and signs are provided and maintained in appropriate locations to enhance visitor experience and to minimise visitor impacts and risk.

### Implementation

1. Facilities will be provided (including walkways, huts, signs and similar) in appropriate areas managed by the Conservancy, which minimise visitor impacts on natural or historic values and enhance visitor safety or visitor experience.
2. The Conservancy will seek the inclusion of appropriate policies and rules relating to recreational facilities managed by the Conservancy in Regional or District Plans.
3. Design manuals which set standards for tracks and structures on lands managed by the Conservancy will be completed. These manuals will include design specifications and methods that minimise environmental impacts and promote health/safety (*s.3.4.4 Impact Management refers*).



*Visitor Demand:*

4. The Waikaremoana Great Walk will remain a major focus for facility development over the next five years. This development is designed to enhance recreational opportunities for a range of domestic and international visitors with limited tramping experience, requiring a good track surface and relatively comfortable accommodation.
5. Specific development will involve:
  - ▲ Minimising the range of tracking standards to two consistent classifications for visitors of average fitness and limited experience.
  - ▲ Systematic replacement of existing swingbridges and the installation of new cable bridges where appropriate; all to a standard One Tonne Suspension Bridge design specification to ensure all weather access.
  - ▲ Hut upgrade programme for Panekiri, Waipaoa, Marauti and Whanganui huts, and replacement of Te Puna Hut.
  - ▲ Establishment of high impact campsites with "Whare" shelters to centralise and regulate camping along sensitive lake margin areas.
  - ▲ Provision of sealed vault/sun convection toilets at all huts and campsites aroundd Lake Waikaremoana.
  - ▲ Improved signage at all entrances, huts, campsites, boat ramps and track junctions.
6. The Conservancy will seek the co-operation of other providers of recreational opportunities to ensure effective and integrated provision of recreational facilities.
7. The Conservancy will support co-ordination of appropriate road accessible opportunities and liaison with relevant groups in the development of 'Heritage Trails'.
8. Recreational facilities for people with disabilities will be provided where appropriate and practicable in settings close to main population centres and in high use fully serviced opportunities.
9. User support and volunteer groups will be encouraged to participate in the planning, provision and maintenance of recreational facilities.

*Facilities Review*

Priorities for maintenance, upgrading, closure and removal of recreational facilities will involve public consultation and will consider the following factors:

- ▲ Visitor use levels,
- ▲ Public safety,
- ▲ Other conservation management priorities e.g. Animal control,
- ▲ Interest from local groups with adopt-a-hut and adopt-a-track projects (*Implementation 10 refers*),
- ▲ Historical significance.

*Walkways:*

10. The Conservancy will encourage the development of walkways opportunities in consultation with the Conservation Board, landowners, local authorities, iwi and recreational interest groups.

**Strategic Implications for Subregions**

The objectives and implementation statements apply generally throughout the Conservancy. Provision of walkways is a high priority in urban areas, Tairāwhiti and the coastal subregions.

*Southern Coast:*

- △ Investigate options, particularly in relation to coastal access (Mahia).

*Te Urewera:*

- △ Review of facilities in Te Urewera National Park.
- △ Continued maintenance and development of facilities is anticipated in the Lake Waikaremoana Catchment (including Lake Waikareiti and Ruapani), lower Waimana Valley, State Highway 38 and Waitangi Falls.
- △ Encouragement and utilisation of volunteer support for provision and maintenance of recreation facilities is a high priority.
- △ Facilities for underrepresented groups will be investigated for provision in the Lake Waikaremoana area.
- △ The Conservancy intends to lease out management of the Waikaremoana Motorcamp in the short to medium term as a follow up on recommendations from a recent national review. An urgent programme of facilities maintenance will also be implemented.
- △ Standard camping facilities (ie toilet systems at Mokau Landing, Rosie Bay and Hopuruahine) will be upgraded in alignment with systems used on the Waikaremoana Great Walk (or better).
- △ Planned relocation of the Aniwaniwa campsite will be implemented and options for expansion of camping opportunities in the Waimana Valley at Ogilvies Bridge will involve monitoring of use with possible future development.

*Waioeka:*

- △ Review of facilities throughout the subregion.
- △ Likely continued emphasis on facilities development, maintenance or enhancement at Waioeka Gorge Scenic Reserve, and Urutawa Conservation Area.
- △ Encouragement and utilisation of volunteer support for provision and maintenance of recreation facilities in the Urutawa Conservation Area and Waioeka Gorge Scenic Reserve.

*Tairāwhiti:*

- △ Increased provision, maintenance or enhancement of facilities at Morere Springs Scenic Reserve, Mahia Peninsula, Anaura Bay, Cooks Cove Walkway, Grays Bush Scenic Reserve, Okitu Bush Reserve, Te Reinga Falls Scenic Reserve and State Highway 2 generally.

- A Provision of facilities for underrepresented groups, such as families and the disabled, will be investigated for Gray's bush and Morere Hot Springs.
- A Encouragement of walkway provision, and co-operation with local and regional authorities will be emphasised in this subregion.

#### 3.4.4 RECREATION IMPACT MANAGEMENT

Visitor impacts upon natural and historic values occur as a result of the activities of visitors and as a consequence of providing facilities to cater for visitors. The Conservancy manages visitor impacts through its recreation planning and operations. Under the Conservation Act 1987 (s.6(e)) the Conservancy has a function "to foster the use of natural and historic resources for recreation ... to the extent [that is] is not inconsistent with [their] conservation".

Visitor impacts include crowding and other social impacts on other users, facilities vandalism, rubbish, vegetation trampling, physical damage to tracking, wildlife and habitat disturbance, removal of specimens, pollution of waterways from inappropriate sewage disposal and unauthorised fires.

Impacts which result from provision of facilities or infrastructure include damage resulting from construction and maintenance of facilities or tracks and introduction of problem plants and animal pests.

Public awareness is a key tool in managing impacts. The department and other organisations have developed the New Zealand Environmental Care Code. The code covers issues relating to plants, animals, rubbish, water, sewerage and fire and is designed to help visitors care for the natural environment. Consideration of and respect for New Zealand's historic and cultural heritage is also promoted. The code is posted in visitor centres and high use huts throughout the Conservancy.

#### Conservation Management Issues

*Setting Use Limits:* For a given level and type of management, recreational settings have a threshold use capacity beyond which damage occurs. Sensitive sites are vulnerable to damage from relatively low visitor use. Projected increases in visitor numbers will place a strain on existing key facilities and settings, during high use periods. Visitor impacts on the environment are exacerbated in such situations.

*Significant Impacts:* Waste (both human waste and rubbish) is one of the most obvious impacts. Provision of rubbish bins or pits tends to diminish visitor responsibility for disposal of rubbish. This does not encourage visitor self sufficiency in waste management. Visitors arriving at recreation sites by independent transport may leave rubbish in remote areas. This is a particular problem with helicopter access within Te Urewera National Park, to the Motu River and Raukumara Conservation Park. Removing rubbish from these remote areas is expensive. Use of pit toilets can result in contamination and present health risks to visitors.

Site damage can be another significant impact of recreation use. Users can damage formal and informal campsites by clearing vegetation and contouring the ground for a tent site, using vegetation as part of a structure and leaving makeshift structures, fire places and rubbish. Particular problems have been identified in the Waikaremoana Arm of Lake Waikaremoana. Firewood collection can cause damage to natural resources in frequently visited areas (ie kanka stands on the lakeshore margins adjacent to the Waikaremoana Great Walk), and uncontrolled

use of open fires can increase the threat of fire damage to natural and historic resources, and may pose a threat to life and property<sup>43</sup>.

*Incompatible Activities:* Recreation activities can conflict with natural and historic resource protection or other recreation experiences. Activities such as off-road vehicle use, horse riding and mountain biking can be incompatible with other activities and damage natural and historic resources.

### Management Objectives

1. To manage recreation activities in lands and water bodies managed by the Conservancy to reduce conflict between incompatible uses, minimise their impact on the environment, minimise health risk and maintain the quality of visitor experience.

### Implementation

1. The Conservancy will monitor key areas for visitor impact and may set optimum visitor use limits in terms of the environment's ability to sustain and maintain the visitor experience.
2. Alternative opportunities which can relieve pressure on sensitive areas will be identified.

#### *Facility Provision:*

3. Facilities will be designed to minimise visitor impacts on natural and historic values.
4. New developments or upgrading of facilities will be undertaken in a way which minimises environmental impact and is appropriate to the natural setting.
5. Where appropriate, designated campsites may be identified on areas managed by the Conservancy adjacent to lakes, rivers, streams for use by visitors.
6. The Conservancy will endeavour to minimise vandalism of recreational facilities through design, maintenance, public education and involvement, monitoring and compliance activities.

#### *Waste Management:*

7. Toilet systems will be upgraded or replaced as appropriate. Standards may vary according to location and use levels. Priority sites will be those close to lakes, watercourses and coastal environments.
8. All new toilets in readily accessible high use areas will be sealed vault systems. Toilets in lower use backcountry/remote areas will be to a minimum vented/pit standard.
9. Any huts or campsites with known health risk problems will be properly signposted with health warnings.

<sup>43</sup> Regulations exist regarding fires for cooking or comfort. These are only allowed in approved fire places, in designated areas, at specified times, and by permit only. The Conservancy advocates the use of gas or liquid fuel stoves rather than wood fires.



10. A "carry in, carry out" rubbish policy will continue to be implemented and promoted throughout the Conservancy. Existing rubbish holes will be filled in and rubbish bins removed from most roadend or roadside areas where collection can be undertaken on a regular basis.
11. Concessionaires will be required to be responsible for disposal of rubbish generated by them and their clients as a condition of their concessions.

*Site Damage:*

12. The use of live greenwood for heating and cooking at huts and campsites will be prohibited. Visitors will be encouraged to use portable gas cooking equipment rather than open or enclosed fires. At some high use huts or huts in sensitive or depleted environments, gas heating will be installed to reduce firewood demand.
13. The Conservancy will promote visitor awareness of impacts on natural and historic values and encourage visitor use of the environmental and water care codes.

### Strategic Implications for Subregions

The objectives and implementation statements apply generally throughout the Conservancy. Assessment of carrying capacity and visitor pressure will be carried out across the Conservancy. Sensitive areas will be regularly monitored to determine levels of impact.

*Te Urewera:*

- △ Continued designation of formal campsites to manage visitor impacts on the Waikaremoana Great Walk.
- △ Huts and campsites on the Waikaremoana Great Walk, at Lake Waikareiti, on the lakeshore accessible from State Highway 38, and in the Waimana Valley (where not serviced by flush toilet systems) are priority sites for upgrading existing toilets and installation of vault toilets. Toilets servicing other huts will be modified and moved as necessary.
- △ Rubbish will be collected from entrances to the Waikaremoana Great Walk, Waikaremoana Motor Camp, Waimana Valley at Oruamananui.
- △ Gas heating will be supplied for all huts on the Waikaremoana Great Walk, and Sandy Bay Hut at Lake Waikareiti.
- △ The Environmental Care Code will be displayed at all huts.

*Waiouka:*

- △ Upgrading of toilets is a high priority in the Waiouka Gorge Scenic Reserve and Urutawa Conservation Area.

*Raukumara:*

- △ The Conservancy will monitor visitor pressure and environmental limits to change on the Wilderness Area.
- △ Designated campsites will be identified to protect natural and historic values in the Motu River adjacent to the Raukumara Wilderness Area.

*Tairāwhiti:*

- A The Conservancy will undertake public awareness and compliance activity to resolve waste management issues at Morere Springs and Gray's Bush Scenic Reserve. Rubbish will be collected at Morere Springs Scenic Reserve.

3.4.5 RECREATION AND TOURISM CONCESSIONS
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A concession is a right to conduct activities including trade, business or occupation on land managed by the Conservancy. Concessions are not required for recreational activities carried out with no specific gain or reward. Recreation and tourism concessions may be granted in the form of leases, licences or permits.

Recreation and tourism concessions can offer a wide range of opportunities for outdoor recreation through the provision of facilities and services. By allowing a concession, the Conservancy can concentrate on the services and facilities it is best able to provide (eg tracks and bridges) and let the private sector provide some where it is better resourced to do (such as transport and guiding services.)

Appropriate concessions are those which provide for recreation and tourism opportunities compatible with the protection or preservation of the natural, cultural and historic resources and that comply with the legislative requirements for a particular area.

### Conservation Issues

*Demand and Opportunities for Nature Tourism:* There is increasing interest and demand for nature tourism and guided activities associated with the natural features of the Conservancy. The Conservancy recognises the role that recreation/tourist concessions can play in providing opportunities for visitors to appreciate the wildlife and other natural values of protected areas.

At present there are relatively few concessionaires operating in the Conservancy but the number is steadily growing. Hunting, fishing and tramping guides operate throughout the Conservancy. Rafting companies operate on the Motu River. Waikaremoana is the focus for several concession activities including water taxis, small boat hire, food outlets and scenic boat trips.

Multi and single sports events have also grown in popularity nationally and it is expected that applications to run these in East Coast Conservancy will be received.

*Impact Management:* Commercial operations can have undesirable impacts on areas that the Conservancy manages, or on the recreation experience of other users. The Conservancy must ensure that conditions of concessions provide for protection of natural or historic values, are monitored for effectiveness, and are complied with.

<h3>Management Objective</h3>
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| <ol style="list-style-type: none"> <li>1. To allow wider visitor enjoyment of areas managed by the Department, through granting concessions for commercial recreation or tourism activities that are compatible with the protection of natural and historic values, are not contrary to the provisions of the Act under which the land is held, and the purpose for which the area is administered, and do not significantly affect other recreational users of the area.</li> </ol> |
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## Implementation

1. The Conservancy will assess and process applications for commercial recreation use of lands managed by it in accordance with Part IIIB of the Conservation Act 1987 and relevant provisions of the Act under which the land is held.
2. Consideration of applications will be on a case by case basis, and will take into account the following factors:
  - △ The purpose for which the area is managed.
  - △ The degree to which the proposal is necessary (in the case of recreation reserves) for the public to obtain benefit and enjoyment of the reserve, or is for the convenience of people using the reserve.
  - △ The compatibility of the proposal with the protection of natural, historic and cultural resources.
  - △ The impacts of the proposal on existing recreational users.
  - △ The measures that can be taken to avoid, remedy or mitigate any adverse effects on natural, historic and recreation values.
  - △ The appropriateness of the proposed activity in terms of the Recreation Opportunities Spectrum.
  - △ The implications of the other factors in section 17U of the Conservation Act 1987.
3. Applications for a lease or licence must be publicly notified. An application for a permit may be notified (eg, if the potential effects of the proposed activity warrant it).
4. Conservation Board input will be sought on major concession applications and may be sought on other applications.
5. Advice may be sought from relevant iwi on concession applications received which may impact on sites of cultural significance to them.
6. Concessionaires may be required to submit any promotional material to the Conservancy for assessment and approval. Interpretation material may be referred by the Conservancy to relevant iwi for comment.
7. Applications to erect structures as a part of a commercial operation will be considered in terms of the provisions in this CMS relating to baches, club huts, lodges and commercial buildings (*s.3.3.8.3 Managing Occupation Proposals refers*).
8. Concessionaires and their clients may use facilities, such as huts and campgrounds on a 'first come, first served' basis with other users (unless otherwise determined by the Department) but will not be given exclusive use of any facility unless appropriate in terms of Part IIIB of the Conservation Act.
9. The Conservancy will ensure that all new agreements will require applicants to adequately address site rehabilitation (where relevant) in the event of termination of the agreement.
10. Existing and future concessionaires will be monitored to ensure licence conditions are adhered to, and are effective, and that use associated with these activities is consistent with protection of natural and historic values.

## Strategic Implications for Subregions

The objectives and implementation statements apply generally throughout the Conservancy. However, the Conservancy manages relatively few areas in the Tairāwhiti, and coastal subregions<sup>44</sup>. Concession activity is therefore likely to be minimal in those places.

### *Te Urewera:*

- ▲ Continued processing of concession applications according to Te Urewera National Park Management Plan 1989-1999 and any subsequent amendments, allowing for low key concessions which enhance visitor enjoyment but do not impinge on the remote character of the subregion (with particular emphasis on protection of the vulnerable Ruakituri catchment area).

### *Southern Coast:*

- ▲ Marine mammal watch permits will be monitored.

### *Waioeka:*

- ▲ Emphasis on low impact concession activity such as guided hunting, tramping and fishing.
- ▲ Some increase in this type of concession activity may be accommodated.

### *Raukumara:*

- ▲ Potential for increased low impact commercial activities, subject to protection of vulnerable areas (such as the Wilderness and Ecological Areas).

## 3.4.6 RECREATION – VISITOR SAFETY AND HEALTH

All outdoor recreational activities present an element of risk and therefore visitor safety is impossible to guarantee. While individuals are primarily responsible for their own safety, all reasonable precautions will be taken by management for the safety and protection of visitors.

The department is responsible for constructing and maintaining facilities to a safe standard. Existing facilities should be safe to use and conform with the risks expected of the maintenance classification for the opportunity class area in which they are located.

### Conservation Management Issues

Visitors need information and advice about safety limits, natural hazards and their responsibility for their own safety.

In emergencies the New Zealand Police are responsible for co-ordinating search and rescue and may draw on department staff who have the appropriate training fitness and local knowledge to assist.

<sup>44</sup> The Conservancy may receive applications for commercial operations focussing on marine mammals. This aspect is addressed in 5.3.3.21 *Marine Mammals*.



The equipment, staff operating practices and training programmes of concession holders must meet appropriate safety standards. They are responsible for the safety of their clients.

#### Management Objective

1. To seek to ensure that visitors are aware of hazards and encourage them to take appropriate precautions to minimise risks.

#### Implementation

1. While recognising that individuals are primarily responsible for their own safety, all reasonable precautions will be taken to minimise risks to visitors.
2. Visitor health and safety will be promoted by the provision of information about any potential problems or dangers.
3. Field staff will be trained in First Aid and relevant outdoor skills.
4. The Conservancy will continue to liaise and co-operate with the New Zealand Police, Search and Rescue groups (land and marine) and other authorities having responsibilities for public health and safety.
5. All facilities will be carefully sited, constructed and maintained to a standard that is consistent with relevant legislation (RMA, Building Act) and with Departmental building safety standards policy.
6. Concession documents will make it clear that concessionaires are responsible for the safety of their clients.

#### Specific Implications for Subregions

The objectives and implementation statements apply generally throughout the Conservancy. To enhance safety for backcountry visitors, updated information on track standards, and facilities will be made readily available to ensure appropriate preparation for East Coast conditions.

#### *Te Urewera:*

- A Provision of readily available information to visitors on health and safety in recreational use in the high use area of Waikaremoana catchment.

#### 3.4.7 RECREATION – VISITOR CENTRE SERVICES

The Conservancy's visitor centres, field centre offices, and other selected outlets provide essential first points of contact between the Conservancy and the wider community. The purposes of the Conservancy's visitor centre services are to heighten public awareness of conservation issues, to provide the community with information which enhances their experiences of areas managed by the Conservancy, to assist in building relationships between the Conservancy, local communities and key associate groups, and to provide resources for community groups interested in conservation issues.

Visitor Centres provide a range of conservation services to this end. They respond to visitor enquiries for the locality (or in the case of the Tourism Eastland, the region). They provide outlets for information on recreation and tourism opportunities on land managed by the Conservancy, and on conservation issues, campaigns or messages (such as safety or impact management, changes to regulations or laws). Visitor centres are also the Conservancy's "shopfront", and sell various conservation merchandising, hut tickets, maps and outdoor needs. Those based around field centres are the focus for, and co-ordinate a range of conservation visitor activities.

Key locations include the Gisborne Visitor Information Centre, the Department's offices at Opotiki, Te Araroa, Wairoa, Te Ikawhenua and Aniwanuiwa Visitor Centre, and some district council information outlets. A recreation provision service is provided at the Gisborne District Council service centre at Te Puia. The Conservancy's office in Gisborne has a reduced visitor centre function which is limited to permit and fishing licence issues, hut tickets, phone and counter enquiries and detailed information requests.

### Management Objectives

1. To enhance visitor experiences and to build support for conservation through the provision of information and services and interpretative display at visitor centres and other appropriate venues.
2. To support appropriate merchandising of conservation products as a valid means to extend the conservation message and recover some of the costs of providing the service.

### Implementation

#### *Visitor Centres:*

1. Visitor centres will continue to be provided with a range of services to provide information to the public and to raise awareness of conservation issues and areas managed by the Conservancy.
2. Visitor Centre performance will be monitored in terms of visitor satisfaction, visitor numbers, and service provision. Improved means of service provision will be evaluated as they are proposed.

#### *Interpretation*

3. The Conservancy will provide interpretation at key sites throughout the Conservancy including the key introductory display at Tourism Eastland's Gisborne Visitor Information Centre, the Te Urewera National Park display at Aniwanuiwa, the Opotiki Visitor Centre, and Te Ikawhenua Area Office display near Murupara.
4. The Aniwanuiwa interpretive display centres on Te Urewera National Park, and will be updated in consultation with tangata whenua. The Te Ikawhenua display will be developed to provide a "gateway" to the national park, and will describe the link between the Bay of Plenty Conservancy and East Coast Conservancy.

5. The Conservancy will endeavour to maintain contact with the operators of the former visitor centre at Taneatua. Now operated by tangata whenua, the display also tells a story of the northern Te Urewera National Park, and remains an important link in the interpretation chain through the Conservancy.
6. Specific interpretation opportunities will be serviced according to their priority. The interpretation plan included in the public awareness strategy will act as a guide. The Conservancy will liaise with the department to ensure that interpretation complements national initiatives.
7. Where the Conservancy produces interpretative displays involving history, tikanga or other matters of interest to tangata whenua, they will be consulted for their perspective on the information provided.

#### *Merchandising:*

8. The Conservancy will continue to provide conservation products through DOC outlets, the Opotiki Visitor Centre and the Gisborne Visitor Information Centre. Where possible, opportunities for joint merchandising which promote the aims of both Tourism Eastland and DOC will be pursued.
9. Merchandising will complement national policy initiatives wherever possible, depending on local business funding support. The Conservancy will respond to local demand as appropriate.
10. Seasonal and occasional opportunities to retain merchandise (such as the summer operation of Oruamanui Ranger Station and the A&P shows held throughout the Conservancy) will be evaluated and taken advantage of as appropriate.
11. Conservancy outlets will continue to offer localised products in response to public demand. Consideration will be given to accommodating other agencies' merchandise with conservation messages, or local groups seeking to sell their goods through Conservancy offices. Criteria will include the appropriate nature of the product and the profile/circumstances of the group making the approach.

#### **Implications for Subregions**

The objectives and implementation statements for visitor centres, displays and merchandising apply mainly to existing sites. Merchandising is a Conservancy-wide initiative and applies to visitor centres throughout the Conservancy.

#### **Visitor Centres**

##### *Western Coast:*

- ▲ Emphasis on the Department's Opotiki Area Office as the primary information and merchandising outlet for the western coast.
- ▲ Liaison with other information centres in this subregion (such as Whakatane Visitor Information Centre and Adventure East Information Centre).
- ▲ Interpretation will be concentrated in Opotiki, and will focus on the volcanic coastline and marine issues.

*Eastern Coast:*

- △ The Gisborne Visitor Information Centre will continue to be the Conservancy's hub "shop front" and display centre in Gisborne.
- △ Opportunities for combined Conservancy/Tourism Eastland promotions will be considered where they provide for higher profile for areas or resources managed by DOC, or allow access to a target audience for conservation messages.
- △ Establishment of service agreement and review provisions for relationship between the Gisborne Visitor Information Centre and the Conservancy. Enhancement of training opportunities (including establishment of a regular familiarisation programme) for Tourism Eastland and other frontline staff in the subregion.
- △ Statutory information functions (such as issue of hunting permits), will be retained by the Conservancy office. The office will service detailed enquiries and will retain a limited retail role.

*Southern Coast:*

- △ The refurbished Wairoa Visitor Information Centre will be supported as a gateway visitor centre to Te Urewera National Park. It will also provide information about local features.

*Te Urewera:*

- △ The Aniwaniwa Visitor Centre is the prime focus for information provision, interpretation, and merchandising in Te Urewera National Park.
- △ The interpretation displays at Aniwaniwa will be updated to better reflect local history and conservation issues such as biodiversity and kokako species protection in the northern Urewera.
- △ The displays at Te Ikawhenua Field Centre will reflect the strong presence of Te Urewera and neighbouring Whirinaki Conservation Park.

*Waioeka:*

- △ On-site interpretation will be emphasised in this subregion (*s.3.5.1 Conservation Awareness refers*).

*Raukumara:*

- △ There are no plans for visitor centre services in this subregion.

*Tairāwhiti:*

- △ The Conservancy will continue to support a limited visitor centre service relating mainly to recreation information, through the Gisborne District Council service centre at Te Puia.



### 3.5 ADVOCATING FOR CONSERVATION IN GENERAL

The Conservation Act 1987 empowers the Conservancy to advocate for the conservation of natural and historic resources generally, to promote the benefits of conservation to present and future generations, and to prepare and distribute educational and promotional material relating to conservation.

Nearly all Conservancy staff are advocates in the course of their work. Two of the Conservancy's major activities which are particularly targeted to advocacy (public awareness and statutory advocacy) are discussed further in this section.

*Public Awareness:* Activities focus on raising the awareness of the community on conservation issues, building understanding and support for the work of the Department, increasing the involvement of the community in conservation projects, and building a strong conservation network in the community. The national goal of the Department's public awareness work is for "*The public to be involved in and committed to conservation*".

Public awareness is carried out in every other activity indirectly, however the following key avenues for achieving public awareness goals are discussed in this section:

- ▲ community involvement.
- ▲ conservation awareness.

*Statutory Advocacy:* The Department participates in statutory processes in the same way that any member of the public may. In participating in the RMA processes relating to preparation of regional and district plans, publicly notified consents and the like, the Department will be seeking conservation outcomes which promote sustainable management. This may include the protection and preservation of natural and historic resources.

The overall management aim for advocacy in this CMS is:

- ▲ to improve understanding of, support for, involvement in and consideration of conservation generally, and in particular the natural and historic values of the East Coast Conservancy.

### 3.5.1 CONSERVATION AWARENESS

Raising awareness of conservation issues is the key to increasing understanding of and support for the work of the Department. Various avenues for doing this include; the provision of education resources, dissemination of promotional, persuasive or informative material, and liaison with media. National goals are to communicate several key conservation messages, and to improve the provision of visitor information. Conservation awareness activities can also foster the appropriate use of lands managed by the Conservancy, through the provision of information relating to recreation issues (such as visitor impacts, health and safety, regulations etc).

*Key Conservation Messages:* Awareness of the concept of biodiversity, of plant and animal pest control impacts on the environment, pest control issues and options, of historic, coastal and marine conservation issues and of the need for visitor awareness regarding environmental impacts have been recognised as nationally important areas for public awareness activity.

In addition, there are several conservation messages more specific to the East Coast Conservancy. These include awareness of the value of Marine Reserves, historic resource protection and the loss of biodiversity throughout the Conservancy, values and issues relating to freshwater fish habitat requirements, compliance, marine mammals, land uses, water quality and promotion of recreation opportunities.

*Information and Promotional Material:* The Conservancy produces brochures and information flyers relating to recreation, species, historic and other resource management issues. These may be disseminated to the public or specific groups, or be compiled into education resource packages. There are acknowledged gaps in information resources, and publications will be prioritised according to the publication plan. The Conservancy will liaise with tourism organisations and other information providers in order to provide integrated and comprehensive information targeted to areas of highest priority.

Limited information is available on opportunities managed by the Department. Recreation information should reflect the broad range of opportunities managed in the Conservancy, and should promote key recreation opportunities such as Morere Springs and Gray's Bush Scenic Reserves, and the Waikaremoana Motor Camp. There is also a need to target visitors experiencing recreational opportunities on lands managed by the Conservancy with information on environmental care issues such as the "Environmental Care Code", "Water Care Code", and the "Carry in, Carry out" rubbish policy. Standard use of these in publications is one means of getting this information across.

*Information On-site:* On-site information is provided at many locations throughout the Conservancy, most often on interpretation panels. These can enhance visitor experience by providing insight into conservation issues, natural or historic values of an area. It is also used to provide safety information, and to access key audiences with conservation messages (such as the environmental care code and "pack in - pack out" rubbish policy).

There are numerous as yet untapped opportunities for interpreting landscape, ecological, cultural and historic values in high use recreation locations. Prioritisation of projects will be included in the Conservancy's Interpretation Plan, as part of the Conservancy Public Awareness Strategy. Matters considered in prioritising proposals include the volume of visitors and the importance, desirability or urgency of any underlying advocacy messages which can be incorporated into the interpretation.

*Education:* Working with education providers to encourage the introduction of conservation into education programmes is another national trend influencing Conservancy activities. In this Conservancy, involvement with students in rural schools also provides a means of reaching the wider community. Education experiences in areas managed by the Conservancy, supplemented with conservation resource material can be effective in gaining future support and involvement in conservation.

*Campaigns:* Most national conservation campaigns have some implementation at Conservancy level, such as the Tu Kakariki native tree planting programme and Project Crimson. It is often possible to tag appropriate local or regional conservation examples to such national campaigns, and thereby facilitate community interest and involvement in issues within the Conservancy.

Opportunities to be involved in campaigns and public awareness activities organised by other groups (such as A&P Shows) afford further opportunities to raise the profile of conservation issues and the Conservancy's work.

*Media:* The media provides an effective means of getting messages about conservation issues and events to a wide range of people, and is relatively immediate. The media also reflects the Conservancy's profile in the community, and can therefore facilitate understanding and support for the Conservancy and its work.

### Management Objectives

1. To develop understanding of and support for the conservation of natural and historic resources.
2. To promote awareness of recreation opportunities in the Conservancy.

### Implementation

#### *Key Conservation Messages:*

1. Public awareness activities will promote key conservation messages and, where possible, be timed to assist conservation management initiatives.

#### *Information and Promotional Material:*

2. The Conservancy will work with other information providers in the provision of information to the public and will seek sponsorship or advertising from concessionaires and other interested businesses in the provision of conservation information.
3. Codes relating to environmental care issues will become standard features in publications.

#### *On-site Information:*

4. Interpretation information will be provided at key sites to be identified and prioritised in the Interpretation Plan.
5. Conservation interpretation information by other agencies will be supported, and opportunities for joint initiatives will be welcomed when appropriate.

*Education:*

6. Educators will be encouraged to include conservation concepts, information and activities in teaching programmes.
7. Relationships with rural schools will be emphasised.
8. Schools will be encouraged to make appropriate use of land managed by the Conservancy. Information and assistance may be provided to seek to ensure that this activity is safe and productive.
9. In keeping with the national trend toward working with educators, the Conservancy will work with the Gisborne Education Centre to assist with the provision of information and large scale conservation projects involving schools.
10. The Conservancy will respond to student requests for information as appropriate.

*Campaigns:*

11. Public information campaigns will support national initiatives and highlight local issues.
12. Campaigns and public awareness opportunities provided by other organisations will be evaluated with a view to Conservancy involvement if appropriate.

*Media:*

13. The media will be targeted for information provision and delivery will be monitored.

**Strategic Implications for Subregions**

The objectives and implementation statements apply generally to all subregions, and to specific sites as apparent. Certain priority issues will apply to the following specific areas:

*Western Coast:*

- ▲ The Field Centre and Visitor Information Centre in Opotiki will remain the primary information outlet for the western coast subregion. The Conservancy will also liaise with other information centres in this subregion.
- ▲ The strong relationship between media and the Opotiki Field Centre will continue to be fostered.

*Eastern Coast:*

- ▲ Information will be provided to the Gisborne Visitor Information Centre as the Conservancy's main "shop front".
- ▲ Promotion and information relating to Marine Reserves, walkways at Anaura Bay and Otoko Scenic Reserves, and Cook's Cove will be developed.
- ▲ On-site interpretation information will also be developed in association with any marine reserve proposals in this subregion, the Cook Landing Site National Historic Reserve, and historic protection proposals. Continued work with iwi, Heritage Trails and NZHPT Regional Committee to develop heritage interpretation.



- ▲ Gisborne will remain the major focus of the Conservancy for activities organised to mark "departmental days" and events such as Conservation Week.
- ▲ Most media outlets are available in this subregion. The bulk of media material will be coordinated from Gisborne Conservancy office.

*Southern Coast:*

- ▲ Promotional material (including on site interpretation information) will be carried out in association with any marine reserve proposals.
- ▲ Investigation of sharing information services with Wairoa Visitor Information Centre.
- ▲ Interpretative information will be developed for any historic covenant proposals. Continued work with iwi, Heritage Trails and New Zealand Historic Places Trust Regional Committee to develop heritage interpretation.
- ▲ Promotion of coastal wetland values, in conjunction with iwi, local and regional councils and through media and schools.

*Te Urewera:*

- ▲ The Aniwanuiwa Visitor Centre will remain a primary information outlet. Concession holders, transport operators and community stores may also be targeted as conservation information outlets.
- ▲ Te Urewera will continue to be a key focus for information produced by the Conservancy. Information relating to environmental care, health and safety will be targeted to the Waikaremoana catchment including Lake Waikareiti, and the Ruakituri catchment remote recreation area.
- ▲ Promotion of recreation opportunities in Te Urewera National Park will be emphasised; along with other recreation opportunities in the subregion; Horomanga, Whakatane, Waimana, Te Waiti and Waiau Valleys and the Galatea foothills. Promotion of opportunities suitable for underrepresented groups will focus on Aniwanuiwa Visitor Centre, Waikaremoana Motor Camp and a range of short tracks.
- ▲ Camp Kaitawa and the Waimana Valley will remain key venues for experiential education in this subregion.
- ▲ On-site interpretive information is proposed for the Armed Constabulary Redoubt, petroglyphs, Kiriopukae Cemetery and turbine trailer at Onepoto, in consultation with Tuhoe. Continued work with iwi, Heritage Trails and NZHPT Regional Committee to develop heritage interpretation.

*Waioeka:*

- ▲ The Waioeka will be targeted for interpretative information along State Highway 2 relating to the concept of a "conservation corridor".
- ▲ On-site interpretation and information relating to the historic bridges (Manganuku and Tauranga), and past settlement, will be a feature of the Waioeka Gorge Scenic Reserve.
- ▲ Promotion of recreation opportunities at Urutawa Conservation Area, Pakihi Track, and Waioeka Gorge Scenic Reserve.

*Raukumara:*

- ▲ Visitor information about the Raukumara subregion is limited due to its remote nature. This is consistent with the management intentions for the area.

- ^ Codes relating to environmental care will target recreational users of the Raukumara Wilderness and the Motu River.

*Tairāwhiti:*

- ^ Key sites for public awareness promotion and information (including interpretive information, health and safety, environmental care) are Morere Springs and Gray's Bush Scenic Reserves.
- ^ Promotion will also target short walks throughout the Conservancy, and Te Reinga Falls Scenic Reserve.
- ^ On-site interpretive information in this subregion will emphasise the history of the Morere Springs Scenic Reserve, Whinray Scenic Reserve, Opou Covenant and Te Puia Hot Springs Scenic Reserve and others as identified and prioritised in the Interpretation Plan. Continued work with Heritage Trails, iwi and NZHPT to develop heritage interpretation.
- ^ Morere Springs and Gray's Bush Scenic Reserves will remain a focus for provision of education experiences.

### 3.5.2 COMMUNITY INVOLVEMENT

The Department cannot achieve all the conservation work that needs to be done in the East Coast over the next ten years and beyond. A survey conducted in 1992 by Heylen Research found that more people wanted to become involved in conservation. There is therefore an increasing national emphasis on community involvement in a range of conservation activities, such as historic resource protection. The desirability of maintaining good relationships with iwi and associate groups in the community are also national priorities for public awareness activity.

*Liaison with the Community:* There are many groups or agencies with interests in natural and historic resources. National organisations include:

- ▲ Government agencies such as the Ministry for the Environment, and the Ministry of Agriculture and Forestry, Landcare, Transport Authorities.
- ▲ Other national research organisations.
- ▲ Independent conservation agencies such as the QEII National Trust, Historic Places Trust, Nature Heritage Fund, Nga Whenua Rahui and the New Zealand Conservation Authority.
- ▲ National conservation groups such as Royal Forest and Bird Protection Society, Maruia Society, Greenpeace, World Wildlife Fund.
- ▲ National recreation groups such as Federated Mountain Clubs, NZ Deerstalkers Association.
- ▲ National land management organisations such as Federated Farmers.
- ▲ Private enterprises involved in sponsorship at a national level.

Many of these organisations or groups also operate at a regional or local level, along with organisations based around recreation interests, environmental issues, sponsorship, conservation volunteer activities or land management. Key local or regional organisations include:

- ▲ The East Coast Conservation Board.
- ▲ Regional and district councils.
- ▲ Iwi authorities such as runanga, iwi and hapu.
- ▲ Local or regional recreation and tourism concessionaires.
- ▲ Eastland Region Fish and Game Council.
- ▲ Local recreation groups such as hunting and tramping clubs.
- ▲ Landcare groups.
- ▲ Local or regional focus conservation groups such as Friends of Te Urewera, the Earth Centre, Gisborne Womens Native Tree Planting Group.
- ▲ Service clubs and youth clubs such as Lions, Rotary, Kiwi Conservation Club, Scouts and Guides.
- ▲ Private enterprise.
- ▲ Education institutions.

The contribution that these groups make to conservation is increasingly vital in achieving productive conservation outcomes, whether it be through volunteer work, active support, initiative or promotion of conservation projects and opportunities, advice, sponsorship, political activity, decision making and a range of other activities. This community contribution is recognised. Building and maintaining good relationships with these groups is a key aspect of the day to day activity of the Conservancy.

*Involvement Opportunities:* Encouragement of others to become involved in conservation activity (both work undertaken by the Department, and community initiatives) is a national goal for public awareness. Several groups already have a relationship with the Conservancy (eg Friends of Te Urewera, Motu township, St. Peters School), and have a significant contribution to make to conservation in the Conservancy.

Community groups and individuals may volunteer for DOC projects or become responsible for their own. Conservation volunteer work is varied, and could range from helping the Conservancy rebuild tracks, to taking responsibility for maintenance of a particular track system, including its huts and other facilities. Work might include species protection, control of problem plants, reserve or beach 'adoption'.

Doing conservation work is the key to increased understanding and support, and opportunities need to be provided for people to be involved. The Conservancy will monitor involvement projects to ensure they are effective in reaching key audiences and providing opportunities for the widest possible cross-section of the community.

*Sponsorship:* Many public awareness activities offer an opportunity for businesses to be associated with conservation. Such funding support gives the Conservancy a greater chance to provide effective conservation messages, and allows the business to show environmental responsibility. The Conservancy may therefore seek, where appropriate, external sponsorship for projects as a means of gaining additional funding and also to share the ownership of projects with the community.

### Management Objectives

1. To increase public involvement and support in conservation issues of the East Coast Conservancy.
2. To be involved, where appropriate, in the conservation activities of other organisations.

### Implementation

#### *Liaison with the Community*

1. The Conservancy will establish or maintain effective conservation networks, and will identify opportunities and issues relevant to the maintenance of these relationships.
2. The Conservancy will consult within these networks on relevant issues or opportunities.
3. The Conservancy will provide opportunities for the community to be involved in conservation work and will become involved in the conservation activities of other groups or agencies as appropriate.

#### *Involvement Opportunities:*

4. A range of volunteer opportunities will be developed through annual volunteer programmes.
5. Recreational and community groups, schools and supporter groups may be offered conservation projects.



6. Conservation Week, the Tu Kakariki New Zealand tree programme and other events will be promoted as opportunities for community involvement.
7. The public awareness activities of other like organisations will be evaluated with a view to Conservancy involvement as appropriate.
8. Involvement opportunities will be monitored to ensure they are effective and wide-reaching.

*Sponsorship:*

9. Sponsorship opportunities will be encouraged with local businesses, other government agencies and regional branches of national organisations for appropriate conservation projects.
10. The Conservancy will monitor the effectiveness of sponsorship arrangements.

### Strategic Implications for Subregions

Volunteer opportunities will apply throughout the Conservancy.

*Western Coast:*

- ▲ Involvement in Project Crimson pohutukawa protection initiatives.
- ▲ Continued support of the longstanding St Peters School volunteer project.

*Eastern Coast:*

- ▲ The Conservancy will continue its involvement in the annual Gisborne A&P Show, and McDonalds Tree Planting.
- ▲ Increased public involvement opportunities will be investigated (as part of a Conservancy wide volunteer programme).
- ▲ General public awareness relating to community involvement in marine reserve investigations.
- ▲ Tu Kakariki marae based planting projects and other public awareness support for tangata whenua initiatives will be considered as resources allow.
- ▲ Continued support for community initiated Project Crimson revegetation projects.
- ▲ Continued focus on Gisborne opportunities to seek sponsorship and to implement sponsored projects, including current McDonalds planting sponsorship and Cedenco wetland rehabilitation at Waikanae Creek. The Conservancy will pursue national sponsorship for developing coastal walkways.

*Southern Coast:*

- ▲ Continued active participation in promoting conservation awareness in local schools (Conservation Week, Sea Week, Arbor Day).
- ▲ Continued interaction with Conservation Corps groups.

*Te Urewera:*

- △ Continued support of the Ministry of Youth Affairs Conservation Corps project operating in the Waikaremoana area, and the St Peters School volunteer initiative in the Waimata Valley.
- △ Investigation of means of improving the involvement opportunities for supporter groups (including Friends of Te Urewera, tramping and hunting clubs).
- △ Further development of sponsorship opportunities based on the National Park, ranging from events such as the summer visitor programme organised by Tairāwhiti Polytechnic, interpretation signs or displays, literature and concept interpretation of the former State Highway 38 as a "trail" or journey.

*Waioeka:*

- △ Continued support of the St Peters School volunteer initiative in the Urutawa Conservation Area.
- △ Sponsorship of Ministry of Youth Affairs Conservation Corps projects in Waioeka.
- △ Further development of sponsorship opportunities based in the Waioeka subregion.
- △ Development of public awareness aspects of proposed historic and scenic concept for Waioeka Gorge.

*Tairāwhiti:*

- △ Fostering of community support through involvement opportunities in rural areas of this subregion (such as Motu and Te Puia), based on past enthusiasm for conservation initiatives.
- △ Encouragement of involvement by the Heritage Trails groups in promoting and interpreting the Otoko Walkway.
- △ Pursuit of national sponsorship for Walkways development.

3.5.3 STATUTORY ADVOCACY
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Section 6 of the Conservation Act 1987 sets out the function of the Department. Section 6(b) and (c) enables the Department to advocate for and to promote the benefits to present and future generations of the conservation of natural and future generations<sup>45</sup>.

Part II of the Resource Management Act sets out the purpose and principles of the Act. The matters listed there include many matters which are concerns of the Conservancy. The matters of national importance listed in section 6 and other matters listed in section 7 are of particular interest. The Resource Management Act also provides for public participation in various ways, including consultation, public notification, submission and appeal processes, and enforcement provisions. The Department may be involved in these processes in the same manner as any other person or corporate body.

Taken together these Acts enable the Department to promote the conservation of ecosystems and the indigenous species and natural processes within those ecosystems, historic sites, landscapes and freshwater and the coastal environment both on and off the areas it manages.

<sup>45</sup> The Resource Management Act gives the Minister of Conservation certain statutory powers related to the coastal marine area and the coastal environment (*s.3.3.15 Coastal Management refers*). It is important to understand that the statutory advocacy discussed in this section is enabled by the Conservation Act, not the Resource Management Act.

The conservation of the natural and historic resources in the East Coast cannot be achieved by the Conservancy alone, nor by the conservation of only those resources currently managed by the Conservancy. Conservation can only be achieved with the cooperation of landowners, local and regional government, other government organisations and the general public.

Also essential is the integrated management of natural and historic resources across the artificial boundaries created by ownership of land and resources. The remnant natural areas in the Conservancy will not remain viable ecosystems without consideration of the effects of activities on surrounding land and their connections to other natural areas. The preservation and protection of freshwater fisheries and freshwater habitats depends upon the integrated management of entire catchments and waterways across the Conservancy.

*East Coast Conservancy:* There is a wide range of planning issues relating to the effects of human activities on the conservation of natural and historic resources, due to the diverse physical characteristics and patterns of human settlement in the Conservancy. The focus of the Conservancy's statutory planning work is to achieve the conservation of natural resources not managed by the Department.

The allocation of statutory planning efforts across the Conservancy will be determined by the natural and historic resources present, the threats to those resources and the initiatives being undertaken by local government to address the resources and threats.

There are two regional councils, one unitary council and three district councils within the Conservancy. The boundaries of the Conservancy include all of the Gisborne District, most of the Opotiki and Wairoa Districts and a small part of the Whakatane District. The Hawke's Bay, Gisborne District and Bay of Plenty regional authorities also have administrative responsibilities for some natural and historic resources in the Conservancy.

### Conservancy Management Issues

*Advocacy Themes:* In the East Coast Conservancy, the next few years will be crucial for policy and plan formulation under the Resource Management Act. The Conservancy will be focusing on working with regional and local authorities proposing policy statements and plans, and on applications which involve natural resources of national or regional significance or major policy issues.

Priority issues the Department will be advocating for in its advocacy on plan preparation and resource consent applications are (but not in priority order):

- A Protecting the indigenous biodiversity of the Conservancy through ensuring populations of indigenous species and remnant natural areas remain viable, particularly in the Tairāwhiti subregion and the Mahia area, and through protection of rare, unique or representative ecosystems. Rating systems which facilitate conservation will be encouraged as will pest control measures.
- A Protecting the natural character of the coastal environment wetlands, lakes, rivers, and their margins and the functioning of natural coastal processes. The establishment of formal protection for significant marine or aquatic ecosystems will be encouraged.
- A Securing access along waterways and the coast, particularly where recreation and landscape values are significant.
- A Improved water quality and quantity of waterbodies and the coastal environment through sustainable water management.

- ▲ Sustainable land management practices, especially riparian management and landuse management generally, to protect freshwater fish and coastal habitat, soil conservation and remnant vegetation values, particularly in the Tairāwhiti subregion. Rating systems facilitating conservation practices will be encouraged.
- ▲ Monitoring and ecologically conservative decision-making.
- ▲ Conservation of significant landscape, landforms and geological features (including culturally significant sites or historic landscapes such as the Cone of Vision to Young Nick's Head associated with the Cook Landing Site National Historic Reserve), landscape in the sense of natural character considerations, particularly in the coastal subregions.
- ▲ Waste management both in rural and urban areas of the Conservancy.
- ▲ Conservation of historic areas in the face of increasing urban industrial, forestry, and coastal subdivision developments.

*Areas Managed by the Department:* Policies and rules in plans will be sought to reflect the natural and historic values of the areas managed by the Department and the activities which take place there, such as recreational and commercial hunting, tramping, weed, pest and fire control, conservation of indigenous flora and fauna and the construction of facilities (such as huts and signs etc) to provide for these activities. Appropriate policies in Regional Policy Statements and rules in Regional Plans will be sought.

#### **Management Objective**

1. To promote the inclusion in Resource Management Act and Local Government Act planning processes, of policies and rules which provide for the preservation and protection of natural and historic resources, particularly on the topics outlined above.
2. To seek the inclusion in planning documents of provisions for protection of the natural and historic resources of the land managed by the Conservancy, and the activities which take place there.
3. To promote the careful consideration of conservation matters, and the provision of appropriate conditions protecting the natural and historic values of the East Coast Conservancy, in resource consent application processing.

#### **Implementation**

1. The Conservancy will share information regarding natural and historic resources, and their protection requirements, with local and regional authorities, tangata whenua, applicants or other interested parties as appropriate.
2. The Conservancy will consult with local authority staff at an early stage in plan preparation or application processing.
3. The Conservancy will make submissions on local or regional authority discussion documents, draft annual plans, management plans, policy statements and plans, or consent applications as appropriate (including pre-notification documents),
4. Statutory advocacy will emphasise the issues outlined in this subsection as a priority, notwithstanding that priorities may change over time.



5. The Conservancy will assist with the formulation of relevant policies and performance standards if requested.
6. Hearings and appeals will be attended when necessary.
7. The Conservancy will support pre-hearing meetings or informal negotiation as a means of resolving conservation concerns.
8. The Conservancy will request plan changes when necessary.
9. Effective working relationships will be established or maintained with organisations which have statutory roles in the management of, or are interested in, the conservation and sustainable management of natural and historic resources and landscape values.

### Implications for Subregions

The implementations relating to policies, plans and consent applications will apply throughout the Conservancy. The three coastal subregions will receive the highest advocacy emphasis.

#### *Tairāwhiti:*

- △ Tairāwhiti subregion will receive a medium priority for promoting sustainable land management processes in order to avoid, remedy or mitigate adverse impacts in the coastal environment. Sustainable water management and protection of remaining indigenous elements are also priorities in this subregion.

#### *Raukumara and Te Urewera:*

- △ These subregions are lower priorities for statutory advocacy, but will be subject to advocacy for suitable provisions recognising their conservation management, and for issues relating to freshwater fish passage and habitat.