Kauri National Park Proposal
An Invitation to Comment

Public Discussion Paper

He mana tō te kauri The mana of the kauri

newzealand.govt.nz

Department of Conservation
Te Papa Atawhai

Cover image: Department of Conservation

CONTENTS

Mihimihi

Horo mai ata i roto, hiko hiko te uira	In the early morn, the lightening streaks the heavens
Pāpā te whatatiri	The thunder rolls
Whakahekeheke ana mai i runga o Maunganui rā e	Descending upon Maunganui
Ka ao, ka ao—tihei mauri ora!	It is dawn, it is light—it is life!
Ka mihi atu ki te Atua kaha rawa o ngā mea katoa,	Greetings to the almighty father of all living things
Ranginui te matua,	Ranginui the sky father
Papatūānuku te whaea,	Papatūānuku the earth mother
Whakapau kaha ora, ukauka	Life giver, sustainer
Ka titiro āu ki runga,	I look up
He toroa whakakoko e a nui atu rā,	A soaring albatross
Rarunga o Waipoua	Hovers over Waipoua
Kaore ia rā ko te tohu o te mate.	A symbol of sorrow
Ka huri ōku whakaaro, ki a rātou, ōku tupuna	My thoughts turn, to them, my ancestors
Ko Manumanu, nō Ngai Tamatea ka moe	Manumanu of Tamatea married
Maearoa nō Ngai Tuputupuwhenua	Maearoa of Tuputupuwhenua
Ko Rangitauwawaro, nō Ngai Tamatea ka moe	Rangitauwawaro, of Tamatea married
Ko Taurangi nō Ngati Kahu	Taurangi of Ngati Kahu
Nā raua ka puta mai ko Manumanu tuarua	From them came Manumanu II
I raro i te taumarumaru a Piwakawaka	Protected under Piwakawaka
I raro i te hakaruruhau a Puketurehu	Sheltered under Puketurehu
Aue, aue ka mate ko Manumanu tuarua	Alas, alas Manumanu II passed on
Na tona takotoranga i te atamira ka puta te korero	When laid down in state, the conversation was
"Te Hei! Te Roroa o te tangata, rite tonu ki te Kahikatea!"	"Behold! How tall the man that resembles the Kahikatea!"
Ka puta mai te ingoa—ko Te Roroa te Iwi	Our name came forth—Te Roroa the tribe
Ko whatu-ora tukutuku ngā iho, ko te hunga ora mātou	We the living, are the living seeing eyes of our sleeping ancestors
Ka mahara tonu tātou ki a rātou	We will remember them
Ka mahara tonu tātou ki a rātou	We will remember them

Invitation to Comment —Whakamohiotia koa mai ōu Huatau

The New Zealand Conservation Authority has asked me to investigate a proposal to establish a new national park based on the kauri forests of Waipoua, on the west coast of Northland. The area under investigation includes the Waipoua Forest and adjoining areas, the Trounson Kauri Park Scenic Reserve and the Maitahi Wetland Scientific Reserve.

Some people may question the need for a national park when the land is already protected. A national park would give due recognition of the outstanding flora, fauna and landscapes of this area, with a special focus on the mighty kauri tree. The land in Waipoua proposed for national park status is distinctly different from any of New Zealand's 14 other national parks.

Some people will also be concerned about the benefits and costs of a national park to the local community. Tourism is an established part of the local economy with the giant kauri being key attractions. Experience elsewhere shows that recognition as a national park provides a marketing focus, helping to build and sustain visitor numbers over time.

Waipoua is also the ancestral home of Te Roroa. In 2008, Te Roroa settled its historical claims with the Crown under the Treaty of Waitangi. Part 3 of this public discussion paper outlines Te Roroa's history, views and aspirations for the park. However, it is important to note that the investigation is limited by law to whether a national park should be established and what its boundaries should be.

A previous attempt to establish a national park in the kauri forests of Northland foundered because of Treaty claims. At that time, very few settlements—none in Northland—had been reached. Te Roroa's Treaty settlement therefore offers a fresh opportunity to investigate the establishment of a national park in the north. I would like to acknowledge Te Roroa's contribution to getting the investigation to this stage.

The purpose of this discussion document is to help assess the proposal. Your views are invited and encouraged. The comments we receive will assist in ensuring that the final report on the proposal to be forwarded on to the New Zealand Conservation Authority later this year is as comprehensive as can be provided.

Alastair Morrison
Director-General of Conservation

How you can contribute to the discussion

For further information on this (and the previous) investigation, links to other useful sources, and feedback forms, please refer to the following webpage: www.doc.govt.nz/kaurinationalpark.

General information and advice about public consultation processes and how to make your submission count can be found on this page (or search the Department of Conservation website for 'statutory planning'): http://www.doc.govt.nz/publications/about-doc/role/policies-and-plans/docs-statutory-planning-processes.

Written suggestions on this proposal must be received by **noon on Monday 18 July 2011**.

Send or deliver suggestions to:	Kauri National Park Investigation Department of Conservation Northland Conservancy Office 149–151 Bank Street Box 842 WHANGAREI 0140
Suggestions can also be emailed to:	kaurinationalpark@doc.govt.nz

Part 1 Introduction

1.1 Overview of the investigation

This investigation is part of a formal process under the National Parks Act 1980. Its purpose is to inform the New Zealand Conservation Authority as to whether Waipoua Forest and other areas meet the criteria for establishment of a new national park, what issues that might raise, and whether inclusion in a national park is the most appropriate option for each area.

Waipoua is usually associated with giant kauri trees, including the iconic Tāne Mahuta (Lord of the Forest), but it has much more to offer, from its wild and dramatic coastline to the wilderness of the Wairau and the rimu forests of the inland plateau.

Although the kauri tree (*Agathis australis*) is only found in New Zealand, it is really an emblem or figurehead for the vast suite of plants and animals that are found only in the northern part of New Zealand. Waipoua Forest and its adjoining areas contain the largest and most intact remnant of the vast kauri forests that once covered much of the northern North Island. The area is notable for the diversity of its forests and other vegetation, its cultural importance and history, and for the quality of its catchments and freshwater ecosystems. It contains the best 'mountains-to-sea' altitudinal sequence of any northern forest and, in fact, would be the first North Island national park to touch the coast.

Proposals for a national park at Waipoua are long-standing. Dr Leonard Cockayne discussed the idea in a report to Parliament in 1908, and subsequently promoted the idea in public. Calls for a national park continued and although Waipoua remained a State Forest, it received a high degree of political and official regard. This began to change with the death of Prime Minister W.M. Massey in 1925; construction of the State Highway began in 1926. Public indignation was so great that Prime Minister J.G. Coates, MP for Kaipara, was forced to emphasise that "*no-one need have the least fear of the forest being interfered with*". However, while the Forests Acts of the time (1908 and its successor in 1921) allowed the forest to be protected, they did not guarantee it, and logging began during World War 2 under the cloak of wartime emergency. After the war, public concern led by Professor W.M. McGregor and the Waipoua Preservation Society again called for logging to stop and for the forest to be made a national park. Instead, the Waipoua Forest Sanctuary (now the Waipoua Sanctuary Area) was gazetted in 1952.

The current proposal focuses on Waipoua Forest and other public conservation land within the rohe of Te Roroa. It is seen as a possible first step in the establishment of a wider Kauri National Park, which would include some of the other special kauri forests. Like other iwi with interests in national parks, Te Roroa also seeks a greater role in governance and management if a national park is established, although this matter lies outside the legislative scope of this investigation.

1.2 The national park concept

A New Zealand national park combines strict preservation with open access and the promotion of public recreational use. Section 4 of the National Parks Act states that national parks are to preserve:

"*... in perpetuity as national parks, for their intrinsic worth and for the benefit, use, and enjoyment of the public, areas of New Zealand that contain scenery of such distinctive*

quality, ecological systems, or natural features so beautiful, unique, or scientifically important that their preservation is in the national interest."

New Zealand's first national park, one of the first in the world, was Tongariro National Park. It was established in 1894 after the summits of Tongariro, Ruapehu and Ngauruhoe were gifted to the nation by Ngāti Tūwharetoa paramount chief Te Heu Heu Tukino in 1887. There are now 14 national parks. They contain iconic sites integral to the identity of New Zealanders and several are World Heritage sites.

The New Zealand Conservation Authority (NZCA) and its predecessors have for many years sought to make the national park network representative of the ecosystems, natural features and scenery types that together give New Zealand its identity. The four North Island parks are Tongariro, Whanganui, Egmont (Taranaki) and Te Urewera. The ecosystems and species of the upper North Island are not represented in the national park system. They include many species that only naturally occur north of latitude 38° south—a line crossing the North Island from Aotea Harbour, south of Raglan, to Ohiwa Harbour near Whakatane.

In his 1908 report to Parliament, Dr Leonard Cockayne recommended a national park be established at Waipoua, describing its kauri forests as:

"...the only plant association of the kind to be found in the world ... one of great beauty and of extreme scientific interest ... It would be one of the great sights of the world, and as the years crept by it would become more and more prized by our descendants."

1.3 The Treaty of Waitangi

Section 4 of the Conservation Act 1987 requires the Act to be 'so interpreted and administered' as to give effect to the principles of the Treaty of Waitangi. This injunction also governs the National Parks Act and the other statutes administered by the Department of Conservation.

What it means is that, subject to meeting the legislated purposes of those Acts and where there is room for discretion, conservation legislation is to be interpreted and administered so as to give effect to Treaty principles. Section 2 of the General Policy on National Parks discusses the implications of this requirement and sets out detailed policies. The General Policy can be found at www.doc.govt.nz/kaurinationalpark.

Section 4 of the Conservation Act imposes duties in addition to any specific requirements of Treaty claims settlement legislation, but the two are generally complementary. In this investigation, the Te Roroa Claims Settlement Act imposes specific requirements that underline and reinforce the long-standing and special relationship of Te Roroa with Waipoua Forest and surrounding areas.

1.4 The scope of this investigation

This investigation concerns specific areas of public conservation land in and around Waipoua Forest, as shown on the map in Appendix 1.

It does not include private or Māori land, or any foreshore between mean high and low tides.

The area under investigation also lies solely within the rohe of Te Roroa. Other areas may be investigated for national park status in future, following settlement of Waitangi Tribunal claims by other Northland iwi.

The current proposal includes three geographically distinct areas:

- **Waipoua Forest and adjoining areas**, which itself includes two recognisable zones:
  - the 'last virgin kauri forests' of the Waipoua Sanctuary Area and other inland areas, mainly in the upper Waipoua River catchment.
  - the historically much more modified area falling west to the coast, a complex mosaic of shrublands and forests including kauri, particularly in the catchments of the Wairau River and Ohae Stream.
- **Trounson Kauri Park Scenic Reserve**, an isolated kauri forest remnant several kilometres to the south, which has been intensively managed as an ecological 'mainland island' since 1995.
- **Maitahi Wetland Scientific Reserve**, a gumland (wetland-shrubland) remnant about 20 kilometres south.

Each of these areas has a different history, character, management regime and options for future management. This public discussion document addresses each area in turn, in terms of its quality and management requirements, and its potential contribution to a national park.

1.5 The Northland Kauri National Park Investigation 1988–1995

During most of the last century, one of the most significant obstacles to the establishment of a national park in Northland was that most of the kauri forests were held by the New Zealand Forest Service, often managed with the intention of timber production. The Forest Service and the Department of Lands and Survey ran parallel reserve systems, which are still reflected in the classification of the areas included in this investigation.

The establishment in 1987 of the Department of Conservation (hereafter referred to as the Department), accompanied by the allocation of State Forests and Crown Lands for either protection or production, gave new impetus to the national park concept. Recreation and conservation groups, in particular the Royal Forest and Bird Protection Society, called for a new national park to be established to celebrate New Zealand's sesquicentenary in 1990. In response, the Northland National Parks and Reserves Board, the Northland Forest Park Advisory Committee and the Department worked together on a preliminary proposal, which was forwarded to the National Parks and Reserves Authority (NPRA) in December 1988.

The proposal contained over 105 000 ha of land in 47 separate areas of public conservation land throughout Northland. Such a dispersed national park in Northland is unavoidable due to the fragmentation of old-growth forests containing kauri. Most of the blocks were (and still are) subject to Waitangi Tribunal claims.

In March 1989, the NPRA requested the Director-General of Conservation undertake a national park investigation. The investigation, which included extensive consultation with tangata whenua, proceeded over the next 15 months.

During this period, the Conservation Law Reform Act 1990 replaced the National Parks and Reserves Authority with the New Zealand Conservation Authority.[1]

1 At the same time, the Northland National Parks and Reserves Board was replaced by the Northland Conservation Board and the Forest Park Advisory Committees were abolished.

The Director-General reported to the NZCA in May 1992, concluding that there was considerable public support for the establishment of a national park containing all 47 blocks in the proposal, and that the blocks collectively met the criteria for the establishment of a national park. However, the Director-General noted that outstanding Waitangi Tribunal claims by Northland iwi, and the requirement under section 4 of the Conservation Act to give effect to the principles of the Treaty, had substantial implications for the national park proposal.

The Director-General also advised that where the Waitangi Tribunal has considered a claim and recommended redress, no action should be taken that would prevent the Crown granting this redress.

During those consultations, Northland iwi expressed a number of serious concerns and aspirations. These included partnership in decision making, management, consultation, representation, claims to the Waitangi Tribunal, access to customary cultural materials, and the declining condition of the forests. In essence, tangata whenua stated that support for the national park proposal would be conditional on the resolution of grievances lodged with the Waitangi Tribunal, and on tangata whenua participation in management and decision making.

The NZCA considered the proposal at length, conferring with the Northland Conservation Board, tangata whenua, communities, the Department and the International Conservation Union (IUCN). It issued an interim report in December 1995, primarily intended to:

- outline the assessment work undertaken to date
- detail the rationale for its revised national park proposal (the 'Hokianga model')
- acknowledge that, until Treaty claims affecting the proposal were settled, the NZCA did not consider itself able to make a recommendation to the Minister.

The investigation report and the NZCA's interim report can be found at www.doc.govt.nz/kaurinationalpark.

The 'Hokianga model'

Whereas the original national park proposal consisted of 47 sites across the whole of Northland, the NZCA's Hokianga model consisted of 30 sites centred on the Hokianga harbour. It included Waipoua Forest, the Trounson Kauri Park Scenic Reserve and Katui Scenic Reserve. Other areas included in this investigation were not part of the earlier proposal.

1.6 What has changed since 1995

This new proposal is enabled by the settlement of Te Roroa's Treaty of Waitangi claims in 2008, which removed the primary obstacle, identified by the NZCA in its 1995 interim report, to its ability to make a recommendation in respect of some of the area then investigated.

Part 2 The statutory process

The statutory process relating to this national park proposal is set out in full in Appendix 2 and can also be found at www.doc.govt.nz/kaurinationalpark.

A national park investigation is undertaken by the Director-General of Conservation at the request of the New Zealand Conservation Authority, under section 8 of the National Parks Act. Its primary purpose is to establish whether the areas in the proposal contain "*scenery of such distinctive quality, ecological systems, or natural features so beautiful, unique, or scientifically important that their preservation is in the national interest*" and whether, taking all other relevant factors into account, establishing a national park is an appropriate way to achieve this purpose.

The process for this particular investigation is modified by the Te Roroa Claims Settlement Act, in three ways. Sections 54 and 55 of the Settlement Act provide for consultation, and section 59 enables the joint working group process, as set out in the Deed of Settlement.

Before deciding to request the investigation, the NZCA was required to consult with Te Roroa about the proposal and to have particular regard to its views regarding Te Tarehu values and protection principles (outlined in Part 3). The boundaries of the investigation reflect this consultation.

Subsequently, a joint working group made up of representatives from Te Roroa and the Department was required to report to the Director-General on the proposal, again focusing on Te Tarehu but incorporating a range of matters. The group was convened in late 2009 and reported to the Director-General in March 2011. The report and its recommendations have been considered and will also be provided to the NZCA as part of the Director-General's investigation report.

Over the next two months, the Department will hold hui and public meetings and will receive written suggestions to ensure the widest possible range of views is obtained.

Subsequently, the Director-General will report to the NZCA on all aspects of the proposal. Policy 6 of the General Policy on National Parks contains detailed criteria and considerations for decision making, which form the backbone of the report (see Part 6 of this document).

The NZCA will decide whether or not to recommend the establishment of a new national park, which areas should be included, and what the park's boundaries should be. Prior to making its recommendation, the NZCA is required to consult the Northland Conservation Board and Te Roroa, having particular regard to Te Roroa's views in respect of Te Tarehu values and protection principles.

The final decision on the establishment of a national park would be made by the Governor-General by Order in Council, on the recommendation of the Minister of Conservation.

Part 3 Te Roroa

Te Roroa has a profound and long-standing relationship with Waipoua, which was recognised by the Crown in the Te Roroa Claims Settlement Act 2008. In this section, Te Roroa's history, view and aspirations are presented.

3.1 Te Roroa's Kaupapa

Te Roroa has been kaitiaki/guardian of the Waipoua Forest and its surrounds for nearly a thousand years. This relationship with Waipoua Forest is intrinsic to the identity and mana of the Te Roroa people. When Te Roroa people look at the landscape of the investigation area they see 'the records of interaction with our tupuna/ancestors in this place'.

The last two centuries have seen many changes in the Waipoua area. In the last 50 years, these changes have had a dramatic impact. With the development of technology, new settlements, land drainage, degradation of rivers and lakes, the conversion of native forest to pine plantations and farms leading to modern agricultural practices, the landscape has changed significantly.

Te Roroa has six marae, and two of these—Pānanawe and Matatina—are located in the lower Waipoua valley to the west of the investigation area. The other Te Roroa marae also have a strong physical, spiritual and ancestral connection to Waipoua Forest and other lands in the proposed national park.

Currently, Te Roroa faces critical choices in how to care for its taonga tuku iho, those treasures passed down the generations. Te Roroa believes that this national park proposal provides an opportunity to protect and preserve the unique aspects of Waipoua for the future generations.

The settlement of Te Roroa's Treaty claims afforded Te Roroa the opportunity to discuss the national park proposal with a sense of partnership through the joint working group report prepared for the Director-General earlier this year.

Waiata

Tū mai, Tāne Mahuta
Tū mai koe nō neherā anō koe

Te uri whakahirahira
nō tūā whakarere iho koe
Korerotia mai
ngā taonga ngā whakatapuranga i piki ai koutou
Ki te teiteitanga o te rangi hei whakaruruhau te ngahere e
Kapohia atu rā ngā kapua e rere whakarunga
Rā pōuriuri nui
Te pūtanga mai o te pū, o te kino te ture kore e
Te tangitanga o te kani me te pakotanga o te toki i oe ai te tangata
Tima!

Whio te hau haruru, te whenua e.
I pango ai te auahi te murara raratanga, o te ahi
whakarunga, whakararo, kai atu, kai mai
I papaki kau ai te parirau o te manu e
Aue ... te ahi wera
Ti! Ti! Ti!
Ki atu titi tiwaiwaka e oma
Kiwi tangipō, Weka whakataretare, Pūkeko ngutu whero, e oma
Me oma pewhea te nohinohi e
Whakatika mai te tini, te mano mano ngā rangatira
Patupaiarehe
Pupuritia ra Te tino rangatiratanga
O Te Roroa e
Maringinoa, ngā wai i āku kamo
Wahitapu āu e tu nei
Tāne Mahuta

Stand tall, Tāne Mahuta
Stand tall as you have done for aeons of time
You the impressive descendant
from the beginning of Aotearoa

Tell us, of the treasures and the blessing upon you all
Why you climbed up high to the sky to shelter the forest
Lay hold of the clouds scudding by
Great is the sadness
At the emergence of the rifle, of evil and lawlessness
The sound of the cross-saw and the chopping sound of the axe, giving man reason to yell
Timber!

The roaring wind whistles, the land trembles
Black smoke arises, the flames reach
high, down, inward outwards
The birds flap their wings anxiously
Alas the burning fire
Ti! Ti! Ti!
Twittering fantail, run, tell
Kiwi night caller, inquisitive weka, red billed pukeko, run
Where can the little ones run?
Arise the multitudes of chiefs
The forest little folk
Retain your authority and autonomy
That of Te Roroa
My tears flow unrestrained
On this sacred place where I now stand
Tāne Mahuta

This waiata was composed by Tā (Sir) Monita Delamere during the Waitangi Tribunal's hearing of the Te Roroa claim in 1992 (WAI 38).

3.2 Te Roroa Claims Settlement Act 2008 and Te Tarehu

The Te Roroa Claims Settlement Act 2008 (the Settlement Act) provides for recognition of traditional, historic, cultural and spiritual associations Te Roroa has with places and sites managed by the Department. The Settlement Act must be read with the Deed of Settlement, which contains additional detail.

In particular, the Settlement Act establishes Te Tarehu, a classification that overlies the majority of the land under investigation. Te Tarehu acknowledges the traditional, cultural, historic and spiritual associations of Te Roroa with the forest, while leaving day-to-day management with the Department.

Tarehu means 'mist' or 'shroud'. The statutory overlay 'Te Tarehu' is akin to the mists that cover the Waipoua Forest, or the shroud of mist that cloaks the land—ever present, dispersed by the rising sun, but returning again at nightfall.

When making decisions, the NZCA, the Department and the Northland Conservation Board are required to give particular regard to Te Roroa values and protection principles in relation to Te Tarehu. Sections 54 and 55 of the Settlement Act mandate specific consultation with Te Roroa when particular types of decisions are to be made regarding Te Tarehu, including the "*proposal or recommendation for a change of status*" such as this national park proposal. The Settlement Act also requires decision makers to have particular regard to the views of Te Roroa in respect of Te Tarehu values and protection principles. These terms are given specific meanings by the settlement.

Te Roroa values relating to Te Tarehu are stated in the Deed of Settlement:

> *Waipoua Forest is a taonga and wāhi tapu to Te Roroa of fundamental cultural, ecological and religious significance, parts of which were regarded by Te Roroa tupuna as wāhi tino tapu, whenua rahui.*
>
> *In the Waipoua Valley, the settlement pattern encompassed three zones: the pā on the high ridges, the fertile lower slopes and river terraces, and the coastal flats. Topographical features were made more indelible by stories of tupuna involved in naming the many places.*
>
> *The isolation of Waipoua has been a contributing factor to the unassailed position Te Roroa has held in respect of their mana whenua, mana moana and mana tupuna.*
>
> *Waipoua Forest contains specific taonga and wāhi tapu, including the kauri trees, urupā and kainga tupuna, as well as traditional resources.*
>
> *Te Roroa are the kaitiaki of Waipoua Forest and everything in it and assert that they maintain tino rangatiratanga over the Forest.*

The protection principles are also outlined in the Deed of Settlement:

- Protection of wāhi tapu, indigenous flora and fauna and the wider environment within Waipoua Forest;
- Recognition of the mana, kaitiakitanga and tikanga of Te Roroa within Waipoua Forest;
- Respect for Te Roroa tikanga within Waipoua Forest;
- Encouragement of respect for the association of Te Roroa with Waipoua Forest;
- Accurate portrayal of the association of Te Roroa with Waipoua Forest; and
- Recognition of the relationship of Te Roroa with wāhi tapu, and wāhi taonga.

The Settlement Act modifies the statutory process for a national park investigation regarding the Te Tarehu area at three points: when the NZCA decides to request an investigation; at the outset of the Director-General's investigation; and when the NZCA determines its recommendation. The statutory process, as discussed in Part 2, includes these additional steps.

3.3 Te Roroa: operations

Te Roroa offices, including administration, commercial development and environmental management units, are located in the centre of Waipoua Forest. Te Roroa, as the recognised kaitiaki of the area in and around Waipoua Forest, has been involved in a wide range

of environmental management and development issues and research with various government and private organisations over the years.

This generation of Te Roroa, possibly more so than any other, faces critical choices over the relationship that Te Roroa, and all those who now live within and interact with the Waipoua Forest, have with the environment and natural resources.

Te Roroa has always tried to play a constructive leadership role in an era of climate change, spiralling energy costs, accelerated biodiversity loss and an increasing awareness that all our futures are intimately connected with how we manage decision making over current and future environmental management.

The 2009 Te Roroa Iwi Environmental Policy specifically notes that the whole of Waipoua Forest and the surrounding public conservation land is viewed by Te Roroa as "*a record of the interaction of our tupuna with this place*".

Te Roroa entities are currently involved in many aspects of the Department's work in the area under investigation.

Te Roroa people are established as service contractors who undertake archaeological surveying and monitoring, pest control (for pests such as possums, mustelids and weeds), and biosecurity monitoring of kauri dieback disease (*Phytopthora Taxon Agathis* or PTA) and Argentine ants. Te Roroa tenders for contracts with the Department, Northland Regional Council and the Kaipara District Council in the open market.

Te Roroa employees also work alongside the Department in monitoring of kiwi, kōkako, native fish and rare plants.

The Settlement Act has formalised the status of Te Roroa in its regular monthly reporting meetings with the Department's Northland Conservator and Kauri Coast Area Manager, and works with the Department to enhance and protect the conservation values in the Kauri Coast area.

Te Roroa has been working with the Department on the Rakau Rangatira project, a significant investment to upgrade visitor infrastructure at 13 key visitor sites in the Waipoua Forest and Trounson Kauri Park Scenic Reserve. A joint decision group made up of representatives from Te Roroa and the Department has operated since the project's outset. The project aims to improve visitor experiences and to manage visitor impacts on the trees themselves.

Te Roroa also owns and operates the Waipoua Campground, Visitor Centre and café, which are located in the heart of the proposed national park. Under the umbrella of its Oranga Whenua programme, Te Roroa is restoring lands retired from pine production.

3.4 The Waipoua Forest Trust and the Millennium Kauri Forest

The Waipoua Forest Trust is a partnership between the New Zealand Native Forest Restoration Trust and Te Roroa, set up in 1998 to protect the kauri forests in the Waipoua area. The Trust aims to "*protect, restore, interpret and promote the internationally significant natural heritage at Waipoua for the scientific, educational and spiritual benefit of New Zealand*". The Trust now owns 785 ha of land in and around Waipoua Forest and is recognised nationally and internationally for its commitment to the preservation and restoration of kauri ecosystems.

In March 2000, the Minister of Internal Affairs announced the establishment of the Millennium Kauri Forest on land to the south of the Waipoua Forest, presenting the Waipoua Forest Trust with a $1.4 million Lottery Grant and title to a block of land. This, and

other blocks purchased with the grant, have been covenanted with the Queen Elizabeth the Second National Trust and are being restored, including a forest link between Waipoua Forest and Katui Scenic Reserve.

3.5 Taharoa Domain

Since 2002, the Taharoa Domain has been administered by a joint committee of the Kaipara District Council, Te Roroa and Te Kuihi. The domain is a 538-ha recreation reserve containing three freshwater dune lakes—Taharoa, Waikare and Kai Iwi—also known as the Kai Iwi lakes—halfway between Waipoua Forest and Dargaville.

3.6 Te Roroa and Kaipara District Council

Te Roroa and Te Uri o Hau (an iwi based in the Kaipara Harbour) were recognised for their work with the Kaipara District Council in the preparation of the Kaipara District Plan. Te Roroa and Te Uri o Hau co-wrote three chapters of the new plan, including the Treaty of Waitangi, Māori Land and Treaty Settlement Zone. This work was recognised by the New ZeaIand Planning Institute in April 2011 with an award for excellence in innovative planning.

3.7 The Union of Ancient Trees / Hononga Rakau

In 2009, Te Roroa and the people of Yakushima Island in southern Japan signed the Union of Ancient Trees / Hononga Rakau agreement. It partners the spiritually and physically powerful symbols of Tāne Mahuta and Jōmon Sugi, the largest 'Japanese cedar' (*Cryptomeria japonica*) in the Kirishima-Yaku National Park, in the world's first 'Family of Ancient Trees' relationship.

Hononga Rakau was facilitated by Tourism New Zealand with the vision that, through eco-tourism, both communities can ensure that developments contribute to the environment and benefit local people. It is a commitment to recognise and protect the environment and save forests, in particular the ancient trees of the world, and to develop opportunities in education and cultural partnerships, while raising the awareness of both areas in economic development.

3.8 National park governance

Under the National Parks Act, the New Zealand Conservation Authority and the relevant Conservation Board are the governing bodies for national parks. Discussion of this statutory framework is not able to be part of the investigative process under the Act.

However, through the working group, Te Roroa has expressed to the Department a strong aspiration to be actively involved at a governance level as a partner. It is looking for an innovative governance model, "*one that hadn't necessarily been seen before*", which would allow Te Roroa to co-govern the proposed national park. One option could be a board where Te Roroa representatives make up half the membership, with the other half representing other sectors of the community.

Te Roroa is particularly interested in the co-governance mechanisms adopted by Canada and Australia for the governance and management of some national parks, such as the

Kakadu National Park, which includes Uluru (Ayers Rock). The park is a Commonwealth reserve under the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (section 343(3)) and a joint management arrangement between the Aboriginal traditional owners and the Director of National Parks.

At Waipoua, there have previously been specific bodies with oversight roles: the Waipoua Forest Sanctuary Advisory Committee was established at the same time as the Sanctuary in 1952 and was active over the next 30 years. Its role was to "*advise the Minister in respect of the measures to be taken in the control and preservation of the Waipoua Forest Sanctuary.*" Later, Te Roroa was represented on the Northland Forest Park Advisory Committee, which played a similar role over a larger area.

Te Roroa's Settlement Act provides the foundation for a relationship based on shared conservation goals for Waipoua Forest and the surrounding public conservation land. It includes a detailed protocol regarding Te Roroa's relationship with the Department, largely on day-to-day matters. Te Roroa considers that it should be involved at all levels—governance, management planning and operations.

Fundamental to any co-governance approach is the underlying maxim that the land in question would remain public conservation land for the benefit and enjoyment of all New Zealanders. However, as noted above, this matter sits outside of the statutory framework for an investigation under the National Parks Act, as set out in Part 2 of this document, and is not a matter that it can influence.

Part 4 The area under investigation

4.1 How public conservation land is managed

All public conservation lands managed by the Department are managed in accordance with regional Conservation Management Strategies (CMSs). The purpose of a CMS is to "*implement general policies and establish objectives for the integrated management of natural and historic resources, including any species, managed by the Department … and for recreation, tourism, and other conservation purposes*" (section 17D Conservation Act).

The New Zealand Conservation Authority approves all CMSs. These are regional interpretations of national programmes and priorities, with considerable public input, but they must also provide for some matters specifically as required by legislation. Consultations for the preparation of a new CMS for Northland started in April 2011.

A management plan would have be prepared within 2 years of a national park's establishment. The CMS and the National Park Management Plan must complement one another.

The Department is also required to work with Te Roroa when drafting the section of the CMS that relates to Waipoua Forest or if drafting a management plan for Waipoua Forest.

4.2 Land included in the investigation

The following list is a formal description of the area under investigation.

CU NO.	NAME OF CONSERVATION UNIT	AREA (HA)
	The Waipoua Forest tract	
O06017	Northland Conservation Park – Waipoua Forest, with two overlays:	12544.7152
O06037	—Waipoua Sanctuary Area	-
O06070	—Part Te Tarehu overlay area (Te Roroa Claims Settlement Act 2008)	-
O06025	Parts Kawerua Conservation Area (adjoining Waipoua Forest)	32.5635
O06050	Kawerua Marginal Strip No.1 (adjoining Waipoua Forest)	1.3000
O06058	Gorrie Scenic Reserve (adjoining Waipoua Forest)	57.9014
O06021	Donnelly's Crossing Scenic Reserve (adjoining Waipoua Forest)	37.2310
O06035	Marlborough Road Scenic Reserve (adjoining Waipoua Forest)	91.6997
O06019	Katui Scenic Reserve	294.7826
	Subtotal	**13 060.1934**
	Trounson Kauri Park	
O07001	Trounson Kauri Park Scenic Reserve	586.0377
O07010	Trounson Addition Scenic Reserve	6.3000
	Subtotal	**592.3377**
	Maitahi wetland	
O07055	Maitahi Wetland Scientific Reserve	235.3722
	Total area under investigation	**13 887.9000**

A 'conservation unit' is a separately administered and classified area of land. Some conservation units overlie other classifications. For example, the Waipoua Sanctuary Area and Te Tarehu both apply to land also classified as 'conservation park'. Most of the conservation units under investigation are contiguous and are managed on a day-to-day basis as a single unit, referred to here as the Waipoua Forest tract.

4.3 Criteria for inclusion in the investigation

It is the role and function of the NZCA to determine the boundaries of any national park. To assist the NZCA, the joint Te Roroa–Department of Conservation working group undertook a preliminary assessment, reviewing records of the previous investigation and identifying any other key parcels of land. In determining which areas to include in the investigation, the joint working group considered whether:

- the land was wholly within the rohe of Te Roroa, and subject to the Te Roroa Claims Settlement Act 2008
- the land was likely to meet the criteria for national park status.

All areas of public conservation land within the rohe of Te Roroa were considered. In order to keep the process simple, it was decided that restricting the investigation to those parcels of land within the Te Roroa area of interest would be the most efficient and manageable approach. This approach avoids conflict between the national park proposal and ongoing Treaty settlement negotiations with other Northland iwi.

As a result, some significant areas of public conservation land that are contiguous with the Waipoua Forest, such as the Waima and Mataraua Forests, have not been included because other iwi have interests in them.

Areas within the area of interest (the rohe) of Te Roroa that the previous investigation recommended for inclusion in a national park have been included in this proposal. Several other areas have been included because they are contiguous with the Waipoua Forest:

- **Kawerua Marginal Strip No. 1**—a coastal strip along the coast near the mouth of the Wairau River.
- **Kawerua Conservation Area**—several areas adjacent or near to the coast from the Wairau River to the Ohae Stream.
- **Gorrie Scenic Reserve**—purchased by the Nature Heritage Fund in 2001.
- **Marlborough Road Scenic Reserve**.

The joint working group concluded that these areas enhance the values of the Waipoua Forest tract and its potential as a national park.

The joint working group's preliminary assessment was that the **Maitahi Wetland Scientific Reserve** should also be included in the investigation. It is a rare remnant of gumland (wetland-shrubland), regenerating after gum digging, which was purchased by the Nature Heritage Fund in 2000.

4.4 Private and Māori land, and foreshore and seabed excluded

A national park investigation can not include Māori or privately-owned land, and foreshore has also been excluded.

Part 5 Description and values of the land under investigation

5.1 The physical environment

The climate of Northland's west coast

The climate in Northland is generally warm and temperate, with the western ranges receiving the highest rainfall. The mean annual temperature in Waipoua is 14.1°C, with mean monthly temperatures ranging from 10.2°C in July to 18.2°C in December. Mean annual rainfall at Waipoua Forest is 1657 mm. Higher areas in the east (on the Mataraua Plateau) are cooler and wetter, with an estimated annual rainfall of about 2500 mm.

Mean annual rainfall at the Maitahi Wetland Scenic Reserve is about 1500 mm.

Landscape and geology of the Waipoua Area

From the coast to the eastern boundary of the Waipoua Forest, the land rises gradually towards the summit of the Mataraua Plateau, some 16 km inland and 640 m above sea level. The coastal frontage consists of exposed sand beaches, with small areas of boulder outcrops indicating where basalt flows have extended seawards. Slopes are moderate with a mean of 12 degrees and range up to 47 degrees. The Parataiko Range forms a boundary to the north, with the southern boundary marked by the Katui-Marlborough Hills.

Four major landforms are represented:

- Older consolidated aeolian (windblown) sands form a gently rolling topography immediately behind the coastal frontage.
- Hill country covers a majority of the area, comprising long, low, rounded ridge/gully systems with a noticeable lack of erosion.
- High altitude plateaux are located in the north-east of the forest.
- Alluvial river flats occur in the lower valleys of the two major rivers.

Four geological strata underlie this area:

- The Omapere Conglomerate and the Pukorukoru Formation are sedimentary rocks thought to have been deposited in an alluvial plain or deltaic environment. They occur infrequently on the surface and were already present in the mid-Miocene (12–20 million years ago) when the first Waipoua Basalt lava flows were laid down. The main area of conglomerates in the investigation area occurs in the headwaters of the Wairau River where State Highway 12 enters the northern Waipoua Forest.
- Waipoua Basalt covers an area of 500 km^2 extending from Kaihu to the Waimamaku Valley, up to 20 km inland and to elevations in excess of 700 m above sea level. Along the coastline the flows dip gently into the sea. Most of the investigation area overlies Waipoua Basalt.
- The Kaihu Group is mainly sand based and includes all the main sub-groups above the Waipoua Basalt. It occurs mainly along the coast but can extend up to 7 km inland and to altitudes of 300 m. Kaihu Group deposits underlie coastal parts of the investigation area.

Many small streams within the forest drain into the Wairau and Waipoua Rivers. The Waipoua and its tributaries are much narrower and faster than the wider and more sedate Wairau, and have cut deeper gorges into the underlying Waipoua Basalt. The virtually

impervious basalt and the area's high rainfall cause frequent floods that have created wide alluvial flats, especially in the lower catchments.

The Trounson Kauri Park Scenic Reserve lies entirely on Waipoua Basalt, with similar soils to the Waipoua Forest tract. It occupies a low hill between 140 m and 320 m above sea level in the Waima River catchment, adjoining the river along part of its western boundary.

Soils of the Waipoua area

Major factors influencing soil formation in this area are:

- the extensive sheets of acidic andesitic basalt
- the warm humid climate
- the time span since the last volcanic or tectonic activity in the area
- the effects of mor-forming forests (e.g. kauri forests that form acidic litter, which tends to leach nutrients from the soil leaving podzols).

Podzolised soils (weathered, poorly drained, acidic clays) are leached of most of the nutrients required for plant growth. Kauri leave their mark in the form of 'egg-cup podzols'—nutrient-poor areas in the soil where individual trees once grew. The so-called 'white streak soil' from kauri forests in Northland is quartz sand, which is virtually devoid of nutrients.

5.2 The Waipoua Forest tract

This 13 060 ha area includes:

- the Waipoua Forest (including the Waipoua Sanctuary Area)
- Gorrie, Marlborough Road, Donnelly's Crossing and Katui Scenic Reserves
- contiguous parts of the Kawerua Conservation Area
- Kawerua Marginal Strip No. 1.

The inland forests, including the Waipoua Sanctuary Area, include the largest remaining tract of old-growth kauri forest in New Zealand—a type now reduced to less than 2% of its original extent. These forests are characterised by their diversity of plant species and communities, but the majority of forest in which kauri is a significant component lies in a belt trending north-west to south-east, above about 200 m altitude (100 m in the south). Kauri is naturally absent from higher altitude forests in the east.

Although gum diggers and gum tappers were active throughout the forest, this area includes the least modified area of the 'classic' kauri-taraire forest seen by visitors to the giant trees. Some of this area has been logged, as have the Gorrie, Donnelly's Crossing and Marlborough Road Scenic Reserves to the south.

Katui Scenic Reserve is located less than 1 km south of the southern boundary of Waipoua Forest and has also been modified by logging and the kauri gum industry. It is separated from (or linked to) the Waipoua Forest by the Elvie McGregor Reserve, a Queen Elizabeth the Second National Trust covenant being restored by the New Zealand Native Forest Restoration Trust.

Towards the coast is a historically more modified landscape, some of which has been burnt many times by Māori and then gum-diggers, and extensively dug for kauri gum. It includes the former Wairau Kauri Gum Reserve and Waipoua Kauri Research and Management Areas. A rich mosaic of vegetation types includes extensive forest of several formations but also large areas of persistent shrubland (mānuka and *Dracophyllum*) on very poor soils. Much of the Ohae Stream catchment near the coast was afforested in pines, which have now been removed.

Nearest the coast is a third zone, which includes dunes, wetlands and rocky outcrops, where a number of plant species have been recorded that are not found elsewhere. While they are very limited in extent and their vegetation is much modified, these coastal and near-coastal areas (including former pine forest) are important to the ecological representativeness of the investigation area.

The Waipoua Forest tract includes ecological sequences from the coast towards the high ground of the Mataraua Plateau, almost the entire catchments of the Wairau River and Ohae Stream, and the majority of the upper Waipoua River catchment. These catchments are amongst the least modified in Northland, with 11 native freshwater fish species recorded in the Waipoua River.

Current classification

The majority of this area, and the majority of that under investigation, lies within the Waipoua Forest (part of the Northland Conservation Park). A conservation park is to be managed "*for the protection of its natural and historic resources and, subject to that, to facilitate public recreation and enjoyment*" (section 19 Conservation Act 1987). Some of the forest is further classified as a sanctuary area, "*to be managed to preserve in their natural state the indigenous plants and animals in it, and for scientific and other similar purposes*" (section 22 Conservation Act 1987). Much of this area is also subject to the Te Tarehu overlay classification (section 50 Te Roroa Claims Settlement Act 2008).

Several areas are scenic reserves. Scenic reserves are held for "*protecting and preserving in perpetuity for their intrinsic worth and for the benefit, enjoyment, and use of the public, suitable areas possessing such qualities of scenic interest, beauty, or natural features or landscape that their protection and preservation are desirable in the public interest*" (section 19 Reserves Act 1977).

Conservation areas (section 7 Conservation Act) and marginal strips (section 24C Conservation Act) are held generally for the protection of their natural and historic resources, public access and recreation.

Te Roroa values

Much of the Waipoua Forest is included in the Te Tarehu overlay classification discussed in Part 3 of this document. To Te Roroa, the entire area of Te Tarehu is a wāhi tapu of vital cultural importance, and includes many specific wāhi tapu and wāhi taonga / treasured sites.

Ecosystems, flora and fauna

Vegetation communities of the Waipoua Forest tract are very diverse, reflecting environmental factors such as elevation, slope and distance from the coast, and historical factors such as fire, logging and gum digging. Kauri is a significant component of only 4 of the 17 major vegetation communities mapped by Burns and Leathwick (1992) in the former State Forest (the Sanctuary Area and Kauri Research and Management Areas). They recorded over 380 indigenous vascular plants in this area, of which 69 (18% of the total) are restricted to the north of the North Island. This includes 37 of the 128 species of trees and shrubs. There is also a rich flora of fungi and non-vascular plants such as mosses and liverworts, algae and lichens. Even this extensive list is known to be incomplete, as a number of other species have been recorded from coastal areas, and some very seasonal plants, such as ground orchids, are difficult to find.

At low altitude, forest associations of taraire, kohekohe, kauri, nīkau, kahikatea, māmāngi, māpou and kānuka are dominant. At mid-altitudes, forest associations are dominated variously by taraire, kohekohe, tōwai, rewarewa, kauri, Hall's tōtara and kiekie. Relatively

high altitude forest associations are composed of mixtures of tōwai, tawa, rimu, makamaka, supplejack and kiekie. With increasing elevation, kauri and coastal species disappear and the forest becomes dominated by rimu and other podocarps.

Within the kauri forests, gullies are dominated by taraire, kohekohe, nīkau, māhoe and Cyathea ferns. Midslopes support forests with taraire, tōwai and tawa with abundant kiekie and silver fern. On the ridges, dominant species are kauri, towai, Hall's tōtara, tāwheowheo and tāwari, with the climber *Metrosideros albijlura* being common. Groundcover is often dominated by large clumps of kauri grass (*Astelia trinervia*) and the large sedge *Gahnia xanthocarpa*.

Particularly on the coastal slopes, shrubland communities dominated by mānuka and *Dracophyllum* appear to be persistent on poor soils left after repeated burning.

Fauna and flora values of the Waipoua Forest tract are very high, with a range of endemic and nationally threatened species present including:

- North Island brown kiwi
- North Island kōkako
- kūkupa / New Zealand wood pigeon (also known as kererū)
- short- and long-tailed bats.

Together with the contiguous areas of the Waima and Mataraua Forests, Waipoua supports the largest remaining North Island brown kiwi population and the last functional population of kōkako in Northland. Birds of a limited distribution nationally, but not uncommon within the forested areas, are the North Island kiwi and pied tit (miromiro), and the kākāriki is also present. The North Island fernbird (mātātā) is found in the shrublands nearer the coast. Other native birds are relatively common and widespread throughout the area, including tūī, silvereye, fantail, grey warbler, kingfisher, morepork and shining cuckoo.

The invertebrate fauna is not well known. Snails are a notable feature of the Northland fauna and are well-represented at Waipoua, particularly the large and attractive kauri snail (*Paryphanta*). A survey of the conservation needs of 101 native invertebrates found Northland to have the second highest occurrence of threatened species nationally—55 or 18% of the total surveyed (McGuinness 2001).

A total of 11 species of native freshwater fish have been recorded from the three main catchments of the investigation area (the Waipoua and Wairau Rivers, and the Ohae stream). They include several species considered to be 'at risk' including the long-finned eel, torrentfish, lamprey (kanakana) and short-jawed kōkopu.

The ecological values and indigenous species of the Waipoua Forest tract are described in more detail in a reconnaissance survey report on the Tutamoe Ecological District for the Protected Natural Areas Programme (Miller & Holland 2008), which can be found at www.doc.govt.nz/kaurinationalpark.

Ecological management

The Department undertakes extensive weed control along the length of the Waipoua River, a major pathway into the forest. State Highway 12 is the other main pathway and the New Zealand Transport Agency employs contractors to control weeds along the margins of the road through the forest. The most serious weeds are regarded as being:

- *Selaginella kraussiana* (groundcover)
- *Aristea ecklonii* (groundcover)
- kahili ginger *Hedychium gardnerianum* (perennial herb)
- *Tradescantia fluminensis* (groundcover)
- banana passionfruit vine *Passiflora mollissima*.

Norwegian ship rats, goats, possums, stoats and pigs are the key animal threats to indigenous flora and fauna. Rats occur at some of the highest densities recorded anywhere in New Zealand. This is a major concern as rats have been shown to eat large quantities of native bird eggs, chicks, nesting female birds, plant seed, insects and reptiles. Rats also provide a food source for stoats, which not only feed on rats but also kiwi chicks and other bird species.

Possums are another serious threat, with monitoring indicating that possum densities are seriously detrimental to the health of the kauri ecosystem, and are either stable or increasing. Controlling possum populations will reduce the damage to these ecosystems, promote forest recovery and reduce possum migration from public conservation land onto private land.

Goat control is undertaken by contractors, and the Department and Te Roroa are developing a long-term pig management strategy focused on a core area of 3324 ha that contains areas of cultural and national significance, such as the Kauri Walks area (which is home to the giant kauri Tāne Mahuta, Te Matua Ngahere and the Four Sisters). Pigs are known to be common in this core area and there are concerns that they contribute to the spread of kauri dieback disease.

Kauri dieback disease is caused by a fungus which causes debility and death of trees of all ages. Provisionally known as *Phytopthora Taxon Agathis*, it is also referred to as PTA. The fungus is believed to be spread through the movement of soil water, direct contact between root systems underground, and soil movement by animals (e.g. pigs) and humans (e.g. mud on shoes). It is currently the focus of collaborative research by a number of agencies with the intention of managing either its spread or its effects on kauri forests. More information about PTA and the interagency response effort can be found at www.kauridieback.co.nz.

Historical and archaeological values

Throughout the Waipoua Forest tract are many wāhi tapu sites and wāhi taonga / treasured sites of historical and cultural significance to Te Roroa, which reflect their history of association and interconnection with the landscape.

There is extensive evidence of early Māori occupation in the lower Waipoua Valley with numerous pā sites, middens, stone heaps, terraced garden systems and wāhi tapu. The areas adjacent to the Waipoua River are particularly significant for the density of archaeological sites. As well as Māori history, there are remnants of kauri gum-digging and forestry. The landscape itself vividly reflects these historic influences, and some individual trees still standing show the scars of tapping for their gum.

There is one actively managed historical site in the investigation area: the Kauri Lookout constructed by the New Zealand Forest Service in the 1960s. For many years the Auckland University Field Club operated a research station based at the historic Kawerua Hotel nearby, leaving a rich legacy of natural history research on Waipoua Forest and nearby areas.

Recreation and tourism

Waipoua Forest is an iconic Northland and New Zealand tourist destination. Road travel is the means of transport into and out of the forest for most visitors. State Highway 12 runs through magnificent stands of tall kauri, rimu and northern rātā, offering extensive views over the forest in a few places.

The rugged west coast of Northland is marketed as the 'Kauri Coast' and the giant kauri trees form one of three strategic sites for the Northland tourism industry. Both Waipoua Forest and Trounson Kauri Park are identified as icon areas and attractors in the Northland

Tourism Strategy. Up to 200 000 people per year visit the Tāne Mahuta site. Tourism flows in the forest are highly seasonal, with the peak period in the summer season from December to February. Recent surveys have shown that overseas tourists make up the majority (62%) of visitors to the forest, with people from Auckland making up the majority (38.5%) of domestic visitors.

The Waipoua Visitor Centre, located in the heart of the forest, is owned and run by Te Roroa. It contains a small gallery, café and a retail/reception area with an adjacent campsite, cabin and house accommodation. Since 2000, an average of 80 000 people a year have visited.

The upgrade of visitor facilities at Waipoua Forest and Trounson Kauri Park has been identified as a priority for Northland Tourism, leading to the Rakau Rangatira project outlined in Part 3 of this document. The project is a major investment in visitor infrastructure in and around Tāne Mahuta and other key visitor sites in Waipoua Forest, which also seeks to manage the impacts of visitors on the trees. Nine short walks to the giant kauri are easily accessible from the State Highway.

There are currently no long walks or huts in the Waipoua Forest itself, although the Hokianga – Kai Iwi Route follows the coast and the old Waoku Coach Road runs along part of the eastern boundary with the Mataraua Forest. Both routes can be technically challenging, with two river crossings on the coastal route.

Former forestry roads offer some opportunity for access and recreational use in the western coastal section and their continued use would need to be addressed in management planning. These are formed, but not legal, roads or tracks on public conservation land in the Waipoua Forest, and include parts of the Pawakatutu and Kawerua Roads, and the Kararoa, Ohaua and Wairau Roads.

In 2010, the Kaipara District Council began investigating the possibility of using disused roads and railway lines in the north-east of the district to develop a cycleway, including the old Waoku Coach Road. This route would eventually link with the Hokianga to Opua cycleway, which is currently under construction.

The Annual Waipoua Forest Fun Run and Half-Marathon from the Waipoua Campground to Tāne Mahuta is a popular event.

Last year the Department issued eight permits for hunting, mainly for pigs.

Community and customary use

There is some customary use of natural resources, and the local community undertakes subsistence and recreational hunting in the forest, mainly for pigs. Eels and other freshwater fish are taken from the rivers and streams.

Conservation legislation, and the operational protocol provided for by the Settlement Act, allow for some customary use of natural resources including native birds and other fauna that have died naturally.

Commercial activities

Approximately 20 concessions currently operate in this area, including guided activities, grazing and scientific research.

Adjoining lands

The Waipoua Forest tract is largely surrounded by land used in primary production, although extensive areas of indigenous vegetation remain on adjoining private and Māori land.

The Department manages the Mataraua Forest adjoining Waipoua to the north-east, and the Far North District Council manages the Waimamaku Domain Recreation Reserve on the north-west coastal boundary. Some other small areas of public conservation land also adjoin the area under investigation.

Te Roroa, the Waipoua Forest Trust, the New Zealand Native Forest Restoration Trust, and private and Māori landowners have covenanted extensive areas for conservation under the Reserves Act, Conservation Act and Queen Elizabeth the Second National Trust Act.

Beef and dairy farming are the predominant uses of land in the Waimamaku valley to the north, around Tutamoe in the east and Katui to the south; whereas pine forestry predominates in the lower Waipoua valley.

5.3 Trounson Kauri Park Scenic Reserve

Trounson Kauri Park is a 592-ha reserve lying approximately 8 km inland and several kilometres from the Waipoua Forest tract (the shortest distance between the two is 2.3 km from the Marlborough Road Scenic Reserve). Since 1995, approximately 450 ha of the reserve has been managed as one of the Department's six official 'mainland islands' with most of the balance being farmed. Forest on the reserve is mainly mixed kauri-podocarp hardwood forest, with a notable stand of giant kauri.

Current classification

The whole site is a scenic reserve. Scenic reserves are held for "*protecting and preserving in perpetuity for their intrinsic worth and for the benefit, enjoyment, and use of the public, suitable areas possessing such qualities of scenic interest, beauty, or natural features or landscape that their protection and preservation are desirable in the public interest*" (section 19 Reserves Act 1977).

Te Roroa values

Although the Trounson Kauri Park is outside the Te Tarehu overlay area, the protection of indigenous species such as kauri, kiwi and other native flora and fauna is of fundamental importance to Te Roroa.

Ecosystems, flora and fauna

Trounson Kauri Park comprises an island of native forest surrounded by a sea of farmland, typical of forest remnants in the Northland landscape. This makes it valuable for researching techniques for biodiversity management in small blocks, as well as increasing the understanding of forest and farmland management relationships. Research may also benefit the management of larger kauri forest tracts.

The main objective of the mainland island programme is to develop tools for managing introduced pests and predators, to allow the recovery and restoration of ecosystem processes. The vision for Trounson Kauri Park is to restore its ecosystem and reintroduce lost species.

Vegetation in the reserve comprises mixed kauri-podocarp-broadleaf forest. Mature kauri dominates the higher slopes and ridgelines, while on the lower altitudes they are more scattered amongst associations of podocarp, tawa, taraire and kohekohe. Significant areas of regenerating secondary forest are also present. This diversity of plants provides a year-round supply of berries for fruit-eating bird species such as kūkupa (kererū/wood pigeon).

Native fauna present at Trounson Kauri Park include North Island brown kiwi, kūkupa (kererū/wood pigeon), long-tailed bats, banded kōkopu, kauri snail and Northland tusked wētā.

The ecological values and indigenous species of the Trounson Kauri Park are described in more detail in a reconnaissance survey report on the Tutamoe Ecological District for the Protected Natural Areas Programme (Miller & Holland 2008), which can be found at www.doc.govt.nz/kaurinationalpark.

Ecological management

For management purposes, the operational area of about 450 ha is broken into four blocks, which are fully fenced to prevent stock access. The northern block is cut off from the others by a road, while the eastern and western blocks are linked to the main block (293 ha) by narrow forest corridors. Katui Scenic Reserve (discussed as part of the Waipoua Forest tract) is used as a non-treatment 'control' site to assess the effectiveness of management.

Since 1995, the forest area has been managed to reduce the impact of some introduced mammals and weeds on the endemic plants and animals. Targeted pests are possums, cats, stoats, weasels, ferrets, rats, feral pigs and goats. As at Waipoua, the key plant pests are *Selaginella kraussiana*, *Aristea ecklonii*, kahili ginger *Hedychium gardnerianum*, *Tradescantia fluminensis* and the banana passionfruit vine *Passiflora mollissima*. These weeds are capable of altering forest composition over time.

Historical values

The historical value of the Trounson Kauri Park is primarily as a record of social and environmental attitudes. While it was formally established in 1921, kauri trees and forest were first protected here in 1890, when the Crown reserved about 3 ha and pioneer farmer and miller James Trounson gifted another 22 ha. Trounson recognised the need to protect such a remnant of mature kauri forest at a time when most of the kauri dominated forest of the area had been felled, and later sold an additional 360 ha to the Crown at a concessionary price. It has been added to over the years; most recently 13 ha donated by Mr EA Wrigley in 1978.

Recreation and tourism

A track and boardwalk to a stand of giant kauri attracts 15–25 000 visitors per year, and the Department operates a small campground with 20 campsites in the reserve.

Future recreational opportunities for Trounson Kauri Park are being considered as part of the Rakau Rangatira project referred to in Part 3 of this document.

Community and customary use

Recreational and subsistence hunting are not permitted in the Trounson Kauri Park.

Conservation legislation, and the operational protocol provided for by the Settlement Act, allow for some customary use of natural resources including native birds and other fauna that have died naturally.

Commercial activities

A local concessionaire conducts night walks in the reserve. Approximately 30% of the reserve is farmed under a concession.

Adjoining lands

Except for an area of pines adjacent to the North Block, Trounson Kauri Park is surrounded by farmland.

5.4 Maitahi Wetland Scientific Reserve

Approximately 20 km south of Waipoua, the 323-ha Maitahi wetland was purchased by the Nature Heritage Fund in 2000. It is a rare and isolated remnant of the gumlands and wetlands, which were formerly widespread in Northland and were extensively drained and dug for kauri gum and timber, and later developed as agricultural land.

Current classification

Maitahi Wetland is classified as a scientific reserve "*protecting and preserving in perpetuity for scientific study, research, education, and the benefit of the country, ecological associations, plant or animal communities, types of soil, geomorphological phenomena, and like matters of special interest*" (section 21 Reserves Act 1977).

Te Roroa values

Although the Maitahi Wetland Scientific Reserve is outside the Te Tarehu overlay area, the protection of indigenous species of flora and fauna is of fundamental importance to Te Roroa.

Landscape and geology

Gumlands are typically flat to rolling land that is very infertile, acidic and seasonally waterlogged. Once covered by kauri forest, gumlands contain deposits of old 'fossil' gum and often also preserved timber. Gumlands are strongly leached (mostly podzols) with thin topsoils over deeply weathered old sand, sandstone and claystone. Their vegetation is typically shrubland and low-nutrient wetland.

Ecosystems, flora and fauna

Maitahi Wetland is considered to be the most significant mesotrophic-oligotrophic (low-fertility) wetland remaining in Northland, because of its size, intactness and the range of wetland types that it supports. It is also significant as the largest area of gumland remaining in the Kaipara Ecological District.

The reserve includes a large part of two valley sides and a valley floor. Its relatively large size and shape (part of a catchment) mean much of it is effectively self-buffered. It supports a wide range of threatened and regionally significant plant species, including the only known population of the sedge *Schoenus carsei* in Northland.

The wetland also supports the only known viable population of black mudfish (*Neochanna diversus*) on the west coast of Northland. The species is found only in the upper North Island and is threatened by ongoing loss of its wetland habitat. Other fauna includes the Auckland green gecko, shortfin eel, Australasian bittern and North Island fernbird (mātātā).

The ecological value and indigenous species of the Maitahi Wetland are described in more detail in a reconnaissance survey report on the Kaipara Ecological District for the Protected Natural Areas Programme (Smale et al 2009), which can be found at www.doc.govt.nz/kaurinationalpark.

Ecological management

The introduced pest fish *Gambusia* is present, and is thought to be a threat to mudfish. Current species recovery management includes research on the effects of *Gambusia* on mudfish populations, and means of excluding or eradicating it.

Pines have been felled in the reserve and control of invasive pampas grass and possums has been undertaken.

Public and commercial use

As a scientific reserve, access is limited by permit and there is currently no legal public use. A concessionaire operates beehives on the southern boundary of the reserve.

Adjoining lands

Maitahi Wetland Scientific Reserve is surrounded by farmland and pine forest to the north and south. West and upstream of the wetland is farmland and downstream to the east is affected by land drainage works.

Part 6 National park criteria

6.1 The General Policy for National Parks

The General Policy for National Parks (GPNP) sets out detailed criteria for the assessment of national park proposals, additions to national parks, and boundaries. The relevant parts of Policy 6 are set out in full below:

6(a) Lands recommended for national park status will contain, for their intrinsic worth and for the benefit, use and enjoyment of the public, the following:

(i) scenery of such distinctive quality that its preservation in perpetuity is in the national interest; or

(ii) ecosystems or natural features so beautiful, unique or scientifically important that their preservation in perpetuity is in the national interest.

6(b) Lands recommended for new national park status should be relatively large, preferably in terms of thousands of hectares, and preferably comprise contiguous areas or related areas; and should be natural areas.

6(c) Predominantly natural areas may be considered for national park status if they:

(i) contain modified areas which can be restored or are capable of natural regeneration, particularly if representative of ecosystems not adequately included elsewhere in a national park; or

(ii) contain features which have no equivalent in a national park and which are so beautiful, unique or scientifically important that they should be protected in a national park.

6(e) Investigation reports on any proposal that land should be declared to be a national park or part of a national park should include an assessment of the likely social, recreational, cultural and economic implications for tangata whenua and local and regional communities, as well as the nation generally.

6(i) The following matters should be considered by the Authority before recommending, and by the Minister before approving, the boundaries of new parks, additions to existing national parks and changes to existing boundaries:

(i) the need to protect natural, historical and cultural heritage in national parks from adverse effects of activities outside national park boundaries, and avoid any potential adverse effects of national park status on adjoining land;

(ii) the goal of a representative range of ecosystems, natural features and scenery types being included in national parks;

(iii) landscape units;

(iv) readily identifiable natural features;

(v) convenience for the efficient management of the national park; and

(vi) access options, consistent with the need to preserve national park values.

6.2 National perspectives

How does the proposed national park compare with existing national parks? The following is a highly summarised description of the existing 14 national parks, listed in order of size.

NATIONAL PARK	DESCRIPTION
Fiordland	Fiords, glacial lakes, scenic grandeur, vastness, remote experience, sanctuary islands, tourist icon (1 263 000 ha, established 1952)
Kahurangi	Wilderness, mountains to sea, diverse geology and vegetation, great spotted kiwi stronghold, tramping (453 000 ha, established 1996)
Mount Aspiring	Glaciated, forested wilderness straddling main divide, diverse forest types, remote experience, Red Hills ultramafic belt (356 000 ha, established 1964)
Te Urewera	Forest-topped ranges, remoteness, Māori tradition, Lake Waikaremoana (213 000 ha, established 1954)
Rakiura	Roaring Forties island, unmodified forest, southern flora and fauna, granite domes, wilderness, remote beaches (140 000 ha, established 2002)
Westland *Tai Poutini*	Lowland glaciers, successional vegetation, podocarp forest, lonely coastline, Okarito brown kiwi (132 000 ha, established 1960)
Arthur's Pass	Straddles Southern Alps, contrasting east-west forest types, alpine village, climbing, Arthur's Pass (118 000 ha, established 1929)
Nelson Lakes	Glacial lakes, beech forest, alpine fault, tramping, kākā conservation, family park (102 000 ha, established 1956)
Tongariro	Active volcanoes, mountain scenery, Māori history, world heritage, red tussock grass / shrubland, skiing, tramping (79 000 ha, established 1887)
Whanganui	Whanganui River, lowland forest, Māori tradition, river recreation (74 000 ha, established 1986)
Aoraki/Mount Cook	Southern Alps core, highest mountains, largest glaciers and snowfields, climbing legends, tourist icon (72 000 ha, established 1953)
Paparoa	Pancake Rocks, karst landscape, caves, varied coastline, lowland forest, walks and tramps (39 000 ha, established 1987)
Egmont	Dormant volcano, volcanic sequence, distinctive flora, climbing, round-mountain tramping circuit (34 000 ha, established 1900)
Abel Tasman	Beaches, intricate and varied coastline, popular coastal track, lowland forest, kayaking (24 000 ha, established 1942)
Waipoua – Kauri	Northern flora and fauna, mountains to sea, wild coastline, species rich, intact kauri forests, Māori cultural importance (14 000 ha)

As proposed, this would be New Zealand's smallest national park but the only one to include the distinctive northern flora and fauna, and mountains-to-sea sequences including kauri forest. It would significantly advance *"the goal of a representative range of ecosystems, natural features and scenery types being included in national parks"* (GPNP Policy 6(i)). There are few other opportunities to advance this goal in the north of the North Island and no other sites whose value has been so long promoted.

6.3 The Waipoua Forest tract

Landscapes and scenery

This landscape includes unbroken sequences from the wild open coast, with its dunes and bluffs, through shrubland and tall forest, to the distant ranges of the Mataraua Plateau.

Vistas from some points along the State Highway and other high points such as the old fire lookout allow visitors to appreciate the wider landscape, while the forest itself, particularly around the great trees, offers visitors a different experience.

State Highway 12 through Waipoua Forest has been described as an exceptional driving experience, travelling through a narrow corridor of vigorously profuse and densely overhanging vegetation, with occasional large kauri adjacent to the road.

Natural features

Although the term 'natural features' is most commonly used to refer to physical things (such as caves or geothermal features), the giant kauri possess a majesty and mana almost independent of the forest and ecosystems in which they are found. They are the largest trees in New Zealand and some of the largest and oldest trees to be found anywhere in the world.

Ecosystems and species

The Waipoua Forest tract is most remarkable for its size, the relative intactness of its kauri forests, the diversity of its vegetation and the species found there. Kauri-tappers and diggers were active throughout the investigation area during the late 19th and early 20th centuries, causing the widespread death of kauri trees in some areas. However, logging was not widespread, and some places have not been logged at all. Few other kauri forests are so intact.

The diversity of vegetation and species is also considered to be exceptional, reflecting both its environmental and historical influences. For example, it includes numerous threatened species of plants and animals and is a stronghold for North Island brown kiwi and habitat for kōkako.

Waipoua's rivers and freshwater ecosystems are also remarkably intact. The tract includes almost the whole of the catchments of the Wairau River, Ohae Stream and the upper Waipoua River. These freshwater systems are considered to be the most natural in Northland, supporting a good range of species.

While the vascular flora and vertebrate fauna of the Waipoua Forest tract are reasonably well known, its non-vascular plants and invertebrate fauna are not, but they are likely to be another significant value of the area.

A national park based on Waipoua Forest would be the only one in the northern part of the North Island representing the forests and related ecosystems that include species naturally found only north of latitude 38 degrees south—a line crossing the North Island from Aotea Harbour, south of Raglan, to Ohiwa Harbour near Whakatane. It also presents a valuable and possibly unique opportunity to establish a national park that has altitudinal and ecological sequences from the mountains to the sea in a northern North Island forest environment. Few other areas, and even fewer in a coastal and near-coastal environment, can compare.

Wāhi tapu

Much of this area is covered by the Te Tarehu overlay classification discussed in Part 3 of this document. To Te Roroa, the entire area of Te Tarehu is of vital cultural importance, and includes many wāhi tapu and other special sites and resources.

Historical aspects

The landscape reflects Māori occupation and use, then kauri gum digging and later forestry. Even today, some trees still standing show the scars left by kauri-tappers.

Size

Exceeding 13 000 ha, the Waipoua Forest tract includes almost all of the Wairau and upper Waipoua River catchments, which are recognised as the most natural of catchments in Northland. It is large enough to stand alone as a national park, but forms part of a much larger tract of contiguous forest—protected by the Crown, iwi and private individuals—within which ecological processes can operate naturally.

6.4 The outliers

In considering why the outlying areas of Trounson Kauri Park and Maitahi Wetland should be included in a national park based on the Waipoua Forest tract, it is necessary to characterise the central theme or themes of the park in terms of national park criteria.

Arguments for a national park at Waipoua have always turned on its scenic and ecological values: the giant kauri and the intactness of the surrounding forests, their diversity of plant species and communities, and to a lesser extent the landscape and habitat values of the Waipoua Forest tract.

Trounson Kauri Park and Maitahi Wetland should be included in the park if they contribute materially to these themes, or extend this range of themes by, for example, adding a historical dimension. Their exclusion would not diminish their value, but would recognise that they are separate places with values independent of the Waipoua Forest tract.

Trounson Kauri Park Scenic Reserve

Trounson Kauri Park is a somewhat isolated reserve and at 450 ha its forest area is less than 5% of the area of the Waipoua Forest tract.

Its management as a mainland island has enhanced its kauri forest ecosystem and wildlife habitat values, but these are fundamentally the same as the Waipoua Forest tract. It is the intensity of its ecological management that makes the difference.

Trounson Kauri Park could, however, make an important contribution to a national park as a visitor site. It is easy to access and offers some different recreational opportunities, such as camping. It could become a focal site for interpretation of the landscape and forest ecosystems of the park where visitors could gain a deeper appreciation of what the forest and its wildlife were like, and how they could be in the future. Comparable sites with easy access within other national parks include the glaciers in Westland *Tai Poutini* National Park and the Pancake Rocks in Paparoa, which offer a glimpse of the values of the wider park area that most visitors never reach.

Maitahi Wetland Scientific Reserve

Maitahi Wetland is a now-rare example of gumland vegetation that includes a number of threatened species. Although gumlands occur within the Waipoua Forest tract, wetlands are not a feature there, and Maitahi Wetland occurs on a different terrain with a different history. It could contribute to a national park through illustrating another aspect of the ecology and history of kauri in the landscape. This theme was developed during the previous investigation but is less relevant to the current proposal, which contains a narrower range of sites and landscapes.

6.5 Boundaries and buffer areas

The Waipoua Forest tract

Existing boundaries largely conform to natural boundaries with few opportunities for improvement other than to meet ridgelines and complete catchments. Surveying would be required as some boundaries have never been fully defined.

Te Roroa would be the principal neighbour of the national park, particularly in the lower Waipoua valley.

Work is ongoing to rationalise the State Highway 12 road corridor through Waipoua Forest, and a similar exercise would be required for the Marlborough Road if a national park was established.

Inclusion of the lower-altitude and coastal shrublands would allow the park to capture the mountains-to-sea ecological sequences that set the context for the kauri forests.

In addition, even the most modified areas near and along the coast add to the ecological and historical value of the wider area, as they include wetlands and coastal vegetation and habitats not otherwise represented. Even the former pine forest is quickly regenerating to shrubland and forest that is little different in character from surrounding areas that were repeatedly burnt and dug for gum.

Public access and recreational use, including hunting, also have implications for park boundaries. At present there is limited formal access through the small number of walks, mainly from the State Highway to the giant kauri, and there are the former forestry roads towards the coast. Future use may require a greater variety of access points and facilities, or even for land to be left out of the park if it is necessary for uses incompatible with the national park framework.

Trounson Kauri Park Scenic Reserve

It is likely that the approximately 178 ha (30% of the reserve) that is currently farmed will continue to be farmed indefinitely. This would be a large area to restore to forest and although the forest would benefit from restoration there are other priorities for large-scale restoration.

The farmed areas provide a useful buffer for the fragmented forest on the site, and also potential restoration sites, but it is not essential for them to become part of a national park. It might be better for the integrity of a national park, and the efficient administration and management of the farm, for these areas to be retained in a reserve.

As a scenic reserve, Trounson Kauri Park already has a high degree of legal protection and another option is for it to continue to be managed as a scenic reserve in its entirety, in association with a national park based on the Waipoua Forest tract.

Maitahi Wetland Scenic Reserve

The boundaries of this reserve are largely fixed by its legal boundaries and adjoining land uses. The terrain means it is considered to be self-buffering, with the exception of the upper catchment.

Part 7 Consequences of establishing a national park

7.1 Park management

Establishing a national park would rationalise the classification of a number of adjoining conservation areas and reserves in the Waipoua Forest tract. The main effect of the change would be to bring the land under a single framework with more detailed management than at present. Ecological management, and recreational and tourism use, would be more closely integrated, with the overriding aim of preservation in perpetuity.

The scenic reserves, conservation areas and marginal strips would have a higher level of protection than at present, while the Waipoua Sanctuary Area would continue to be strictly protected. The Maitahi Wetland Scientific Reserve would be subject to less restrictive access conditions than at present, which would raise significant management issues for protection of flora and fauna at this site unless the restriction was maintained.

At present, the Northland CMS directs the ways in which these lands are to be managed. As a national park, a management plan consistent with the CMS would have to be prepared within 2 years of its establishment.

The upgrade of walking tracks and other visitor infrastructure already under way through the Rakau Rangatira project does not depend on national park status and would continue regardless of the outcome of this investigation. In the proposed national park as a whole, the low level of recreational development means that management planning may identify new opportunities for development.

The Northland Conservation Board plays a key role in management planning, and Te Roroa, through the mechanisms established in the Settlement Act, will continue to play a significant role, particularly in relation to Te Tarehu.

7.2 Rivers and river mouths

No Crown Land riverbeds have been identified in the area under investigation. The beds of all rivers and streams within the investigation area are legally considered to be part of the lands through which they flow, and would automatically become part of the national park. This excludes the lower reaches of the Wairau River, where it would similarly be considered to be part of Te Roroa's Wairau Reserve.

Part of the boundary of Waipoua Forest downstream from State Highway 12 may be defined by the Waipoua River, which means that the national park could include the riverbed to its centre line. Definition of this part of the boundary would need to carefully consider both the needs of park management and the needs of users of the river and its resources, such as fisheries.

Additional factors to consider are that Northland Regional Council, and Far North and Kaipara District Councils have responsibilities under the Resource Management Act for the use of rivers and lakes, their waters and beds. The river forms the boundary between the two districts.

The lowest reaches of the Wairau River and Ohae Stream also lie within the Coastal Marine Area, which is managed by the Northland Regional Council under the Resource Management Act 1991 and the Northland Regional Coastal Plan.

7.3 Te Tarehu

Te Tarehu, as provided for the Settlement Act, would not be affected by the establishment of a national park, as these provisions apply no matter how the land is classified.

7.4 Public access

Existing foot access to the Waipoua Forest tract and Trounson Kauri Park Scenic Reserve would be unchanged by the establishment of a national park.

All access to the Maitahi Wetland Scenic Reserve is currently by permit only, and it is likely that this restriction would need to be maintained by establishing it as a specially protected area within the national park.

Vehicle access is generally restricted to existing formed roads in national parks. Unformed legal roads within the area of a national park may be stopped, to protect national park values, unless they are the only legal access to private land. Within the investigation area, the only identified piece of unformed legal road requiring action is part of the Marlborough Road alignment, and part of the formed road lies on Waipoua Forest land.

Formed, but not legal, roads or tracks on public conservation land in the Waipoua Forest include parts of the Pawakatutu and Kawerua Roads, and the Kararoa, Ohaua and Wairau Roads. These former forestry roads offer some opportunity for access and recreational use in the western coastal section and their continued use would need to be addressed in management planning.

The off-road use of vehicles is generally inconsistent with the purposes of national parks and is tightly restricted by policy 8.6 of the General Policy for National Parks, although there is provision to allow for the use of vehicles, including mountain bikes, on formed roads and tracks in certain circumstances.

Apart from the camping area at Trounson Kauri Park, there is no formal provision for camping in the investigation area. Camping sites on public conservation land are generally identified through the CMS and bylaws are being considered to enforce camping restrictions in certain areas.

7.5 Hunting

The National Parks Act's focus on preserving indigenous species and the extermination 'as far as possible' of introduced species, means that the emphasis of pest control moves from control towards eradication. Te Roroa supports this.

Recreational and subsistence hunting is encouraged within national parks in accordance with the Department's pest management strategies because of its contribution to the control of introduced animals.

The release of any animal, including pigs, goats and deer, is illegal in all areas under investigation and would remain so in a national park.

7.6 Dogs

Dogs may not be taken into the Trounson Kauri Park Scenic Reserve or the Maitahi Wetland Scientific Reserve. Areas within the Waipoua Forest tract are 'controlled dog areas' under the Conservation Act where dogs may only be taken by permit. Any dogs permitted

to enter a national park must be trained in avian aversion so that they avoid birds such as kiwi.

Dogs are not generally permitted in a national park, other than guide or companion dogs, and dogs carrying out police, customs, search and rescue or wildlife conservation work. There is also limited provision for dogs to be permitted where they are essential to some other lawful activity. This could include pig hunting at Waipoua, given the threats posed by pigs to wildlife (e.g. snails) and to kauri trees (pigs can transmit kauri dieback disease). The national park management plan plays an important role in making decisions about access for dogs.

7.7 Other community and cultural uses

Freshwater fisheries

Fish, like all other native animals and plants within a national park, are strictly protected within a national park. Consequently, the taking of indigenous fish can only be permitted in limited circumstances where it is consistent with the park's management plan (section 5 National Parks Act).

Most of the lower Waipoua River below State Highway 12 would not be affected as it is outside the area under investigation. However, a national park boundary along the reach between the State Highway and Te Roroa's Te Taiawa covenant (approximately 6 km) would need to be carefully considered, as discussed in Part 7.4 above.

Natural resources for matauranga Māori

All native animals and plants within a national park are strictly protected. Access to specific resources for mahi whakairo / carving, rāranga/weaving and rongoa / traditional medicine may be permitted in limited circumstances where it is consistent with the park's management plan (section 5 National Parks Act).

7.8 Commercial activities

Tourism and other commercial activities would continue to be managed on a case-by-case basis, as at present. Existing concession activities could continue subject to standard review conditions.

Because concession applications are assessed on the basis of the effects of the activity on the conservation values of the site, the classification of the land and its legal implications are just one set of factors. Some activities at some sites could be more restricted than at present because the provisions of the National Parks Act and the General Policy for National Parks are more exacting than the Reserves Act or Conservation Act provisions that currently apply.

7.9 Social and economic impacts

With or without national park status, visitor numbers to Waipoua are predicted to achieve modest growth.

It is not possible to quantify the growth in visitor numbers that would result from national park status, but studies in other national parks have shown an increase in visitor numbers

following their establishment, due to their heightened profile. International eco-tourism and Auckland domestic visitors are likely to remain the main markets.

Approximately 200 people live around the investigation area. Specific concerns raised by this community include the following:

- The area being changed forever by increased visitor numbers. Of particular concern were potential impacts on residents of the Waipoua Valley, especially those living around Matatina and Pānanawe marae. While the actual settlements are located outside the proposed boundaries and away from established visitor sites, there would inevitably be implications for their lifestyles.
- Increasing visitor numbers will put demands on the infrastructure of the Kaipara and Hokianga areas. The Kaipara District Council acknowledges that the impact on the infrastructure could be significant, and is exploring how it can future-proof the infrastructure through its Long Term Council Community Plan and Annual Plan processes.
- Of great concern for the Council and the community is the safety of State Highway 12 through the Waipoua Forest, particularly for drivers inexperienced with New Zealand roads and local conditions.

The potential for improved business opportunities and increased employment in the area is acknowledged by the community. There is some concern, however, that people will visit and leave without spending locally, as often happens now. The nearby communities of Omapere and Dargaville believe that significant opportunities will emerge as secondary expenditure occurs, e.g. food and accommodation. The local community considers that a collaborative approach to employment and business opportunities is essential to ensure that there are fair and equitable opportunities for social and economic development across the region.

The community also has some concerns with respect to health and social services. It notes that service provision is limited for Dargaville and Hokianga, so extra demand on these services during the busy visitor season of November to March will require additional resourcing to ensure availability. The community is concerned that Waipoua's remoteness can create difficulties in communication and obtaining assistance for medical situations or vehicle breakdowns.

7.10 Primary resources

Forestry and conservation in the Waipoua State Forest

Following its purchase by the Crown in 1876, inaccessibility (particularly the difficulty of getting logs out) was probably the most important factor protecting the forest, although this period was also characterised by gum digging and gum tapping. Over 600 men were engaged in this in the Waipoua area at the beginning of last century, and 186 ha south of the Wairau River was for many years set aside as a Kauri Gum Reserve.

Repeated burning and excavation were widespread, even of the roots of living trees, and many trees were so seriously wounded that in places many died. Contemporary observers noted widespread kauri deaths in the south of the Wairau Valley and in what is now the Katui Scenic Reserve.

At the same time, there was obviously some special regard for the Waipoua Forest within government, as access was restricted and James Maxwell was appointed as a caretaker in 1905. Waipoua was also one of a handful of sites reported on to Parliament by the pioneering ecologist Dr Leonard Cockayne between 1907 and 1909: the others being

Kapiti Island Nature Reserve, Tongariro National Park and Stewart Island. Cockayne's 1908 report influenced government policy for most of a generation and Cockayne himself continued to speak for the preservation of Waipoua. It became quite well known as a tourist destination at that time.

On the other hand, the 1913 Royal Commission on Forestry, on which Cockayne served, took a different view, recommending that all but 200 acres (81 ha) of Waipoua be logged "*by the Crown for the people of New Zealand*" with the residue to become a national park, along with the Warawara Forest north along the coast. The Commission was widely considered biased towards forestry interests and this—its sole recommendation for protection—appeared to be a sop to Cockayne. The Commission laid the foundations for systematic forestry in New Zealand, including the establishment of the Forest Service, and also the interventionist approach to kauri forest management, which later became central to the arguments over Waipoua Forest.

Further work by D. E. Hutchins in 1918 demarcated the forest and prescribed for its management as a production forest, partly as a way to provide for returned servicemen. Although the Forest Service was established in 1921, Hutchins' prescription was not implemented and Waipoua continued to enjoy a fairly protected existence, with only minor disturbance over the next decades despite ongoing calls for a road and logging. Government policy appeared settled in favour of protection even if there was no statutory implementation.

This began to change with the death of Prime Minister W. M. Massey in 1925: construction of the State Highway through the heart of the forest began in 1926, despite the availability of an alternative coastal route, which was preferred by the Forest Service, Hokianga County Council and Māori communities. The inland route, which joined easily to the railhead at Donnelly's Crossing, was supported by the Public Works Department, the Hobson County Council and settler communities at Waimamaku and Katui. Widespread public indignation forced Prime Minister J. G. Coates to state that "*no-one need have the least fear of the forest being interfered with*". However, the Government took no further action to formally prevent logging of the forest.

While the Forests Acts of the time (1908 and 1921) allowed protection they did not guarantee it, and logging began in earnest during World War 2 under the cloak of wartime emergency. After the war, public concern led by Professor W. M. McGregor and the Waipoua Preservation Society again called for a national park, a move successfully resisted by the Forest Service, which instead established the Waipoua Forest Sanctuary in 1952.

This controversy was not so much between preservation and logging, but between two points of view as to how the kauri forest might be maintained. A peculiarity of kauri forest is its inability to regenerate on the same site, so that kauri is inevitably succeeded by other species, with young stands growing mainly on new sites. The 'preservationist' argument put by McGregor and others was that a large enough area should be protected for natural processes to prevail and for new forests to develop in proximity to the old. The 'conservationist' argument of the Forest Service was that active management was required to maintain the forest as a kauri forest, by removing dead and senescent trees, and thinning and manipulating habitat to promote recruitment.

Outside the sanctuary, parts of Waipoua Forest became Kauri Research and Management Areas—the area west from the sanctuary to the coast, and another area in the south-west, where the Forest Service worked on developing kauri silviculture.

The indigenous forest was not managed in isolation and the shrublands of the lower Waipoua valley were afforested in pines, which were often low in productivity due to poor soils. These lands were returned to Te Roroa as part of its Treaty settlement in 2008.

The kauri gum industry

Kauri gum was much in demand during the 19th and early 20th centuries, particularly for paint and varnish, and in many ways the gum industry resembled the gold rushes. Like whale and other oils, gum was replaced by petroleum-based products following the development of large-scale refining. In trade, kauri gum was sorted into four classes—white range gum, white swamp gum, black swamp gum and bush gum—and 33 grades.

Kauri gum is naturally produced in large quantities by living trees when they shed old branches, and is abundant underground beneath living kauri and in areas where kauri no longer grow (gumlands). It was initially an abundant resource and an important part of the Northland economy, particularly for loggers and early farmers who gathered it from the ground when clearing forest. Gum digging is also associated with 'Dalmatian' settlers from what is now Croatia, many of whom initially worked in the gumfields.

Gum was also 'tapped' by cutting the trunks of living trees to make them bleed. This practice, along with burning and digging around tree bases, damaged kauri and opened them up to infection, causing widespread death in some areas (notably the southern Wairau valley and what is now the Katui Scenic Reserve).

All aspects of the gum industry occurred throughout kauri forests in the area under investigation. Gum tapping and shallow digging occurred around living trees within the Waipoua Forest, although this was largely stopped in 1905. These activities would also have occurred at Tronson Kauri Park. Towards the coast was the Wairau Kauri Gum Reserve, and other gumlands in this area were dug and burnt repeatedly. Maitahi Wetland is also former gumland that was dug extensively.

Mining and quarrying

The Waipoua Sanctuary Area and Maitahi Wetland Scientific Reserve are listed on Schedule 4 of the Crown Minerals Act 1991 and are excluded from prospecting and mining. National parks are also excluded, so it is anticipated that protection would be extended to all areas under investigation that were subsequently included in a national park.

The ancient Waipoua basalt underlying most of the investigation area is considered to be of 'low resource potential'. When consulted as part of this investigation in 2010, the Minister of Energy and Resources advised that there was little mineral potential in the investigation area.

FMG Pacific Ltd currently holds prospecting permits for mineral sands that cover part of the investigation area and a large area offshore (permit numbers 50960 and 50961). These permits expire in August 2011.

Quarrying has occurred at several sites in and around the investigation area. Two sites are held under the Public Works Act 1981 for quarrying in association with State Highway 12. A site north of Tāne Mahuta was partly quarried during construction of the road but is now regenerating. Another, on the north bank of the Waipoua River, has never been used and is heavily timbered. The New Zealand Transport Authority currently quarries roading material at Hood Rd near Aranga, outside the investigation area (permit number 41357).

Water resources and electricity generation

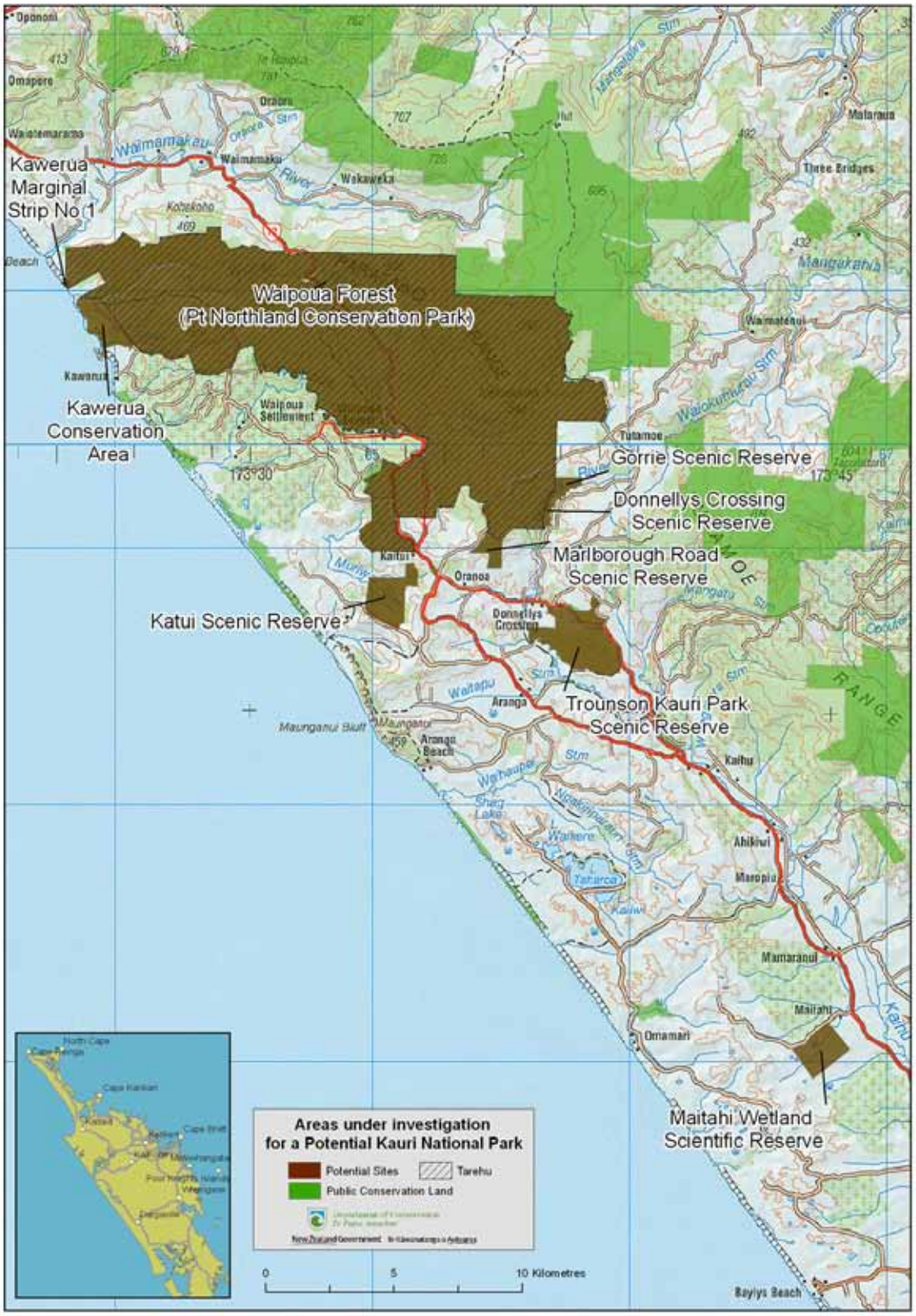
A desk-top survey of important water resources was prepared for the Ministry of Economic Development in 2004. Although Waipoua has the highest annual rainfall in Northland, it has not been identified as a potential hydro-electricity generation resource. Its remoteness from areas of unmet demand makes it unlikely that its water resources would be sought for community supply or irrigation.

Wind resources and electricity generation

Although there is no published assessment of the potential of areas in the investigation area, its remoteness makes it unlikely to be sought for wind power generation. A preliminary assessment of wind generation resources on public conservation land within 30 km of existing transmission lines indicates that high ground on and near the Mataraua Plateau is the nearest area of real interest.

Appendix 1

Map of the area under investigation for a national park



Appendix 2

The statutory process for this national park proposal

Step 1

Before requesting an investigation, the New Zealand Conservation Authority (NZCA) advises the Minister of Conservation, and seeks the views of the Northland Conservation Board, tangata whenua, the Northland Fish and Game Council and territorial authorities (policy 6(d) of the General Policy for National Parks 2005 (the General Policy)).

In respect of Te Tarehu, the NZCA consults with the trustees of the Manawhenua Trust and has particular regard to Te Roroa values in relation to Te Tarehu, and the protection principles (sections 54 and 55 of the Te Roroa Claims Settlement Act 2008 (the Settlement Act)).

Step 2

The NZCA advises the Minister of Conservation of its intention to request an investigation and report on the national park proposal (section 8(1) of the National Parks Act 1980 (NPA)).

Step 3

The NZCA requests the Director-General of Conservation to investigate and report to it on the proposal (section 8(1) NPA).

Step 4

The Department of Conservation convenes a working group comprised equally of Department and Manawhenua Trust representatives to report to the Director-General in respect of the proposal and Te Tarehu (section 59 of the Settlement Act and Schedule 1, clause 5.6.2 of the Te Roroa Deed of Settlement).

Step 5

The Director-General considers the joint working group report and prepares a public discussion document.

The Director-General gives notice of the proposal and investigation to the Minister of Energy (section 8(3) NPA).

Step 6

The Director-General investigates the proposal, including:

- publishing the discussion document and inviting public suggestions
- consulting with tangata whenua
- holding hui and public meetings
- preparing a summary of submissions
- assessing the social, recreational, cultural and economic implications for tangata whenua, local and regional communities, and the nation generally
- commissioning expert advice where necessary
- preparing an investigation report for the NZCA, having regard to the views of interested people and organisations (policies 6(e) and 6(f) of the General Policy).

Step 7

The Director-General sends the investigation report and summary of submissions to the NZCA for its consideration (section 8(1) NPA and policy 6(g) of the General Policy).

Step 8

The NZCA consults with the Northland Conservation Board, which gives its advice (sections 7(2) and 30(1) NPA, and policy 6(g) of the General Policy).

In respect of Te Tarehu, the NZCA consults with the trustees of the Manawhenua Trust and has particular regard to Te Roroa values in relation to Te Tarehu, and the protection principles (sections 54 and 55 of the Settlement Act).

Step 9

The NZCA considers the investigation report in terms of the criteria and considerations set out in policy 6 of the General Policy, having particular regard to Te Roroa values in relation to Te Tarehu, and the protection principles (section 54 of the Settlement Act).

The NZCA makes recommendations on the proposal to the Minister of Conservation (section 7(2) NPA).

Step 10

The Minister of Conservation refers the proposed name of the proposed national park to the New Zealand Geographic Board for review (section 7(2A) NPA).

The Minister of Conservation makes recommendations on the proposal to the Governor-General (section 7(1) NPA).

The Ministers of Conservation and Transport may, jointly with the consent of the Northland Regional Council, recommend the addition of foreshore in the proposal to the national park (sections 7(1) and 7(6) NPA).

Step 11

The Governor-General makes an Order in Council declaring a national park (section 7(1) NPA).

Appendix 3

Key references and bibliography

Burns, B.R.; Leathwick, J.R. 1992: Vegetation Map of the Waipoua Forest Sanctuary and Environs, Northland, New Zealand. Scale 1:25 000. *FRI Bulletin No. 143*. Ministry of Forestry, Wellington.

Department of Lands. 1908: Report on a Botanical Survey of the Waipoua Kauri Forest by L Cockayne PhD. presented to both Houses of the General Assembly by Command of His Excellency. Government Printer, Wellington.

Department of Conservation. 1988: Northland Kauri National Park—A Preliminary Investigation. Prepared for the Department of Conservation (Kaikohe) for (and in consultation with) the Northland National Parks and Reserves Board. Department of Conservation, Kaikohe.

Department of Conservation. 1990: Northland Kauri National Park Proposal—Public Discussion Paper. Department of Conservation, Whangarei.

Department of Conservation. 1992: Northland Kauri National Park Investigation. Report to the New Zealand Conservation Authority. Department of Conservation, Whangarei.

Destination Planning Ltd. N.D.: Northland Visitor Strategy (Update: 2008-2013). Report Prepared for Enterprise Northland and the Northland Tourism Development Group. www.northlandnz.com/assets/pdf_downloads/NVS_2008_2013_Final_11Sept08_1.pdf.

Eadie, F.M.; Burns, B.R.; Leathwick, J.R. 1987: Ecological Report on Waipoua Forest Sanctuary and Kauri Management Areas, Including Notes on Browsing Mammals and Bird Distribution. Department of Conservation, Auckland and Forest Research Institute, Rotorua.

Halkett, J.; Sale, E.V. 1986: The World of the Kauri. Reed Methuen, Auckland.

Hutchins, D.E. 1918: Waipoua Kauri Forest—its demarcation and management. Department of Lands and Survey, Wellington.

Ministry of Economic Development. 2004: Waters of National Importance—Identification of Potential Hydroelectric Resources. Report prepared by East Harbour Management Services. www.med.govt.nz/upload/24512/hydro-resources.pdf.

Miller, N.; Holland, W. 2008: Natural Areas of Tutamoe Ecological District. Reconnaissance Survey Report for the Protected Natural Areas Programme. Department of Conservation, Whangarei. Available at: www.doc.govt.nz/upload/documents/conservation/land-and-freshwater/land/tutamoe-ecological-district/tutamoe-ecological-district-ecological-character.pdf.

McGregor, W.R. 1948. The Waipoua Kauri Forest of Northern New Zealand. W.R. McGregor, Auckland.

McGuinness, C.A. 2001: The Conservation Requirements of New Zealand's Nationally Threatened Invertebrates. *Threatened Species Occasional Publication No. 20*. Department of Conservation, Wellington.

Molloy, L. 1988: Soils in the New Zealand Landscape—The Living Mantle. Mallinson Rendel, Wellington. www.teara.govt.nz/en/kauri-forest/2/3.

New Zealand Conservation Authority. 1995: Interim Report. Investigation into the Proposal for a Kauri National Park in Northland. New Zealand Conservation Authority, Wellington. www.doc.govt.nz/getting-involved/consultations/current/kauri-national-park-proposal/earlier-investigations/.

New Zealand Conservation Authority. 2005: General Policy for National Parks (2005) Department of Conservation for the NZ Conservation Authority, Wellington. www.doc.govt.nz/publications/getting-involved/nz-conservation-authority-and-boards/nz-conservation-authority/general-policy-for-national-parks/.

Royal Commission on Forestry. 1913: Report of the Royal Commission on Forestry. Presented to both Houses of the General Assembly by Command of His Excellency. Government Printer, Wellington.

Smale, M.C.; Clarkson, B.R.; Clarkson, B.D.; Floyd, C.G.; Cornes, T.S.; Clarkson, F.M.; Gilmour, D.C.; Snell, T.M.; Briggs, C.M. 2009: Natural areas of Kaipara Ecological District (Northland Conservancy) Reconnaissance Survey Report for the Protected Natural Areas Programme. Department of Conservation, Whangarei. www.doc.govt.nz/upload/documents/conservation/land-and-freshwater/land/kaipara-ecological-district/natural-areas-kaipara-eco-dictrict-full.pdf.

Te Taura Whiri i te Reo Māori / Māori Language Commission. 2008: He Pātaka Kupu. Te Taura Whiri i Te Reo Māori. Raupo Publishing, Auckland.

Te Roroa Whatu Ora Trust. 2009: Nga Ture o Te Taiao—Te Roroa Iwi Environmental Policy. (Unpublished.)

Visitor Solutions Ltd. 2011: Rakau Rangatira Visitor Sites Survey, Preliminary Summary of Results—February 2011. Preliminary Summary of Results. Report Prepared for Northland Conservancy. Department of Conservation, Whangarei.

Waitangi Tribunal. 1992: The Te Roroa Report. WAI 38. Brooker & Friend, Wellington.

Appendix 4

Online geographical information (GIS) resources

Department of Conservation (includes administrative and some ecological data)
www.doc.govt.nz/about-doc/role/maps-and-statistics/docgis/

Far North District Council (includes aerial photography of most of the Waipoua area)
http://fndcmaps.govt.nz/XPLview/default.aspx

Walking Access Commission (under development, includes additional public access information) http://wams.org.nz/wams/