Te Kaunihera-ā-Rohe o Ngāmotu
New Plymouth District Council

EXTRAORDINARY COUNCIL MEETING AGENDA

Tuesday 11 July 2023 at 1pm

Council Chamber
Liardet Street, New Plymouth

Chairperson:	Mayor	Neil	Holdom
Members:	Cr	Tony	Bedford
	Cr	Sam	Bennett
	Cr	Max	Brough
	Cr	Gordon	Brown
	Cr	David	Bublitz
	Cr	Anneka	Carlson
	Cr	Murray	Chong
	Cr	Amanda	Clinton-Gohdes
	Cr	Harry	Duynhoven
	Cr	Bali	Haque
	Cr	Te Waka	McLeod
	Cr	Dinnie	Moeahu
	Cr	Marie	Pearce
	Cr	Bryan	Vickery

Purpose of Local Government

The reports contained in this agenda address the requirements of the Local Government Act 2002 in relation to decision making. Unless otherwise stated, the recommended option outlined in each report meets the purpose of local government and:

- Promote the social, economic, environmental, and cultural well-being of communities in the present and for the future.

- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of Council, or transfer the ownership or control of a strategic asset to or from Council.

OPENING KARAKIA

Kia uruuru mai	I draw in (to my being)
Ā hauora	The reviving essence
Ā haukaha	The strengthening essence
Ā haumāia	The essence of courage
Ki runga, ki raro	Above, below
Ki roto, ki waho	Within, without
Rirerire hau paimarire	Let there be peace

Te Kaunihera-ā-Rohe o Ngāmotu
New Plymouth District Council

Health and Safety Message / Te Whaiora me te Marutau

In the event of an emergency, please follow the instructions of Council staff.

Please exit through the main entrance.

Once you reach the footpath please turn right and walk towards Pukekura Park, congregating outside the Spark building. Please do not block the footpath for other users.

Staff will guide you to an alternative route if necessary.

If there is an earthquake – drop, cover and hold where possible. Please be mindful of the glass overhead.

Please remain where you are until further instruction is given.

APOLOGIES / NGĀ MATANGARO

Cr Bali Haque

Cr Harry Duynhoven

CONFLICTS OF INTEREST / NGĀ ARA KŌNATUNATU

1. People who fill positions of authority must undertake their duties free from real or perceived bias. Elected members must maintain a clear separation between their personal interests and their duties as an elected member. Failure to do so could invalidate a Council decision and leave the elected member open to prosecution and ouster from office.

2. An elected member is entitled to interact with the Council as a private citizen. However, they cannot use their position as an elected member to gain an advantage not available to the general public.

3. Elected and appointed members will:

    - Declare any interest whether pecuniary or non-pecuniary at a meeting where the interest is relevant to an item on that agenda.

    - Exclude themselves from any informal discussions with elected members relating to a matter they have an interest in.

    - Seek guidance from the Chief Executive if they are unclear of the extent of any interest.

    - Seek guidance or exemption from the Office of the Auditor General if necessary.

ADDRESSING THE MEETING

Requests for public forum and deputations need to be made at least one day prior to the meeting. The Chairperson has authority to approve or decline public comments and deputations in line with the standing order requirements.

PUBLIC FORUM / ĀTEA Ā-WĀNANGA

Public Forums enable members of the public to bring matters to the attention of the committee which are not contained on the meeting agenda. The matters must relate to the meeting's terms of reference. Speakers can speak for up to 5 minutes, with no more than two speakers on behalf of one organisation.

- To be advised

DEPUTATIONS / MANUHIRI

Deputations enable a person, group or organisation to speak to the meeting on matters contained on the agenda. An individual speaker can speak for up to 10 minutes. Where there are multiple speakers for one organisation, a total time limit of 15 minutes, for the entire deputation, applies.

- Sean Zieltjes - Centennial Park Management Plan – TAB 3
- Suzanne Porter - WOMAD Cashflow and Underwrite Agreement - TAB 4

REPORTS

1 Mayors Notice of Motion – Future For Local Government Report

2 Pukekura Park Draft Reserve Management Plan Consultation

3 Proposed Integrated Reserve Co-Management Plan Review Ngā Motu, Paritūtū, Centennial Park and Herekawe Stream Reserves

4 WOMAD Cashflow and Underwrite Agreement

5 Exclusion of the Public for the Remainder of the Meeting

Notice of Motion

ECM9017879

Date: 3 July 2023

To: **Chief Executive**

SUBJECT: **NOTICE OF MOTION – FUTURE FOR LOCAL GOVERNMENT REPORT**

At the Council meeting on 11 July 2023 I intend to move the motion in the attached report (ECM9017887).

The attached report contains consideration of the Local Government Act Decision-Making Provisions.

INTRODUCTION

1. Councils are locked into a command and control, low-trust relationship with central government and unless something changes soon, the system is heading for collapse.

The bureaucrats in Wellington like to describe the relationship as a partnership

2. However, this is a partnership where central government Ministers call the shots, commanding Councils in terms of what they have to do and then tightly controlling the way they deliver outputs through legislation and policy requirements, regardless of local views or preferences.

3. Local government is used to this behaviour. Traditionally it manifests as unfunded mandates where Wellington has a bright idea, creates a raft of new regulations and then legislates responsibility for administering its policy to local government without any cash to fund the people and resources involved. Then branding the centrally determined edict as 'locally led'.

4. Faced with Councils' pricing and implementing Government edicts, the people we serve often rage against the machine, demanding to know why our rates are climbing and who decided we should take on these additional responsibilities without the public having input.

5. Each year councils take stock of new Government requirements, review annual budgets and look to their central government partner for help only to be told:

    a) The Government of the day has the right to set any policy it chooses,

    b) The Government is under no obligation to fund its policies,

Notice of Motion

c) Where funding is provided it will be targeted, regulated and often limited to one-offs aligned to Ministerial directions.

6. In other words, be grateful for any central government funds provided and don't expect any ongoing support apart from in transport, which is also at the discretion of the Minister.

7. Am I exaggerating?

Step back and look at the national picture

8. Charged with delivering 40% of New Zealand's public infrastructure with just 9% of taxation revenue, Councils are struggling with escalating inflation and borrowing costs at a time they are ramping up investment to tackle a nationally accepted, and massive, infrastructure deficit.

9. The Future for Local Government (FFLG) report, commissioned by central government and released in June 2023, describes a system which is hitting peak rates, is no longer sustainable and recommends a new approach to funding and financing.

Average Council rate increases across the country for 2023/24 were around 10%

10. The FFLG report recommended central government provide greater investment into local government and suggested a range of potential options.

11. Councils around the country are in crisis with many just two or three years away from breaching their borrowing limits. This will force them to choose between further increasing rates to lift their borrowing capacity, cutting development projects, cutting services or a combination of all three.

12. Some councils impacted by severe weather events, with decimated assets and huge repair bills, are potentially facing bankruptcy sooner.

13. At the same time, almost daily, councillors and council workers across the country receive abuse and threats related to increasing rates while those on low and fixed incomes struggle to determine how they pay an increasing raft of fixed household costs of which rates is just one. The model designed by Wellington is literally rating some households into poverty and there is no respite on the horizon.

14. Our two largest political parties, both well aware of these issues, have indicated they have not developed policies to address the funding and financing of local government.

15. That is political speak for: "It's not really enough of a problem for our party that we've needed to give people a clear answer so we're not going to commit to do anything specific in the next term of government, if at all."

Notice of Motion

16. Again, the dominant partner ignores the problem and leaves it to Councils to deal with the mess they have created by an ever increasing layer cake of laws and policy directives over decades.

If we want things to change, we need to determine a way forward that will meet the needs of the communities we serve, work for central government and work for councils over the long-term

17. Something needs to change and soon, but the only way it will change is if we can design a way forward that builds a more cohesive, predictable and transparent relationship between local and central government.

18. The FFLG report makes 17 recommendations overall which could move us towards a more sustainable model that delivers for all New Zealanders but if the funding and financing of Councils is not addressed as part of a comprehensive solution, the model will remain unsustainable, and Councils will begin to falter and fail as they approach insolvency.

We can focus on problems all day and get nowhere

19. Sitting behind the problem is the patchy delivery record of local government which underpins a view from Wellington that we are inherently inefficient and cannot be trusted to take on tasks currently funded and delivered out of Wellington.

20. Councils need to own this, to accept we need to focus on our own productivity and delivery record. We need to get stronger, better, faster and demonstrate a commitment to benchmarking, transparency, accountability, collaboration and performance.

21. The reality is if we commit to this journey and step it up in partnership with Government and commit to building trust and credibility, we have the potential to lead the delivery of a range of services currently administered out of Wellington including housing, climate resilience and adaptation, environmental science and policy, economic development and place making.

So how do we start the conversation about solutions and building trust?

It starts here.



Neil Holdom

NOTICE OF MOTION – MAYOR NEIL HOLDOM – RESPONSE TO THE FUTURE FOR LOCAL GOVERNMENT REPORT

MATTER / TE WHĀINGA

1. The matter for consideration by the Council is whether to provide initial feedback on the Future for Local Government (FFLG) report - He piki tūranga, he piki kotuku – related to funding and financing, direct to the political parties of Aotearoa or through Local Government New Zealand (LGNZ).

RECOMMENDATION FOR CONSIDERATION / NGĀ WHAIKUPU

That having considered all matters raised in the report, Council:

a) Provide direct feedback on the Future for Local Government Report - He piki tūranga, he piki kotuku – related to funding and financing, to the political parties of Aotearoa.

b) Identify the following three funding and financing options as the priorities for policy change and investment *[choose three]*:

- **a) GST on rates**
- **b) A share of regional GST**
- **c) Rates on government land and buildings**
- **d) A hypothecated fund with a clear and sustainable allocation model**
- **e) Divestment of central functions and revenue into the regions – e.g. housing, climate adaptation, economic development, environmental sciences**
- **f) A share of regional income and business taxes**
- **g) Tourism levies**
- **h) Direct Reserve Bank of New Zealand funding mechanism**
- **i) Central government funding for place-based plans**
- **j) Road user tax to be return to the region it came from e.g., digital road user charges**
- **k) Regional petrol tax congestion levy**

c) Authorise Mayor Neil Holdom and Councillor Bali Haque to complete any surveys related to the Future for Local Government Report, He piki tūranga, he piki kotuku, and funding and financing in the lead up to the central government election 2023.

COMPLIANCE / TŪTOHU	
Significance	This matter is assessed as being of some importance
Options	This report identifies and assesses the following reasonably practicable options for addressing the matter: 1. Provide feedback on the He piki tūranga, he piki kotuku report directly to the political parties of Aotearoa 2. Provide feedback on the He piki tūranga, he piki kotuku report to the political parties of Aotearoa through Local Government New Zealand 3. Do not provide feedback on the He piki tūranga, he piki kotuku report 4. Option 1, 2 or 3 with authority provided to Mayor Neil Holdom and Councillor Bail Haque to complete associated surveys
Affected persons	The persons who are affected by or interested in this matter are the current and future ratepayers and residents of New Plymouth District.
Recommendation	This report recommends options 1 and 4 for addressing the matter.
Long-Term Plan / Annual Plan Implications	No
Significant Policy and Plan Inconsistencies	No

EXECUTIVE SUMMARY / WHAKARĀPOPOTOTANGA MATUA

2. I recommend that Council provide feedback on the Future for Local Government report *He piki tūranga, he piki kotuku* funding and financing recommendations directly to the political parties of Aotearoa.

3. This is important to do this before the election in October 2023 in order to gauge support or otherwise from the parties for a more sustainable funding model for local government.

4. Council should identify three priority options for funding and financing options, to provide more concise and realistic direction to the political parties.

5. There are also expected to be surveys on this topic and it is recommended that authorisation be given for myself and Councillor Bali Haque to complete these surveys on Councils behalf. Responses should reflect and support any options identified by Council.

BACKGROUND / WHAKAPAPA

6. A review into the future for local government was established in 2021 by the then Minister of Local Government at the request of the local government sector. An independent panel by set up to undertake this review, Chaired by Jim Palmer.

7. An interim report *Ārewa ake te Kaupapa* was released in September 2021, a draft report *He mata whāriki, he matawhānui*, in October 2022 and the final Future for Local Government Report *He piki tūranga, he piki kotuku*, on 21 June 2023.

8. *He piki tūranga, he piki kotuku,* as seen in appendix one, presents the final recommendations and findings from the panel. This includes findings about "critical changes needed to ensure local government can best support local democracy, intergenerational wellbeing, and Te Tiriti partnership now and in the future".

9. They presented 17 recommendations under the following five key themes:

    a) Embedding local government's purpose and wellbeing focus

    b) Growing authentic Te Tiriti-based partnerships

    c) System renewal

    d) Strengthening local democracy and leadership

    e) Increasing funding

Funding recommendations

10. The recommendations from the FFLG report on 'increasing funding' are:

    a) Central government making a greater investment in local government through:

        i) An annual transfer of revenue equivalent to GST charged on rates

ii) Significant funding to support local priorities, place-based agreements, and devolution of roles

b) Central government pays rates on Crown property

c) Central government develops an intergenerational fund for climate change, with the application of the fund requiring appropriate regional and local decision-making

d) Cabinet is required to consider the funding impact on local government of proposed policy decisions

e) Central government commits funding to support and enable the future transition by:

i) Resourcing a transition unit to support the change and system renewal of local government

ii) Supplementing local government capacity funding to enable hapū/iwi and Māori to partner with councils

iii) Supporting councils to:

- build Te Tiriti and te ao Māori capability and grow mana whenua relationships
- lift their immediate capacity and capability to innovatively deliver wellbeing priorities for their communities
- trial and grow participatory and deliberative democracy practices.

11. When the report was released, current Minister for Local Government, Kieran McAnulty, commented "Reforming local government is important, but 'bread-and-butter' issues and recovery from recent disasters take precedence in the short-term".

Council feedback

12. I recommend that Council provide initial feedback on *He piki tūranga, he piki kotuku,* focused on the funding related theme. The report states very clearly that "the current local government funding and finance system is already under pressure and is not sustainable". As such it is important that Council gets feedback to all political parties in Aotearoa in a timely manner given the election in October 2023.

13. If Council decide to provide feedback, it could be either direct to the political parties or via LGNZ. I also recommend authorising myself and Cr Bail Haque to complete any future surveys on matters directly relating to funding and financing of local government leading up to the election.

14. The feedback should emphasise the conclusion that the current rating system and levels is unsustainable for our community and prioritise a "Top 3" options for addressing funding and financing of local government.

15. From an informal recent survey of Councils, the following were the three highest ranked possible funding and financing options to pursue:

    a) GST on rates

    b) A share of regional GST

    c) Rates on government land and buildings

16. Other options identified were:

    a) A hypothecated fund with a clear and sustainable allocation model

    b) Divestment of central functions and revenue into the regions – e.g. housing, climate adaptation, economic development, environmental sciences

    c) A share of regional income and business taxes

    d) Tourism levies

    e) Direct Reserve Bank of New Zealand funding mechanism

    f) Central government funding for place-based plans

    g) Road user tax to be return to the region it came from e.g., digital road user charges

    h) Regional petrol tax congestion levy

CLIMATE CHANGE IMPACT AND CONSIDERATIONS / HURINGA ĀHUARANGI

17. One of the recommendations from the FFLG report is for central government to develop a fund for climate change. This would contribute to the ability of Council to undertake both adaptation and mitigation projects.

REFORM IMPLICATIONS

18. Implementation of all the recommendations from the FFLG report would result in significant local government reforms. This report is focused on the funding related recommendations that would not require such reforms but will require government policy change.

19. This report does not impact on the affordable water reforms.

NEXT STEPS / HĪKOI I MURI MAI

20. If Council approved sending feedback to political parties, this would be actioned based on the resolution. This would include the prioritisation of funding options.

21. Cr Bali Haque and I would also complete any surveys on this matter based on the Council resolution if authorised to do so.

SIGNIFICANCE AND ENGAGEMENT / KAUPAPA WHAKAHIRAHIRA

22. In accordance with the Council's Significance and Engagement Policy, this matter has been assessed as being of some importance because there are no financial or other impacts resulting from providing feedback.

OPTIONS

All options are considered together.

Option 1	**Provide feedback on the He piki tūranga, he piki kotuku report funding options directly to the political parties of Aotearoa**
Option 2	**Provide feedback on the He piki tūranga, he piki kotuku report funding options to the political parties of Aotearoa through Local Government New Zealand**
Option 3	**Do not provide feedback on the He piki tūranga, he piki kotuku report**
Option 4	**Option 1, 2 or 3 with authority provided to Mayor Neil Holdom and Councillor Bail Haque to complete associated surveys**

Financial and Resourcing Implications / Ngā Hīraunga ā-pūtea, ā-rauemi

23. There are no financial or resourcing implications of providing feedback on the He piki tūranga, he piki kotuku funding options and/or authorising two elected members to complete associated surveys.

24. If such feedback was to influence central government to increase funding to local government, it could result in significant investment into local government.

Risk Analysis / Tātaritanga o Ngā Mōrearea

25. There are no risks associated with options 1 or 2. There is a risk that option 3 would reduce the likelihood of central government funding local government in a more sustainable way in the future.

26. There is a risk that options 1, 2 or 3 would result in New Plymouth District Council not being able to submit on surveys before deadlines.

27. There is a risk that option 4 will result in surveys being completed in a manner contrary to the majority of Council, however this is considered low due the overwhelming support of local government to see local government funded more sustainably.

Promotion or Achievement of Community Outcomes / Hāpaitia / Te Tutuki o Ngā Whāinga ā-hāpori

28. Options 1, 2 and 4 advocate for the ratepayers of the district for more sustainable central government funding. As such they contribute to all the community outcomes.

Statutory Responsibilities / Ngā Haepapa ā-ture

29. Options 1, 2 and 4 meet the purpose of local government in the Local Government Act 2002 to "promote the social, economic, environmental, and cultural well-being of communities in the present and for the future" through advocating for a more sustainable funding model.

Consistency with Policies and Plans / Te Paria i ngā Kaupapa Here me ngā Mahere

30. All options are consistent with Council policies and plans.

Participation by Māori / Te Urunga o Ngāi Māori

31. There has been no participation by Māori in the development of this report, however a more sustainable funding and financing model for local government would enable Council to meet other obligations and aspirations relating to Māori. This includes any progress related to another of the five key themes of the FFLG report "Growing authentic Te Tiriti-based partnerships".

Community Views and Preferences / Ngā tirohanga me Ngā Mariu ā-hāpori

32. Any funding and financial model changes that would reduce the current and future burden on ratepayers to fund the ever-increasing demands on local government is expected to be welcomed by the New Plymouth district community.

Advantages and Disadvantages / Ngā Huanga me Ngā Taumahatanga.

33. The advantage of option 1 is that Council controls the messaging direct to political parties and it does not stop LGNZ from also providing feedback to political parties.

34. The advantage of option 2 is that a strong, combined message from LGNZ, representing the local government sector can be prepared with input from Council. The disadvantage is that Council does not directly control the message to political parties.

35. The disadvantage of option 3 is that Council does not have an opportunity to prioritise options from the FFLG report relating to funding and express this view to political parties.

36. The advantage of option 4 is that related surveys can be completed in a timely manner, consistent with the majority views of the Council.

Recommended Option
This report recommends options one and four for addressing the matter.

APPENDICES / NGĀ ĀPITIHANGA

Appendix One	Future for Local Government Report *He piki tūranga, he piki kotuku* (ECM9014828)

ECM 9017887

----------End of Report ----------

Te Arotake i te Anamata
mō Ngā Kaunihera
Review into the Future for
Local Government

He piki tūranga, he piki kōtuku

The future for local government



Final Report

He piki tūranga denotes a succession or a new role and he piki kōtuku, the beautiful white heron. He piki tūranga, he piki kōtuku engenders the idea that the renewed local government will be a beautiful thing to behold, perhaps an unexpected surprise.

This document may be cited as: Review into the Future for Local Government (2023) *He piki tūranga, he piki kōtuku*, Wellington: New Zealand.

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Review into the Future for Local Government

Local government must now own and drive the change to make it fit for the future.

Foreword

As a Panel we are firmly committed to the role that local government has in creating the conditions for and building community resilience, intergenerational wellbeing and strong local democracy.

The Auckland floods and Cyclone Gabrielle highlighted the importance of local leadership. Local government must adapt and change to meet the complex challenges of the future.

The series of compounding crises we are experiencing are unlikely to abate – climate change, the ongoing fallout from Covid-19, disruptive technological advances, and the economic and geopolitical impacts of global conflict. Extreme weather events, persistent inequity, and low social cohesion are already affecting communities here. All of these challenges are felt at place and will only intensify over the next 30 years.

These events weigh heavily on the political environment and reinforce the need for strong leadership, authentic relationships, and new ways of thinking, behaving, and operating at all levels of government.

The current local government system is not set up for future success. Decisions by successive governments have marginalised local government and left it in a precarious position in terms of focus, resourcing, and viability. We don't see either the mature relationship or the mechanisms and systems necessary to deal with these challenges between central and local government.

The Panel believes local government is a Tiriti partner and our report recommends changes to recognise and enable a more authentic partnership and relationship.

Despite the systemic challenges, people in councils around the country are doing innovative and impactful work in their communities. However, day-to-day pressures deplete the bandwidth to think and operate more strategically to adapt and create sustainable change.

Multiple simultaneous reforms have left both central and local government stressed and struggling to implement major change. Advancing the recommendations in this Review will require a reorientation of effort and strong commitment from both local and central government to re-examine operating models and build a new culture of working together.

This Review has provided a rare opportunity to step back and consider what it will take to create a world-leading local government that has the ability and confidence to embrace this challenge.

Central government – Ministers, members of parliament and officials – must get behind this report, use the levers at their disposal and support local government to implement the recommendations.

Local government must now own and drive the change to make it fit for the future.

Ngā mihi nui

Jim Palmer (Chair)

Penny Hulse

Antoine Coffin

Gael Surgenor

Brendan Boyle

Future for Local Government Review Panel



Review into the Future for Local Government

About the Review

This is the final report of the Panel for the Review into the Future for Local Government. It presents our final findings and a package of recommendations.

The Review was established by the Minister of Local Government in 2021 at the request of the local government sector.

As we publish *He piki tūranga, he piki kōtuku*, we have reflected on the approach we have taken during this Review in order to present the findings and recommendations in this report.

The Panel has listened to a range of perspectives about what needs to change. As a Panel we had diverse views on many issues, and this has been one of our strengths.

Our engagement approach

Throughout the Review we met with every council around the country, hapū and iwi representatives, Pacific leaders, public sector and local government leaders, business and community representatives, and rangatahi. We attended community workshops, hosted public webinars, and sought input through online surveys.

The Panel had conversations with democracy and governance experts from New Zealand and overseas and commissioned research from experts relating to key issues that shaped, tested, and stretched our thinking for the Review.

In October 2022 we released our draft report, *He mata whāriki, he matawhānui*, which posed questions and made recommendations across 11 chapters. That report reflected the five key shifts the Panel identified as necessary to reform the future of local government:

- strengthened local democracy
- authentic relationships with hapū/iwi and Māori
- a focus on wellbeing
- genuine partnership between central and local government
- more equitable funding.

The draft report also looked at issues of system design and stewardship.

We are grateful for all the submissions we received, many of which are quoted from and reflected in this final report. The Panel's full response to submissions is contained in our Submissions Summary Report.

About this report

This report builds on our two previous reports – *Ārewa ake te Kaupapa*, our interim report from September 2021, and *He mata whāriki, he matawhānui*, our draft report from October 2022.

He piki tūranga, he piki kōtuku presents our final recommendations and findings about critical changes needed to ensure local government can best support local democracy, intergenerational wellbeing, and Te Tiriti partnership now and in the future.

Our report is supported by a suite of documents that provide additional thinking, analysis, and evidence to support the thinking set out in this report:

- Technical Report
- Submissions Summary Report
- reports and expert advice.

Readers may also find it useful to see the Review's Terms of Reference, available on the Department of Internal Affairs website.

Acknowledgements

This report is only possible because of the many people who generously shared their thoughts, expertise, and time with us over the past two years.

We would like to thank LGNZ, Taituarā, Te Maruata, Young Elected Members, Ngā Kairapu, the Local Government Commission and elected members and staff from all councils around the country.

We would also like to acknowledge the support from the Secretary for Local Government and other public sector leaders.

Our thanks go to the many iwi and hapū from across the motu for their generous and considered feedback during our engagements.

Our thanks also go to the Māori Thought Leaders Rōpū and Business Reference Group, two groups established to provide us with specific advice throughout this process.

We sincerely appreciate the time that individuals and many organisations have taken to engage in the Review, including the secretariat that supported the Panel. We hope this report is a catalyst for the change we believe is necessary.

Contents

Executive summary **08**

Whakarāpopototanga Matua **13**

Recommendations **19**

1 **The future for local government** **23**

The current challenges 25

Empowering local government to lead change 25

Giving certainty to local government to fulfil its purpose 27

2 **A strong local government system** **29**

Giving full effect to councils' wellbeing purpose 31

A strengthened focus on wellbeing 32

Aligning central and local government to support community wellbeing 39

Taking a fresh look at local government roles and functions 46

Applying the local-first framework 50

A sustainable, equitable local government funding and finance system 54

Increased central government investment 57

Other changes to the funding and finance system 60

3 **Local government embracing Te Tiriti and te ao Māori** **63**

A distinctive system of local democracy that embraces te ao Māori 68

A Te Tiriti-based partnership between local government and Māori 70

Steps towards stronger relationships 74

4 **Replenishing local democracy** **79**

Greater citizen-led democracy 81

Supporting greater access and participation in local body elections 85

A more robust, representative local democracy 87

Ensuring skilled and accountable council governance 90

5 **Leading change and system renewal** **95**

Councils need new operating models 97

New unitary 102

Combined network 103

Leadership of the new local government system 108

Purposeful stewardship to support a healthy local government 111

Approach to system renewal 115

Appendix **124**

Glossary **125**

References **130**



Executive summary

Quality local governance is critical to navigate the challenges we face over the next 30 years and ensure people, place, and the environment thrive.

Local government must play a critical role in building place-based resilience that supports communities through the times ahead. This will not be possible under the current system of local government, which faces significant financial pressures, strains on capacity and resourcing, fragmented relationships with central government, and an uncertain mandate to fulfil its purpose.

There are no simple solutions to the problems with the current system. Historically, the local government sector only makes significant change when central government imposes its will through significant reform. There is a better way.

Local government has the opportunity to determine its own future and lead the reform process. This will require a major shift for central government as well. Agencies and ministers must adapt how they operate and relate to local government and enable the change through commitment and resourcing.

The Panel is recommending a package of significant change that touches on all aspects of the local government system. The recommendations should be viewed as an interdependent and mutually reinforcing set of actions that should be implemented together.

Our history and culture are unique – we cannot replicate models developed elsewhere and hope to be successful. The report presents a specifically Aotearoa New Zealand vision of local government that centres Te Tiriti o Waitangi partnership, intergenerational wellbeing, and strengthened local democracy.

Local government needs certainty about its mandate

The Panel considers the legislative purpose of local government as set out in the Local Government Act 2002 (LGA) is appropriate. Councils can do much more to facilitate intergenerational wellbeing and local democracy if they fully commit to this purpose. Putting wellbeing at the centre of councils' day-to-day work will require them to use all their existing relationships, infrastructure, assets, and levers to unlock greater community wellbeing.

Councils need certainty that the dual wellbeing and local democracy purpose will not be subject to regular change. The Panel recommends that Parliament entrench the purpose of local government into the LGA. The Panel also recommends statutory provisions to reinforce and give effect to the wellbeing purpose. These will require councils to set wellbeing goals and priorities each term in conjunction with community and hapū/iwi and Māori, supported by a commitment from central and local government to align wellbeing priorities and agree place-based investment plans.

Local government embracing Te Tiriti o Waitangi and te ao Māori

Local government is a Te Tiriti partner and the system needs to change to honour and give effect to Tiriti-based partnerships between local government and Māori. Local government must embody a more culturally specific exercise of kāwanatanga, where te ao Māori, mātauranga Māori, and tikanga are woven into its fabric.

The Panel recommends adding new provisions to the LGA that explicitly recognise local government as a partner to Te Tiriti o Waitangi and te ao Māori values. These changes will help to strengthen authentic relationships in the local exercise of kāwanatanga and rangatiratanga. The Panel also recommends requiring councils to develop partnership frameworks with hapū/iwi and Māori to give effect to Te Tiriti provisions. These frameworks will create new governance arrangements and complement those that already exist.

Legislative frameworks alone are not sufficient to build and maintain relationships. There are many examples of strong relationships between local government and hapū/iwi and Māori at both an individual and institutional level, but this is inconsistent across the country. There needs to be significant capability built across local government around Te Tiriti o Waitangi, te ao Māori, tikanga and the whakapapa of local government, and resources prioritised to support the change.

Local and central government alignment

The challenges facing communities present profound complexities for local governance. Local government and communities must be empowered to build local solutions for national-level problems, with collaboration and funding from central government. This includes local government supporting a wide range of functions like housing, economic development, and response to climate change. What this looks like in each area would need to be decided over time with central government.

The mechanisms for local and central government to align on place-based priorities and coinvest in mutually agreed outcomes do not currently exist and previous efforts to strengthen the relationship haven't been sufficient. The Panel recommends establishing a new Crown department to facilitate the relationship between central and local government and coordinate and align resources. We heard from all stakeholders that the local–central government relationship must be reset. This department will play a fundamental role in building a stronger and more effective relationship. There must also be a focus on building leadership capability as well as a new culture and mindsets across central and local government to support the relationship and to deliver greater value for communities.

Sustainable funding for local government

The current local government funding and finance system is already under pressure and is not sustainable. While taxation as a percentage of GDP has risen over time, local government's share has stayed at around 2% of GDP – even as it has increasing responsibility for delivering the public good.

The Panel thinks rates should remain the main funding mechanism for councils, along with a range of new tools to raise revenue locally. This must be accompanied by significant central government funding to support locally specific wellbeing outcomes. The Panel believes this will lead to a fundamental reset of the funding and commissioning relationships between central and local government.

In addition to central government paying rates on its property, there should also be an annual transfer of revenue to local government equivalent to the annual GST charged on rates (currently around NZ$1 billion). Councils should use this transfer to build their capability and capacity and deliver more for their communities. A significant fund is also needed to support climate change adaptation activities.

New tools for thriving local democracy and strong, effective governance

Local democracy needs strengthening. Voter turnout has decreased over the past few decades and engagement doesn't meet the needs of increasingly diverse communities. Some improvements have been made in recent years but older, Pākehā people remain over-represented in elected members' demographics. Broad citizen participation in local government decision-making is critical, and the use of citizens' assemblies and deliberative and participatory democracy is vital as councils embrace their role as enablers of democracy.

The Panel recommends a range of interventions to replenish local democracy. Local government needs new citizen-led democracy tools and approaches to fully embody its role as an enabler of democracy. The threshold for Māori wards needs to be reduced, and Tiriti-based appointments to councils also need to be enabled for iwi and hapū who want to participate in the kāwanatanga sphere. Councils need to attract diverse and capable candidates with a broad range of skills. Elected members need to be valued, supported, and upskilled. Rangatahi live with and will inherit the decisions made now, and 16- and 17-year-olds should be eligible to vote.

Leading change and system renewal

Councils will need new operating models and to review their structures to fully enact their purpose in the face of increasing wellbeing challenges. The Panel recommends a reorganisaton of local government. This process must be led by local government and supported by central government. It will include a redesign of councils' operating models, new approaches to leadership, and new council structures.

The Panel has proposed two models, both of which require councils to focus on delivering for local communities in a responsive and effective way, while taking advantage of the strengths of a regional approach. Ultimately local government has the opportunity to lead the design process, working alongside their communities and hapū/iwi and Māori. All decisions made by councils in this process should be geared towards ensuring they can fulfil their purpose and Te Tiriti partnership responsibilities. This reorganisation is not optional – if councils don't lead the change, there will need to be provisions for decisions to be made on their behalf. The change process should use the resource management reform boundaries as a starting point for discussions.

Effective system stewardship is needed to embed, drive, and support the success of the new system of local government over the next 30 years. The current stewardship landscape is not sufficient. While many groups play important roles, a steward of the stewards is needed. The Panel recommends establishing a new local government stewardship institution to strengthen the health and fitness of the system.

New culture, mindsets, and leadership approaches are essential

Changes to funding, the structure of local government, and legislative frameworks is not enough to realise a new fit-for-purpose local government system. There needs to be more innovation, experimentation, and learning along with collaborative approaches to solving problems. Leaders need a broad range of skills to navigate uncertainty. Capability must be built across the sector, particularly around understanding Te Tiriti o Waitangi and te ao Māori, citizen-led democracy, and governance skill sets. New mindsets are needed to support a holistic, intergenerational approach to local government.

Making the transition to a new system a success

The Panel considers some guidance and signposting is needed on the reform process, so has provided suggestions for the first critical steps of a transition to a new system of local government. There is also an opportunity to make sense of the current reform programme including resource management and affordable water.

The transition process will require sufficient funding to build capability and capacity and implement the wider changes outlined in the Review.

The package of change is significant. Implementing it will take time, and coordination. Some things can and must start now. The Panel urges local and central government to get started immediately.

It will require widespread political will and commitment to have a world leading local government system. Bold decisions must be made.



Whakarāpopototanga Matua

He whaitake te kāwanatanga ā-rohe kounga ki te urungi haere i ngā wero kei mua i a tātou ā ngā tau 30 e tū mai nei me te whakarite anō i te tōnuitanga o te tangata, te wāhi, me te taiao.

Me whai tūranga whaitake te kāwanatanga ā-rohe ki te whakapiki i te manawaroatanga ā-wāhi e tautoko ana i ngā hapori i ngā wā kei mua i a tātou. Kāore e taea tēnei āhuatanga i raro i te pūnaha kāwanatanga ā-rohe o te wā nei, otirā he nui ngā pēhanga ahumoni kei runga i a ia, e aupēhi ana i te raukaha me ngā rauemi, e whakawehe ana i ngā hononga ki te kāwanatanga matua, ā, me te pāhekeheke o te mana ki te whakatinana i tana kaupapa ake.

Kāore he otinga ngāwari ki ēnei raru o te pūnaha o te wā nei. I mua, kitea ai ngā huringa nui i te rāngai kāwanatanga ā-rohe i te wā ka whakahau ake te kāwanatanga matua kia pērā, mā roto i ngā whakahoutanga ture nui. Tērā tētahi huarahi kē atu.

He arawātea kei mua i te kāwanatanga ā-rohe ki te whakatau i tōna ake huarahi whakamua, me te ārahi i te tukanga whakahou. Me nui hoki te nekehanga a te kāwanatanga matua. Me urutau ka tika ngā tari me ngā minita i te āhua o ā rātou whakahaere me te whai pānga ki te kāwanatanga ā-rohe, otirā me te whakamana i ngā panoni mā te manawa-ū me te tuku rauemi.

E tūtohu ana te Pae i tētahi mōkī panoni nui e whai wāhi ana ki ngā āhuatanga katoa o te pūnaha kāwanatanga ā-rohe. Ko te whakaaro ake

ki ngā tūtohu nei, hei huinga mahi taupuhipuhi, taunaki whakaae-tahi hoki, me whakatinana ngātahi.

He ahurei tō tātou hītori me te ahurea - kāore e taea e mātou te tukurua i ngā tauira i hangaia i wāhi kē, me te tūmanako ake ka whai hua. Ko tā te pūrongo nei he whakaatu i tētahi tirohanga matawhānui motuhake ki a Aotearoa o te kāwanatanga ā-rohe, e noho pū ai te rangapūtanga o Te Tiriti o Waitangi, te oranga tuku iho me te manapori ā-rohe pakari ake.

Ko te hiahia o te kāwanatanga ā-rohe kia tino mōhio ki tana tuku mana

E whakaaro ana te Pae, e takoto ana te kaupapa ā-ture hāngai o te kāwanatanga ā-rohe i roto i te Ture Kāwanatanga ā-Rohe 2002 (LGA). Ka nui kē atu te mahi e taea ana e ngā kaunihera ki te whakarite i te oranga tuku iho me te manapori ā-rohe ki te tino ū rātou ki tēnei kaupapa. Ki te noho o te oranga hei pou mō ngā mahi o ia rā a ngā kaunihera, me whakamahi rātou i ngā hononga kua tuia kētia, ngā tūāhanga, ngā rawa me ngā kauwhiti katoa ki te wete i ngā here o te oranga ā-hapori.

E hiahia ana ngā kaunihera kia tino mōhio rātou, e kore e auau te panoni i te kaupapa takirua o te oranga me te manapori. E tūtohu ana te Pae kia tāmau te Pāremata i te kaupapa o te kāwanatanga ā-rohe ki te LGA. E tūtohu ana hoki te Pae kia whakaturehia ētahi whakaritenga hei whakakaha, hei whakamana hoki i te kaupapa o te oranga. Ki te pēnei, me whakatau ngā kaunihera i ētahi whāinga oranga me ngā whakaarotau hei ia huringa wā pōti, i te taha o te hapori, ngā hapū/iwi me te Māori, e tautokohia ana e te takohanga a te kāwanatanga matua me te kāwanatanga ā-rohe kia tīaroaro ake ki ngā whakaarotau oranga, me te whakaae anō ki ngā mahere haumi ā-wāhi.

Ko te kāwanatanga ā-rohe e whakahiapo ana i Te Tiriti o Waitangi me te ao Māori

Ko te kāwanatanga ā-rohe he hoa Tiriti, otirā me panoni te pūnaha ki te whakamana i ngā rangapūtanga i poua ki Te Tiriti, i waenga i te kāwanatanga ā-rohe me te Māori. Me whakatinana te kāwanatanga ā-rohe i tētahi huarahi ahurea motuhake ake o te kāwanatanga, e rarangatia ai te ao Māori, te mātauranga Māori me te tikanga ki roto i tōna kākahu.

E tūtohu ana te Pae kia tāpiritia he whakaritenga hou ki te LGA e tino whakanui ana i te kāwanatanga ā-rohe hei hoa rangapū Tiriti, tae atu ki ngā uara o te ao Māori. Mā ēnei panoni e āwhina ki te whakakaha i ngā hononga motuhenga i te whakatinana i te kāwanatanga me te rangatiratanga. E tūtohu ana hoki te Pae, kia herea ngā kaunihera ki te whakawhanake i ngā anga rangapū ki ngā hapū/iwi me te Māori ki te whakamana i ngā whakaritenga o Te Tiriti. Mā ēnei anga e hanga i ngā whakaritenga mana whakahaere hou, me te taunaki hoki i ngā whakaritenga o te wā nei.

E kore e rawaka ngā anga ā-ture anake ki te hanga me te pupuru i ngā hononga. He nui ngā tauira o ngā hononga pakari i waenga i te kāwanatanga ā-rohe me ngā hapū/iwi me te Māori i te taumata takitahi, ā-rōpū whakahaere hoki, engari he hārakiraki puta noa i te motu. Me nui te whakapiki i te āheinga puta noa i te kāwanatanga ā-rohe e pā

ana ki Te Tiriti o Waitangi, te ao Māori, te tikanga me te whakapapa o te kāwanatanga ā-rohe, me te whakaarotau i ngā rauemi hei tautoko i te panonitanga.

Te tīaroaro i te kāwanatanga ā-rohe me te kāwanatanga matua.

He nui ngā āhuatanga tuatini o ngā wero kei mua i ngā hapori e pā ana ki te kāwanatanga ā-rohe. Me whakamana te kāwanatanga ā-rohe me ngā hapori ki te kimi otinga paetata mō ngā raru ā-motu, otirā me āwhina, me tautoko ā-pūtea hoki te kāwanatanga matua. Ka uru ki tēnei te tautoko a te kāwanatanga ā-rohe i ētahi āhuatanga whānui pēnei i te rapu whare, te whanaketanga ōhanga me te urupare ake ki te hurihanga āhuarangi. Me whakatau rawa te āhua o tēnei i ia rohe hei te taka o te wā, i te taha o te kāwanatanga matua.

Kāore he tikanga o te wā nei mā te kāwanatanga ā-rohe me te kāwanatanga matua ki te tīaroaro i ngā whakaarotau ā-wāhi me te haumi-ngātahi ki ngā putanga kua whakaaetia ngātahitia, ā, kāore i rawaka ngā mahi whakapakari i ngā hononga i mua. E tūtohu ana te Pae ki te whakatū i tētahi tari Karauna hou hei whakarite i te hononga i waenga i te kāwanatanga matua, ā-rohe hoki, me te ruruku me te tīaroaro i ngā rauemi. I rongo mātou i ngā kōrero i ngā kiripānga kia whakahoutia te hononga kāwanatanga ā-rohe ki te kāwanatanga matua. Ka whai tūranga taketake te tari nei ki te whakapakari ake i ngā hononga, kia whaihua ake ai. Me aro hoki ki te whakapiki i te āheinga hautūtanga, me te ahurea hou me ngā aro hinengaro puta noa i te kāwanatanga matua, ā-rohe hoki, hei tautoko i te hononga me te whakarato i te uara pai ake ki ngā hapori.

Te pūtea toitū ake mā te kāwanatanga ā-rohe

E pēhitia ana te pūnaha tuku pūtea me te ahumoni mō ngā kāwanatanga ā-rohe o te wā nei, ā, e kore e toitū ake haere ake nei. Ahakoa kua piki te GDP hei ōrau o te tāke i te taka o te wā, kua noho te wāhanga ki te kāwanatanga ā-rohe i te āhua 2% tonu o te GDP - ahakoa e piki haere ana āna haepapa ki te tuku i te painga tūmatanui.

E whakaaro ana te Pae, me noho te rēti hei tikanga whiwhi pūtea matua mō ngā kaunihera, me ētahi atu taputapu whānui hou hei hiki i te moniwhiwhi. I te taha o tēnei, me whiwhi hoki i tētahi pūtea nui i te kāwanatanga matua hei tautoko i ngā putanga oranga ā-rohe motuhake. E whakapono ana te Pae, ko te ahunga o tēnei, ko tētahi whakahoutanga taketake o ngā hononga tuku pūtea, tuku komihana hoki i waenga i te kāwanatanga matua me te kāwanatanga ā-rohe.

Tāpiri ake ki te kāwanatanga matua e utu rēti ana mō ōna ake papanoho, me whakarite hoki i tētahi whakawhitinga moniwhiwhi ā-tau ki te kāwanatanga ā-rohe e rite ana ki te GST ā-tau i runga i ngā rēti (i te wā nei he āhua NZ$1 piriona). Me whakamahi ngā kaunihera i tēnei whakawhitinga moni ki te whakapiki i te āheinga me te raukaha, me te tuku ratonga nui ake ki ō rātou hapori. E hiahiatia ana hoki tētahi pūtea nui hei tautoko i ngā mahi urutau ki te hurihanga āhuarangi.

Ngā taputapu hou mō te manapori paetata tōnui, me te mana whakahaere pakari, whaihua hoki

Me whakapakari te manapori paetata. Kua heke haere te hunga e pōti ana i ngā tau rua tekau kua hipa, ā, kāore i te tutuki ngā hiahia kanorau ake a ngā hapori i ngā mahi whakawhiti kōrero. Kua kitea ētahi whakapainga i ngā tau tata nei, engari he maha tonu rawa ngā kanohi Pākehā pakeke ake kei roto i ngā hangapori mema kua pōtihia. He waiwai te whakaurunga kirirarau whānui i ngā whakataunga take kāwanatanga ā-rohe, ā, he waiwai hoki te whakamahinga o ngā huihuinga kirirarau me te manapori ā-hakune, ā-whai wāhi hoki, i te wā e kauawhi ana ngā kaunihera ki tā rātou mahi hei kaiwhakamana i te manapori.

E tūtohu ana te Pae i ētahi tūmomo hāpaiora whānui ki te whakaora ake i te manapori paetata. E hiahia ana te kāwanatanga ā-rohe i ngā taputapu me ngā huarahi manapori hou e ārahitia ana e ngā kirirarau, e whakatinanatia nuitia ai tana tūranga hei kaiwhakamana i te manapori. Me whakaiti te tuapae mō ngā wāri Māori, me whakamana hoki ngā tūranga i poua ki Te Tiriti i runga i ngā kaunihera mā ngā iwi me ngā hapū e hiahia ana ki te whakauru ki te ao kāwanatanga. Me whakamanea e ngā kaunihera ngā kaitono kanorau, mātau hoki, kua whai pūkenga whānui. Me whakanui, me tautoko, me whakapiki hoki i ngā pūkenga o ngā mema kua pōtihia. Ka tukua iho ki ngā rangatahi ngā whakatau o nāianei, otirā me āhei ngā rangatahi 16 me te 17 tau ki te pōti.

Te ārahi i te panonitanga me te whakahoutanga pūnaha

Me whiwhi tauira whakahaere hou ngā kaunihera, me arotake hoki i ō rātou hanganga hei whakatinana i tō rātou kaupapa, i te wā e piki ana ngā wero ki te oranga. E tūtohu ana te Pae kia whakariteritea anō te kāwanatanga ā-rohe. Mā te kāwanatanga ā-rohe tēnei tukanga e ārahi, ā, mā te kāwanatanga matua e tautoko. Ka uru ki tēnei te hoahoatanga anō o ngā tauira whakahaere o ngā kaunihera, ngā huarahi hou ki te hautūtanga me ngā hanganga kaunihera hou.

E rua ngā tauira kua marohitia e te Pae, ko ngā mea e rua e whakahau ana ki ngā kaunihera kia aro ki te whakarato kaupapa mā ngā hapori paetata i runga anō i te wairua urupare, whaihua hoki, i te wā e whakamahia ana ngā pakaritanga o tētahi huarahi ā-rohe. I te mutunga iho, he arawātea tēnei ki ngā kāwanatanga ā-rohe ki te ārahi i te tukanga hoahoa, te mahi ngātahi me ngā hapori, ngā hapū/iwi me te Māori. Ko ngā whakatau katoa a ngā kaunihera i roto i tēnei tukanga, me whakarite kia taea e rātou te whakatinana i tō rātou kaupapa ake, me ngā haepapa rangapū ā-Tiriti. Ehara i te whakariteritenga anō i te take kōwhiringa - ki te kore ngā kaunihera e ārahi i te panonitanga, me whakarite i ētahi whakaritenga ki te whakatau take mōna. Me whakamahi te tukanga panoni i ngā roherohenga whakahoutanga ture whakahaere rauemi hei wāhi tīmata i ngā kōrerorero.

E hiahiatia ana te kaitiakitanga ā-pūnaha whaitake ki te tāmau, te kōkiri me te tautoko i te angitu o te pūnaha hou o te kāwanatanga ā-rohe puta noa i ngā tau 30 e tū mai nei. Kāore i rawaka i te horanuku kaitiakitanga o te wā nei. Ahakoa he nui ngā rōpū kei ngā tūranga whai take, ko te mea e hiahiatia ana ko tētahi kaitiaki o ngā kaitiaki. E tūtohu ana te Pae kia whakatūhia tētahi rōpū kaitiaki kāwanatanga ā-rohe hou hei whakapakari i te hauora me te mārohirohi o te pūnaha.

He tino waiwai te ahurea hou, ngā whakaaro hou me ngā huarahi hautū hou, e toitū ai te panonitanga.

Kāore e rawaka i ngā panoni tuku pūtea, te hanganga o te kāwanatanga ā-rohe me ngā anga ā-ture ki te whakatinana i tētahi pūnaha kāwanatanga ā-rohe whaitake hou. Me auaha ake, me nui ake ngā mahi whakamātautau me ngā akoranga, tae atu ki ngā huarahi mahi ngātahi, ki te whakatau i ngā raruraru. Me whiwhi ngā kaiārahi i ngā tūmomo pūkenga whānui ki te urungi haere i ngā pāhekeheketanga. Me whakapiki i te āheinga puta noa i te rāngai, ina koa te mārama ki Te Tiriti o Waitangi me te ao Māori, te manapori e ārahitia ana e ngā kiririrarau, me ngā huinga pūkenga mana whakahaere. E hiahiatia ana ngā whakaaro hou ki te tautoko i te huarahi torowhānui, tuku iho hoki ki te kāwanatanga ā-rohe.

He huarahi e angitu ai te whitinga ki tētahi pūnaha hou

E whai whakaaro ana te Pae e hiahiatia ana ētahi ārahitanga me ētahi tohu mō te tukanga whakahou, nā reira kua tukua mai ētahi huatau mō ngā hātepe waiwai tuatahi o te whakawhitinga ki tētahi pūnaha hou o te kāwanatanga ā-rohe. He arawātea hoki tēnei kia mārama ake ai ki te hōtaka whakahou ture o te wā nei tae atu ki ngā whakahaere rauemi me te Affordable Water.

Ko te hiahia o te tukanga whakawhiti, ko te pūtea rawaka, hei whakapiki i te āheinga me te raukaha, me te whakatinana i ngā panoni whānui kua whakatakotohia ki te Arotake.

He tino nui te āhua o te mōkī panoni. E whakatinanatia ai tēnei, me manawaroa, otirā me ruruku. Ka taea ētahi āhuatanga te whakahaere ināia tonu nei, otirā me tīmata ināia tonu nei. E whakahau ana te Pae kia hohoro tonu te kōkiritia o tēnei kaupapa e ngā kāwanatanga ā-rohe me te kāwanatanga matua ināia tonu nei.

E riro mai ai he pūnaha kāwanatanga ā-rohe rongonui i te ao, me ngākau titikaha ā-tōrangapū whānui, me te pūmautanga ki te kaupapa. Me whakatau i ngā whakatau māia.

Recommendations



The Panel makes the following recommendations

Theme	Recommendations
Embedding local government's purpose and wellbeing focus	1 Entrench the purpose of local government, as set out in the Local Government Act 2002, to embed intergenerational wellbeing and local democracy at the heart of local government. 2 Introduce statutory provisions to reinforce and give effect to the purpose of local government in the Local Government Act 2002, by: • councils setting wellbeing goals and priorities each term, in conjunction with community and hapū/iwi and Māori • central and local government committing to align wellbeing priorities and agree place-based investment plans.
Growing authentic Te Tiriti-based partnerships	3 Introduce new provisions in the Local Government Act 2002 that explicitly recognise local government as a partner to Te Tiriti o Waitangi and te ao Māori values to strengthen authentic relationships in the local exercise of kāwanatanga and rangatiratanga. 4 Introduce a statutory requirement for councils to develop partnership frameworks with hapū/iwi and Māori to give effect to new Te Tiriti provisions in the Local Government Act 2002 that create new governance arrangements and complement existing ones. 5 Central government leads a comprehensive review of requirements for engaging with Māori across legislation that impacts local government, considering opportunities to streamline or align those requirements. 6 Amend the Local Government Act 2002 to require councils (elected members and chief executives) to prioritise and invest in developing and strengthening their capability and capacity in the areas of Te Tiriti o Waitangi, te ao Māori values, mātauranga Māori, tikanga, and the whakapapa of local government in order to make local government a better Te Tiriti partner.

Theme	Recommendations
System renewal	7 Initiate a reorganisation of local government to strengthen, support, and resource councils to plan for and respond to increasing challenges and opportunities, and to set local government up for a more complex future. 8 Establish a dedicated Crown department to facilitate a more effective working relationship between local and central government that focuses on: ▸ a relational-based operating model to align priorities, roles, and funding ▸ brokering place-based approaches and agreements to address complex challenges and opportunities ▸ research, development, and innovation capability that equips local government to maximise intergenerational wellbeing for its communities. 9 Establish a new local government stewardship institution to strengthen the health and fitness of the system. This entity should: ▸ provide care for and oversight of the local government system, including the health of local democracy and local government's future-fit capability and capacity ▸ foster common purpose and relationships ▸ support and enable the health of the Māori–local government relationship ▸ incorporate the current roles and responsibilities of the Local Government Commission.
Strengthening local democracy and leadership	10 Local government and councils develop and invest in democratic innovations, including participatory and deliberative democracy processes. 11 Enhance local democracy in order to increase access and representation by: ▸ providing for a 4-year local electoral term ▸ adopting ranked voting (also known as single transferrable vote or STV) as nationwide method for local elections ▸ lowering the threshold for the establishment of Māori wards ▸ enabling Te Tiriti-based appointments to councils ▸ lowering the voting age for local elections to 16. 12 Local and central government coinvest to build adaptive leadership capability focusing on: ▸ leading change and system renewal ▸ valuing civic leadership and public service ▸ partnership and collaboration ▸ innovation and experimentation.

Theme	Recommendations

Increasing funding	13 In order to prioritise and deliver on wellbeing, central government makes a greater investment in local government through:
	- an annual transfer of revenue equivalent to GST charged on rates
	- significant funding to support local priorities, place-based agreements, and devolution of roles.
	14 Central government pays rates on Crown property.
	15 Central government develops an intergenerational fund for climate change, with the application of the fund requiring appropriate regional and local decision-making.
	16 Cabinet is required to consider the funding impact on local government of proposed policy decisions.
	17 Central government commits to enabling the future transition with funding to:
	- resource a transition unit to support the change and system renewal of local government
	- supplement local government capacity funding to enable hapū/iwi and Māori to partner with councils
	- support councils to:
	  - build Te Tiriti and te ao Māori capability and grow hapū/iwi and Māori relationships
	  - lift their immediate capacity and capability to innovatively deliver wellbeing priorities for their communities
	  - trial and grow participatory and deliberative democracy practices.

The future for local government



The work of local government is fundamentally important to the future of Aotearoa New Zealand.

Councils are embedded in communities and have a deep understanding of the local impact of systemic issues and broader policy decisions. They have a democratic mandate to lead on civic issues and play a vital role in creating the conditions for people, place, and the environment to thrive in good times and bad.

As the layer of government closest to community, local government holds the key to rebuilding trust and confidence in civil society and fostering the conditions for intergenerational wellbeing. However, the current system of local government is not resourced or set up to support these goals.

Communities will face significant challenges over the next 30 years. From climate change to increasing inequity, from low social cohesion to infrastructure deficits, it is clear the structures and systems in place now to support community wellbeing will not be sufficient for the future.

The stress of dealing with these challenges, and the pace at which they are coming, is causing many of our communities to lose trust in democratic institutions and to disengage.

Now is the time for change – a moment in history where councils and communities need to shift to new ways of doing things. This means designing more sustainable neighbourhoods, transitioning to a greener economy, using new technologies and fully acknowledging social and Te Tiriti o Waitangi responsibilities.

Through the Panel's research and engagement, it is clear that significant changes to many aspects of the local government system are needed to ensure it can maximise the wellbeing of communities now and in the future and strengthen local democratic decision-making. The current system does not support local government to take

full advantage of the important role it holds. Continuing to operate in the same way and expect a different result is futile.

This chapter covers:

- the current challenges to local government
- why local government needs to lead the change
- how to give local government certainty about its purpose.

The current challenges

Local government faces significant challenges in fulfilling its unique role in stewarding community wellbeing and enabling local democracy.

The lack of certainty around local government's permanent place in our democracy is a concern for many in the sector. Uncertainty and lack of clarity around the wellbeing aspect of local government's purpose in the Local Government Act 2002 (LGA) has left councils without the strong mandate they need to fully embody this purpose.

The current legislative framework for local government is highly prescriptive, reflecting low central government trust in the sector.

The relationship between local government and hapū/iwi and Māori is inconsistent across the system and often falls short of expectations and the potential of a Tiriti-based partnership.

Significant funding challenges constrain local government's ability to deliver services to their communities and mean there is limited capacity or resource to work with communities on more complex challenges. These pressures are exacerbated by the unfunded mandate from central government to perform more roles without additional funding.

The local–central government relationship is strained and competitive, in part due to misalignment of operating environments and decision-making processes. Collaboration between central and local government is inconsistent and fails to harness the strengths of both.

Citizen participation in local democracy is declining, and people have lost confidence and trust in the current democratic process and institutions. Engagement between councils and communities is often transactional rather than relational.

Council systems are under pressure due to constrained resources and challenging political environments which makes change difficult and slow. Silos and top-down approaches to decision-making reduce opportunities to make an impact for communities.

Without a commitment to a new way of working, these problems will persist and our ability to tackle current and future challenges will continue to diminish.

Empowering local government to lead change

Quality local governance is critical to navigate the challenges we face over the next 30 years. The vital role of local government in responding to recent weather events highlights the need for a more place-based approach to mitigating risk and building resilience. The solutions cannot be centrally driven from Wellington alone.

Historically, major change to the local government system has only occurred when central government imposes its will through top-down reform. By embracing the Panel's recommended changes, local government has the opportunity to determine its own future. Central government can provide clarity and support with an unambiguous legislative framework and place-based investment.

Aligning and agreeing national and local priorities must be matched by investment in a stronger local government sector. A stronger, fit-for-the-future local government will be a more compelling investment proposition for central government. For local government to commit to the major changes necessary, central government also needs to commit to significant change.

Change will require strong leadership and a culture that values and rewards innovation and collaboration. Local government will need to be ambidextrous enough to build an operating model that works locally and at scale, playing to the strengths of both. It needs strong relationships with hapū and iwi underpinned by Te Tiriti o Waitangi. It needs political will, exceptional leadership, resourcing, and community support.

A series of modest interventions and incremental changes will not be sufficient. It is time to be purposeful and intentional, and design a new system for local government that supports people, place, and the environment to thrive.

In the next sections of the report, the Panel lays out the key actions and areas of intervention that will help achieve our vision for the future of local government. This package of change will move us towards a local government system where:

- the intergenerational wellbeing of people, place, and the environment is at the core of council's work
- there is a mutually beneficial relationship between councils and hapū/iwi and Māori that is underpinned by Te Tiriti o Waitangi partnership
- there is strong, trusted local democracy that enables communities to participate in ways that work for them.



Giving certainty to local government to fulfil its purpose

Confirming local government's constitutional place

Many people in local government have expressed concern that local government's place in Aotearoa New Zealand's democracy could be eroded, dramatically changed, or eliminated by a simple majority of Parliament. The Panel received submissions that advocated for constitutional recognition of local government to formalise – permanently – its role and position.

In addition, some perceive local government as just an arm or agent of central government, even though local government has separate accountability to its communities and to Parliament.

The Panel believes that if Aotearoa New Zealand develops a formal written constitution, the place and role of local government is one of the many core elements that should be embedded in it.

In the interim, there is a need to provide greater certainty and stronger mandate to local government. The Panel recommends achieving this through the entrenchment of the purpose of local government into legislation.

Entrenching local government's purpose

Over the course of this Review, the Panel has given significant attention to what the purpose of local government should be for the next 30 years.

The Panel believes that local government's core purpose should be enabling local democracy and promoting intergenerational wellbeing.

This aligns with the legislative purpose laid out in Section 10 of the LGA:

a. to enable democratic local decision-making and action by, and on behalf of, communities, and

b. to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future.

Simple entrenchment and double entrenchment

When a clause within an Act is entrenched, a new clause is added to the Act to achieve that entrenchment. Double entrenchment is when that new clause is also entrenched, and this prevents the entrenchment itself from being undone by simple majority.

In order to embed intergenerational wellbeing and local democracy at the core of local government, the Panel recommends the purpose of local government, as set out in the LGA, is double entrenched (Rec 1).

The LGA is the cornerstone from which councils' roles, investment priorities, and long-term strategic focus is derived. However, the definition of local government's purpose in the LGA can – and has been – changed depending on the government of the day's political focus. These changes have created uncertainty about central government's intentions, eroding trust between central and local government.

Councils will never be able to give full effect to their purpose if it is subject to regular change.

To entrench the purpose, a Parliamentary supermajority of 75% is required to pass it into law and to make changes in the future. The Panel is mindful of the tension inherent in entrenchment provisions binding future governments, and the fact it should be used very sparingly in order to respect the supremacy of Parliament. In the Panel's view, this is one of the rare, merited exceptions.

The entrenchment of local government's purpose must be done through proper process that is transparent and acknowledges the fundamental constitutional nature of legislative entrenchment.

Entrenching local government's purpose will provide a very strong signal from Parliament of the constitutional importance of local government. It will also provide local government the certainty and mandate needed to create long-term strategies, make intergenerational decisions and investments, and partner effectively with central government.

Reinforcing the wellbeing purpose of local government

While the Panel considers the entire purpose of local government must be entrenched, there has been particular uncertainty about the wellbeing purpose of local government. The purpose of local government was significantly amended in 2012 to effectively remove the wellbeings. It was further amended in 2019 to reinstate the original purpose set out in the 2002 Act.

There are measures in addition to entrenchment that could help reinforce the importance of councils being wellbeing leaders at place and working effectively with central government for the greater benefit of their communities.

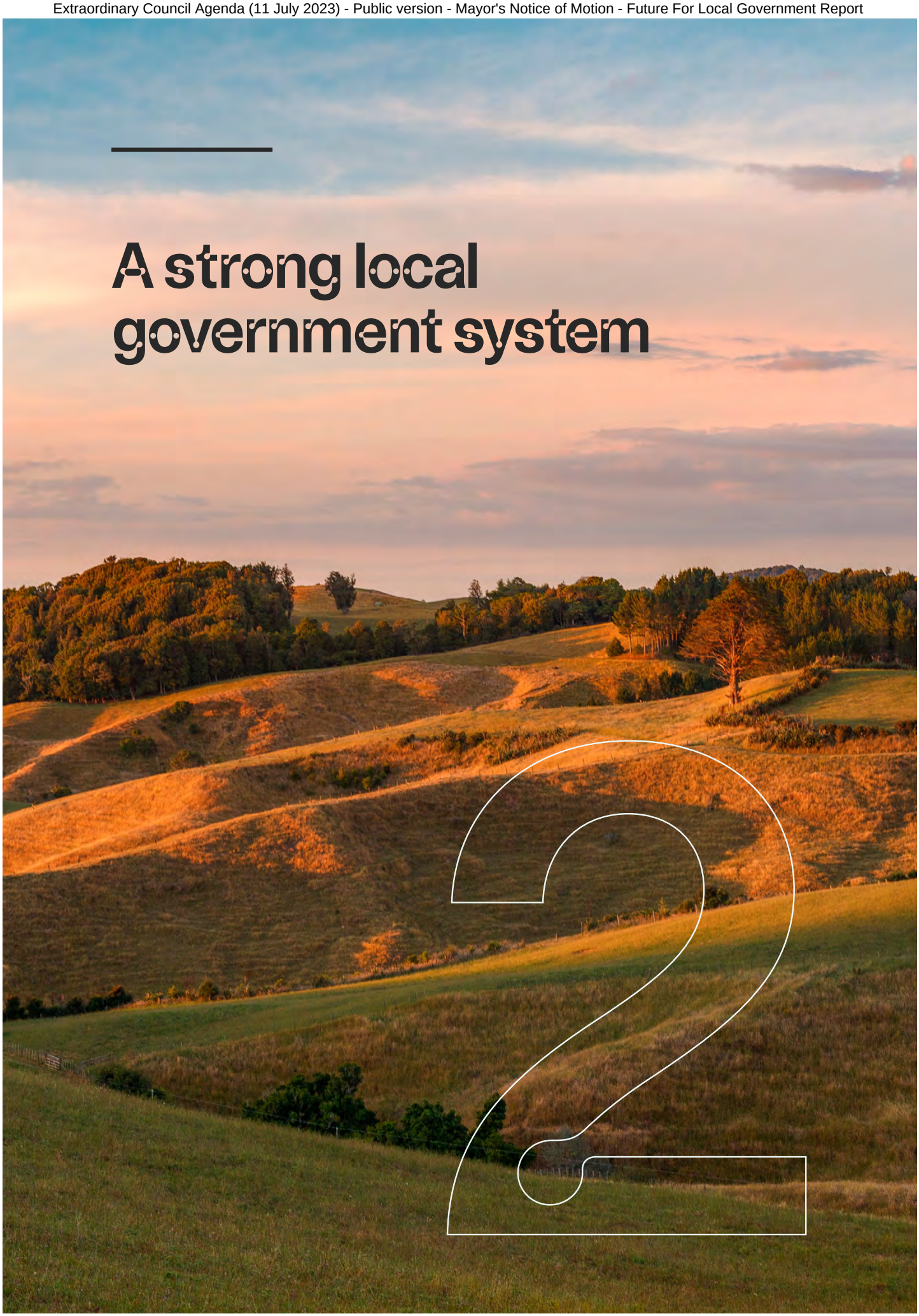
To this end, the Panel recommends the introduction of statutory provisions to reinforce and give effect to the wellbeing purpose (Rec 2). These provisions will require:

- councils to set wellbeing goals and priorities each term, in conjunction with the community and hapū/iwi and Māori
- a commitment from central and local government to align wellbeing priorities and agree place-based investment plans (Chapter 2).

Recommendations

1. Entrench the purpose of local government, as set out in the Local Government Act 2002, to embed intergenerational wellbeing and local democracy at the heart of local government.
2. Introduce statutory provisions to reinforce and give effect to the purpose of local government in the Local Government Act 2002, by:
   - councils setting wellbeing goals and priorities each term, in conjunction with community and hapū/iwi and Māori
   - central and local government committing to align wellbeing priorities and agree place-based investment plans.

A strong local government system



A strong local government system is necessary to support communities through the challenges ahead and ensure intergenerational wellbeing.

The Panel heard that wellbeing is already at the heart of everything councils do. Local government builds and shapes the physical, social, and civic infrastructure communities need, and works with other players in the system to develop solutions at place.

> "Community wellbeing and placemaking are the beating heart of local government's purpose and value."
> – Local Government New Zealand

However, the local government system needs to be strengthened, aligned, and resourced for councils to truly give effect to this core part of their purpose.

Giving effect to intergenerational wellbeing requires coherence across the wider system, including the regulatory environment and relationships with central government. It will also require significant investment in councils and local activities.

In this chapter, the Panel makes a series of recommendations to help build a stronger local government system that centres and gives

effect to intergenerational wellbeing, works effectively with central government, and has the capacity and funding to fulfil its roles and tackle big issues at place.

These interventions will also support a Tiriti-based partnership between local government and Māori (Chapter 3) and help strengthen local democracy (Chapter 4).

This chapter covers:

- giving full effect to councils' wellbeing purpose
- aligning central and local government to support community wellbeing
- taking a fresh look at local government roles and functions
- a sustainable, equitable local government funding and finance system.

Giving full effect to councils' wellbeing purpose

Local government is a champion and activator of wellbeing at a local level. Councils play a vital role in supporting the social, environmental, cultural, and economic wellbeing (the 'four wellbeings') of citizens and communities, now and for the future. Putting wellbeing at the centre of councils' day-to-day work means using all its existing relationships, infrastructure, assets, and levers to unlock greater outcomes.

> "Council services and facilities do more than simply promote wellbeing, by addressing a wide range of social, cultural, environmental and economic issues we improve and protect wellbeing through our planning, investments and actions – all intended to enhance the lives of people who live, learn, work and play within our communities."
> *– Canterbury Mayoral Forum*

Some councils have the mindset that delivering wellbeing can be done through traditional physical infrastructure services like roads, water, and waste management. However, tomorrow's challenges require a more holistic and intergenerational approach, considering the civic and social infrastructures that provide for cultural expression and democratic participation along with the pipes, roads, and assets communities will continue to rely on.

Other councils are already embracing a more expansive role in intergenerational wellbeing and place-shaping and looking beyond today's infrastructures – and beyond the needs of today's ratepayers – to make decisions with and on behalf of current and future generations.

The future local government system will need all councils to embrace their role leading intergenerational wellbeing and place-shaping. This is especially vital in the face of climate change and other challenges like persisting inequity and the rising cost of living.

Many councils will need to make major changes to their operations and mindsets to be an effective anchor institution that strategises and partners with other local organisations to invest in and amplify

wellbeing. For example, a transformational mindset sees local libraries as anchor institutions and multi-use community hubs that can strengthen community identity and create opportunities for civic and economic participation.

Local government can champion all aspects of intergenerational wellbeing and place-shaping through:

- building an inclusive local economy
- supporting strong social capital and connectedness
- fostering a healthy local environment and a local community mobilised for climate change action
- supporting vibrant local arts and cultural activities and organisations.

The Panel considers that supporting intergenerational wellbeing needs to be woven into everything councils do, up to and including business processes like budgets and finances, procurement, planning, and property management. Adequate resourcing, stronger relationships, and working effectively with central government, Māori, business, and community will be central to enabling this.

The rest of this section outlines specific areas councils can focus on, or do more of, to put wellbeing at the centre of their work.

A strengthened focus on wellbeing

Councils have a range of roles in their community to support social, economic, environmental, and cultural wellbeing. Councils are:

- **an anchor institution** with a long-term and enduring commitment and connection to place, partnering with other institutions and groups for collective impact
- **a place-shaper**, using their powers and influence creatively to promote wellbeing, including by strengthening the connection between people and the places they share
- **systems networkers and convenors**, connecting people from across organisations, sectors and cultures, and facilitating innovative solutions that respond to local needs.

These roles are described more fully in Chapter 5 of the draft report.

> "… local government already plays a critical role in the building of strong, healthy, and prosperous communities. It is already a champion, networker, activator, and enabler of community wellbeing. It is already a place-maker, anchor institution and convenor of the system."
> – *Taituarā*

There is an opportunity for local government to further step into these roles, especially as an anchor institution, and change how they deliver their core business to maximise community impact. This requires councils to shift their attention to activities like social procurement and local supply chain strategies, place-based impact investment, growing

local affordable housing, and active collaboration with other anchor institutions. While it is great to see some councils leading in this area, many others must make major changes to deliver more impact and community wellbeing.

Being an effective anchor institution includes taking a relational approach to working with local people and businesses, understanding local needs and preferences, maintaining community cohesiveness, and working collaboratively to understand and respond to big challenges like climate change.

Local government's role as systems networker and convenor also helps foster this focus on wellbeing. By connecting and bringing people together from across organisations, sectors, and cultures, councils can facilitate innovative solutions and grow community-led civic innovation that responds to complex and emerging issues.

"We are doing the hard work in the Community and Voluntary Sector, with a long-term vision and interest in ensuring social infrastructure for all New Zealanders 'in place'. While this will continue regardless, we can do so much more, and have more collective impact, when we partner meaningfully with local (and central) government."

– ComVoices

Using council purchasing power to support wellbeing

Local government has significant purchasing power in the community. Its spending decisions can be targeted towards realising as many wellbeing outcomes as possible. One way to do this is by embedding social procurement and supplier diversity as standard practice. It is the strongly held view of the Panel that this needs to be resourced and supported across all levels of government. Purchasing power is a key lever to creating wellbeing within communities.

Social procurement is about achieving additional benefits from investment, and is typically achieved by including social, economic, or environmental outcomes in the planning, assessment, or contracting stages of the procurement process. It can also be achieved by deliberately choosing to purchase from organisations that are likely to deliver those outcomes through the way they conduct their business.

"We believe that procurement decisions in local government need to look wider than simply the price of the service, and take a holistic view of what they offer to the community. Our members working in local government strongly support social procurement, with around 90% of those surveyed agreeing that there should be greater use of it by local government."

– Public Service Association



Amotai – Supplier Diversity Aotearoa

Amotai is an intermediary organisation nested in Auckland Council that works with central and local government, corporations, and iwi organisations to unlock procurement opportunities for Māori and Pasifika businesses. Twenty-three councils have registered with Amotai as buyers. Amotai has a national database of 1,600 Māori- and Pasifika-owned businesses and supports supplier diversity by connecting buyers like councils with these businesses. It also provides buyers with advice and online training in supplier diversity.

Prioritising and budgeting for wellbeing

Councils can increase their impact by using wellbeing budget processes, which incorporate environmental, social, and cultural wellbeing priorities.

Central government introduced its first Wellbeing Budget in 2019, which presented a significant change from how budgets have previously been designed, developed, and presented. It focused on breaking down agency silos and working across government to assess, develop, and implement policies, and focusing on outcomes that meet the needs of present generations while considering the long-term impacts for future generations.

The Wellbeing Budget approach acknowledges that complex problems like child poverty, inequality, and climate change cannot be meaningfully addressed through traditional ways of working.

The Panel sees significant value in councils adopting wellbeing budgets. Budgets are an important tool for councils to set their priority spending areas and intended outcomes for the coming year or years. Traditionally budgets have tended to focus on specific outputs and achieving value for money. Adopting a wellbeing budget can also focus investment priorities on a broader range of outcomes.

Making the most of local government infrastructure

Local government has a role across three infrastructure types:

- **physical infrastructure**, including roads, ports, water and waste, energy, transport, and telecommunication networks
- **social infrastructure**, including libraries, parks, pools, and community and sports facilities
- **civic infrastructure**, which relates to the places, policies, programs, and practices that scaffold the development of strong communities and peoples' engagement in public life. It includes having civic spaces to support engagement in arts, hold public events, and create cultural connection. It also includes civic education, civic innovation, and place-making.

Through these roles and services, local government enables a robust prevention infrastructure that helps keep communities safe and healthy, socially connected, and democratically engaged. These infrastructures provide the upstream conditions for improving intergenerational wellbeing at a local level. They are also a national public good, helping prevent pressure on our national health and social support systems.

Traditionally, central government investment in infrastructure focuses on physical assets – for example, roading and transport funding from Waka Kotahi. In the future, social and civic infrastructure will be equally important for community resilience and wellbeing.

The Panel considers that central government should coinvest in social and civic infrastructure that supports wellbeing and further prevents adverse social, environmental, economic, and health outcomes.

Making the change happen

For intergenerational wellbeing to be at the heart of communities, change is needed. We have heard this during submissions.

> "The wellbeing of our whenua and wai is essential to the wellbeing of everyone in Aotearoa New Zealand, across the generations. We need to ensure long-term things to ensure we implement strong climate policies and initiatives that will protect people and whenua for generations to come."
> *– Gen Zero*



> "What cannot happen is that one centrally conceived and mandated model of wellbeing is displaced by another which is just as alien to local communities. Wellbeing is not something to be handed down from on high."
> *– Waikato Wellbeing Project*

Many recommendations in this report cover aspects of this necessary change.

- entrenching the wellbeing purpose of local government to give councils certainty that wellbeing is central to their work (Chapter 1)
- introducing statutory provisions in the LGA to reinforce and give effect to local government's wellbeing purpose. This includes requirements for councils to set wellbeing goals and priorities each term and a commitment from central and local government to align wellbeing priorities and agree place-based investment plans (Chapter 1)
- an annual transfer of funds from central to local government to support wellbeing outcomes, including for capability building and supporting relationships with hapū/iwi (this chapter)
- strengthening the relationship between central and local government to ensure both are aligned to deliver wellbeing outcomes at place (this chapter)
- building te ao Māori values, tikanga and mātauranga Māori into the fabric of local government and ensuring our places reflect the stories and histories of the area (Chapter 3)
- new mindsets focused on how to partner to create more community value and positive impact for communities now and in the future (Chapter 5).

Understanding wellbeing

Concepts of wellbeing have evolved over time and will continue to change and vary between cultures. This is not unique to Aotearoa New Zealand – it is happening all over the world.

The way we understand wellbeing should draw from existing approaches, including te ao Māori perspectives, and be guided by our unique culture and environment. The Panel has found the following description, shared in both our interim and draft reports, to be useful.

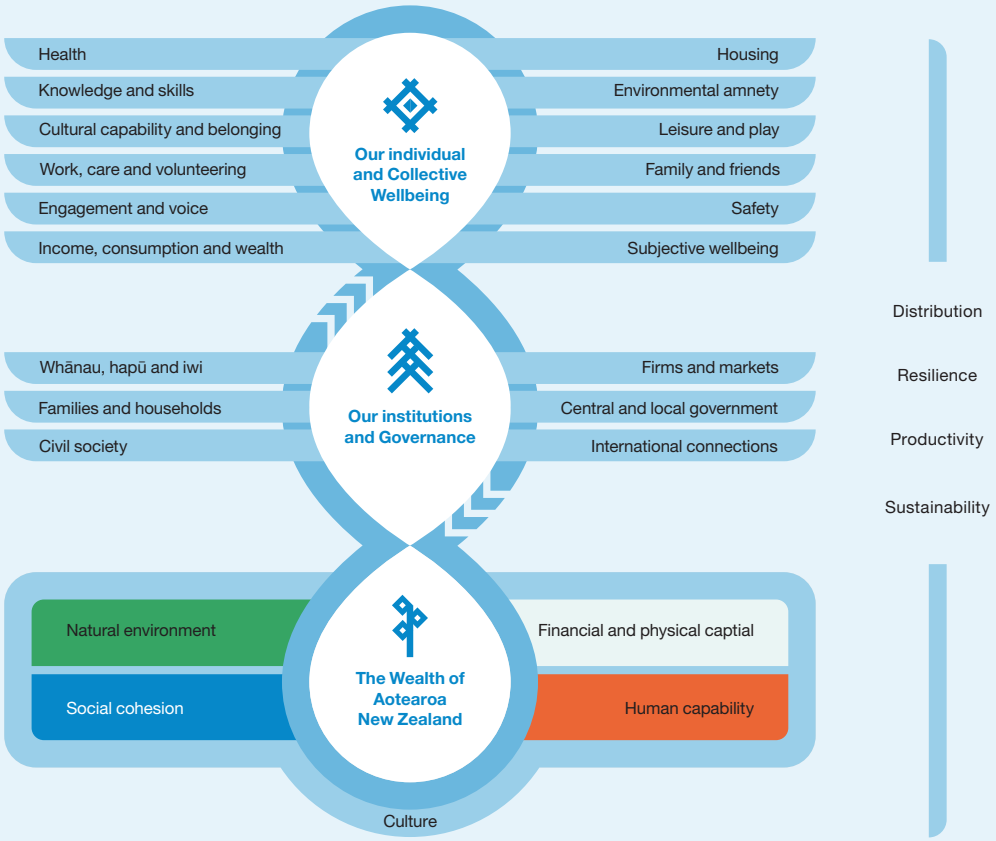
"In general, wellbeing includes everything that makes a good life, not only for individuals, but also for their whānau and families, their neighbourhoods and communities, and for future generations.

This includes living in a clean and healthy environment, having basic needs met, being physically safe and secure, experiencing connection with others and a sense of belonging, being able to participate and contribute, being able to express yourself and your identity, experiencing yourself as valued and valuable, and having opportunities to prosper and live to your full potential."

The Treasury's Living Standards Framework provides a useful framework for thinking about the contributors to wellbeing.

The framework was designed to centre wellbeing in conversations about policy and decision-making. It prompts thinking about short- and long-term policy impacts across the different dimensions of wellbeing. Local government is a contributor to all aspects of individual and collective wellbeing expressed in the framework.

Figure 1: Living standards framework



Adapted from Treasury's *The Living Standards Framework 2021.*

"We support the idea of a wellbeing framework for local and central government. This could build off existing framework such as the Living Standards Framework, He Ara Waiora, Te Whare Tapa Wha, incorporating more global frameworks such as the Sustainable Development Goals, Planetary Boundaries and Kate Raworth's Doughnut model, to name just some."
– Waikato Wellbeing Project

He Ara Waiora is another framework used by the Treasury which provides a more culturally specific approach to wellbeing based in te ao Māori. It uses the concept of waiora – often translated as a Māori perspective on wellbeing – to build a holistic, intergenerational approach. It articulates both the ends (the important elements in Māori perceptions of wellbeing) and the means (the values or principles that help to achieve the ends).

There are also diverse approaches to and frameworks for understanding Pacific wellbeing, reflecting the diversity of Pacific peoples in Aotearoa New Zealand (see, for example, Ola Manuia: Pacific Health and Wellbeing Action Plan 2020–2025 from the Ministry of Health, or reports from the Ministry for Pacific Peoples). Further links between He Ara Waiora and the Pacific Wellbeing Strategy have been made in recent reports (NZPC 2023).

Aligning central and local government to support community wellbeing

Central and local government have distinct but intertwined roles and responsibilities to support community wellbeing. However, their very different operating environments and decision-making processes makes it difficult to work together. This misalignment has resulted in constrained and poor relationships between agencies and councils.

Throughout our engagement, we heard that people want to see a better relationship between local and central government. People across local and central government are frustrated. Community groups and hapū/iwi are tired of living in the shadow of a dysfunctional central–local government relationship which impacts their own ability to work effectively.

Currently, opportunities to realise real value for communities are being missed. Local government's convening power and local expertise is undervalued or underutilised. Central government agencies' high-level view and policy perspective isn't always deployed well at place.

"It is time for central and local government to have a shared north star – the wellbeing of communities and whānau at place. We need a solid platform, and an agreed plan to get there."
– Taituarā

The known and unknown challenges of the future require dramatically different and more effective collaboration to support local wellbeing.

The existing central–local government relationship is multi-layered and multifaceted, with many central government agencies and 78 councils with roles that affect outcomes in local communities. While there are examples of successful collaboration, these often rely on relationships between individuals rather than enduring relationships across organisations at a system level.

"We need to build strength across the system that isn't just reliant on individual relationships and that doesn't become too bureaucratic."

– Feedback from Central–Local Government CE workshop February 2023

Now is the time for local and central government to commit to improving their relationship in a systemic way – no more piecemeal solutions.

"To truly deliver local wellbeing, we need to line up policy intent, planning and funding – three legs of the stool. That requires all levels, and all agencies, of government working together in partnership."

– Hamilton City Council

"Councils have been given more and more unfunded mandates from central government pushing responsibility down to local government, with no or little additional funding. This needs to be addressed."

– Raukawa Charitable Trust

Specific areas where the Panel considers ongoing collaboration is needed are:

- coordinating and allocating roles and functions, especially those related to activities that sit across local and central government like climate change, economic development, public health, and social housing
- setting priorities at a local level and aligning resources to achieve community outcomes
- developing new ways of working that involve experimentation, innovation, and system learning. This should include investigating new models for delivering wellbeing for communities, like mission-led approaches.

To support these outcomes, the Panel recommends establishing a dedicated Crown department to facilitate the relationship and coordinate and align resources (Rec 8).

A new department alone will not be sufficient to ensure a strong relationship. Legislative, cultural, and process changes are also necessary. However, a stronger relationship will enable central and local government to understand what their roles and differences are, be better partners to each other, and clearly see and understand the value the other brings.

A new Crown department to support the central–local government relationship

To address complex wellbeing challenges, central government agencies and councils need to find opportunities to collaborate at place to identify and coinvest in joint wellbeing priorities. At a system level, planning processes and investment need to be aligned so resources can be directed where they are needed.

The new Crown department will help enable the shift to a new way of operating and working together. It will provide space for collaboration and help to break down structural barriers to working together. It will help quantify and communicate the value that civic and social infrastructure create for communities. It will also be an integration point for the many government departments and councils involved in local outcomes.

If done well, the department has the potential to be one of the catalytic entities for a more joined-up public service. Within the context of the Te Tiriti-based partnership in Chapter 3, this would deliver a more aligned and coherent exercise of kāwanatanga.

The functions of the department will include:

- supporting agencies to join up on regional priorities and issues so there can be a single and consistent central government presence when working at place with councils
- building leadership capability across central and local government to enable and support a culture of collaboration as a default
- expediting the use of approaches like place-based agreements as a mechanism for councils and agencies to agree on and deliver locally specific priorities and actions in partnership with iwi and hapū and alongside communities. For more information, see the Place-based agreements section of this chapter
- providing a forum for ongoing discussion and resolution between central government and councils about allocating roles and functions. Further information about the process for making decisions is outlined in the Roles and functions section of this chapter
- supporting consistent and more deliberate data collection and analysis at a place-based level
- developing research and innovation capability that maximises local government's contribution to intergenerational wellbeing for its communities
- assessing and informing policies that impact local government and where local government can make a greater contribution to national priorities.

To carry out these functions effectively, the new department must have the status and authority to convene multiple central government agencies to resolve strategic policy or cross-cutting issues in the relationship between central and local government.

The specifics of delivering the functions outlined above would be developed as part of the establishment process for the new department. However, the approach will need to reflect that the relationships are inherently complex and there are many moving pieces.

Other changes needed to support collaboration

Other changes are needed to support a joined up public sector that can deliver place-based outcomes for communities. These include:

- making amendments to the Public Finance Act 1989 to provide for more flexible application of Crown funding to meet place-based priorities and agreed coinvestment approaches
- aligning planning cycles between central and local government so decisions about significant priorities and investments can be made in a joined-up way
- facilitating staff exchanges and secondments between central government agencies and councils to build knowledge and understanding between the two levels of government.

Place-based agreements and mission-oriented innovation are two examples of how central and local government could collaborate more intentionally.



Place-based agreements

Place-based agreements are bespoke packages of funding and decision-making powers negotiated between central and local government and other local bodies as part of the exercise of kāwanatanga. They are designed to drive long-term, large-scale wellbeing improvements at place in a way that shines light on local priorities.

Agreements may be organised around a specific place – for example, with one or more region, city, or town – working to achieve a long-term vision for the area. They can also be sector specific – for example, an agreement around conservation across multiple regions.

Place-based agreements are part of a broad framework for central and local government strategic alignment, collaboration, and coordination. They are known by a range of names including city deals, town deals, region deals, community agreements, and growth deals.

Different forms of place-based agreements are already happening across the country. However, current agreements lack ongoing commitment from all parties.

The Panel sees opportunities to design and implement place-based agreements in a consistent and strategic way in collaboration with communities. Effective place-based agreements will align priorities, responsibilities, and funding across different parties and ensure benefits are felt by communities at place (Beca Limited 2021).

Place-based agreements can be refined and adapted over time as milestones are achieved and next steps are agreed. The agreement can be periodically reviewed and updated.

The development of place-based agreements is challenging and will take time. There will need to be room for some trial and error and a way to share learnings across the field.

Exploring mission-oriented innovation

Achieving intergenerational wellbeing for communities is beyond local government's power and influence if it works alone. Delivering outcomes to improve community wellbeing requires partnering with a wide range of businesses, NGOs, communities, and central government.

One way to improve community wellbeing is through mission-oriented innovation. These approaches break up big, complex challenges into concrete missions with specific targets, designed to stimulate innovation and collaboration. The mission-oriented approach aims to join-up diverse participants and thinking to leverage each other's resources, with both long-term visions and actions for immediate impact.

Mission-oriented innovation presents an opportunity for government to use all its powers and levers to support purpose-driven economic growth. It can help business and trade to thrive and maximise opportunities for a thriving green economy and just transition to net zero.

Places like Valencia in Spain or Camden in London provide well-developed examples of mission-oriented innovation approaches. Local examples include the Southern Initiative in Auckland, Te Tihi in Palmerston North, Ruapehu Community Learning and Tech Hub, and Te Tauihu Intergenerational Strategy in the Nelson region.

Mission-oriented innovation can provide direction and permission for partners to play their role in achieving the outcomes missions encompass. For instance, in Camden two of their four missions are:

- by 2030, everyone eats well every day with nutritious, affordable, sustainable food
- by 2025, every young person has access to economic opportunity that enables them to be safe and secure (UCLIIPP, nd).

Missions are selected based on local needs and opportunity. Participants design projects and develop prototypes or approaches for delivering a mission, test to make sure they work, and decide how they are to be rolled out. They do not require complete agreement on what to do or who should do it – a thin consensus is all that is needed to begin. Finding ways through disagreement and anchoring responsibilities are a part of the mahi.

Developing and delivering mission-oriented innovation needs skills and perspectives that don't always exist in central and local government organisations. Local government can be best placed, and already has a mandate, to develop the capability and networks needed to develop and deliver wellbeing missions. Shaping missions involves mapping the systems that effect outcomes and designing projects that integrate people and resources in innovative ways. It means living with complexity and non-linear progress.

The Panel thinks councils should embrace mission-oriented innovation as one of the tools in their toolbox, and thinks this approach could be complementary to the place-based agreements discussed above.

Local government as a climate-action leader

Local government has a frontline role in the response to climate change. Councils are embedded in communities and have a deep understanding of the local impact of systemic issues and broader policy decisions. They are ideally placed to collaborate with communities, hapū/iwi, business, and other organisations to devise and execute climate adaptation and mitigation plans that make sense at a local level.

> "Impacts of climate change, while global, will be experienced in a hyper localised way and so [we] need hyper local planning and prevention."
>
> – *Individual submitter*

Aotearoa's climate is warming as a result of greenhouse gas emissions from human activities, and this warming will have significant impacts on the weather and many people's wellbeing. These impacts are already being felt as the country faces increasingly intense weather events like Cyclone Gabrielle which displaced over 10,000 people (McConnell 2023) and killed 11 earlier this year (Stuff 2023).

New Zealand needs to transition to a low-emissions society to help slow further warming and adapt our ways of living to be more resilient through increased extreme weather events and other environmental changes. Making these necessary changes will involve some difficult decisions and require significant investment by local and central government and communities themselves.

> "Councils have a critical role to play in creating a just transition for people affected by climate, technology and other change. A just transition requires partnership between government, unions, iwi, community groups, education and business."
>
> – *Public Service Association*

A number of the recommendations and suggestions in this report will support local government-led work to mitigate climate change impacts and transition to lower carbon approaches.

- **Supporting and enabling community-led action:** Councils can support and enable hyperlocal, neighbourhood, and community-led responses to climate change. They can share expertise, help adapt projects to local conditions, and provide infrastructure and funding for initiatives that support net-zero lifestyles and responses to climate-related disasters. Community-led climate initiatives can include community recycling, repair cafés, tool libraries, community gardens, micro energy projects, food resilience projects, and mutual aid organisations.

- **Citizen-led democracy practices:** Citizen-led processes, especially deliberative processes, can engage community members in decisions about how to care for the land, homes, and public areas at risk of flooding and other climate impacts. Community decision-making can help ensure hard decisions are made in a way that engages a broad range of voices and builds community trust and buy-in. Chapter 4 describes these practices in greater detail.
- **Te Tiriti partnership for better local outcomes:** Many hapū/iwi and Māori organisations and rōpū have deep knowledge of local ecology and the way climate has affected the environment over time. In times of emergency and crisis, marae have a critical role in responding to and providing for communities. The recent floods in Auckland and the east coast of the North Island clearly demonstrated this. By strengthening local government relationships with hapū/iwi as outlined in Chapter 3, there is significant opportunity to co-design better and more culturally appropriate local climate strategies. Incorporating te ao Māori values and learning from mātauranga Māori can help local government build a more holistic and inclusive approach to climate action at place.
- **Place-based climate adaptation supported by an intergenerational fund:** Different parts of the country experience the impacts of climate change in different ways and on different timescales. Some regions need urgent mitigation action, others will feel the effects more acutely in a decade. The intergenerational climate fund can help fund major climate adaptation work. Local government will have a role in providing input on decisions about priorities and, as appropriate, the application of the fund.

Taking a fresh look at local government roles and functions

Regional councils, territorial local authorities, and unitary authorities carry out a wide range of different roles and functions. While many are the same across councils, some vary from place to place depending on the type of council, community size, and local needs.

We have heard from councils that they want to localise the delivery of some roles currently carried out by central government. Many councils believe they have the expertise and local knowledge to deliver these effectively. Further, councils see themselves supporting intergenerational wellbeing as much as providing physical infrastructure, and many are keen to grow their local role as an anchor institution in their communities.

Councils face funding pressures that affect their capacity to carry out their current roles and functions. These are exacerbated when central government adds roles without additional funding streams. The proposed affordable water and resource management reforms have also created uncertainty. Some council submitters are seeking a transfer of central government roles and functions to local government, realising that these reforms create opportunities and raise the issue of devolution from central government to local government as part of setting priorities and coinvestment.

What we mean by roles and functions

A **function** is a broad area of responsibility. This could include things like transport provision, system stewardship, or environmental monitoring. **Roles** are the different actions or jobs that contribute to a broader function. For example, in the function of transport, councils have the role of building and maintaining local roads, and regional councils have the role of providing public transport.



Another example is the function of public health. Within this function, central government agencies have a range of roles and responsibilities. For example, the Ministry of Health has roles around public health strategy, policy, regulation setting, and information and intelligence collection. A regional provider might have roles around planning and commissioning hospitals and providing primary and community health services. Councils would likely have roles around food safety, health homes initiatives, and the provision of recreation facilities and services to improve peoples' wellbeing.

The breadth of local government's activities in New Zealand is less than in other OECD countries. Internationally, the primary areas of sub-national spending internationally are education, social protection, public service provision, and health. Some submitters suggested a similar approach, extending local government's mandate to provide some services currently delivered by central government. The Panel does not think a straight transfer of roles is appropriate – it is less binary than a simple reallocation of roles and functions from central to local government. The Panel considers that a culturally nuanced approach, tailored to the Aotearoa New Zealand context, is needed.

The Panel suggests a review of roles and functions, starting with those already carried out by local government. Over time, councils must work with central government, hapū/iwi, and communities to review how roles and functions are delivered. The Panel suggests using the local-first framework (set out in Figure 2 below) to guide decision-making.

The Panel's suggested approach intentionally avoids being prescriptive in order to enable flexibility and innovation, and recognises the

complexity associated with the delivery of certain roles and functions. The approach outlined in this section supports what we have heard consistently from local government – that one size does not fit all and the importance of self-determination.

Impact of proposed reforms

While a number of councils' roles and functions have changed since the late 1980s, the proposed affordable water and resource management reforms are driving the most significant changes in decades.

If implemented as proposed, they will significantly impact the structure, funding, resource allocation, and roles of councils.

Given the whole-of-system intent of our review, the Panel considers there is an opportunity for a much-needed alignment exercise across all aspects of the proposed reforms. The reorganisation of local government, incorporating a new operating model (as recommended by the Panel in Chapter 5), should recognise the impact and opportunity that the proposed reforms present. Further reforms and significant change underway include recent reforms to the health system, actions relating to climate change mitigation and adaptation, discussions around growing social inequity, and significant investment to upgrade and maintain national infrastructure.

Evolving local government's roles and functions

In addition to wanting greater clarity about the future roles and functions of local government, some submissions argued that roles and functions must be defined before choices about council operating model and structure can be made.

In the Panel's view, there is a high degree of interdependence between local government's roles and functions and its structure and funding.

Decisions relating to the allocation of roles and functions cannot be made without understanding how they will be funded, and whether local government has the capacity and expertise to carry them out.

On balance, the Panel believes it is best to consider changes to roles and functions once decisions about the future structure and operating model of councils have been made (see Chapter 5). This approach will provide clarity about the form, capacity, and capability of local government before roles and functions are allocated. It will also:

- provide more certainty as decisions are made about how local and central government can work together and understand what roles and functions are best undertaken nationally, regionally, or locally
- better respond to the priorities and needs of different parts of the country and the relative strengths of local and central government in each area.

To logically work through these issues, the Panel suggests that a review of roles and functions is carried out in two parts.

1. Current roles and functions of local government should be assessed as part of the broader process of structural reorganisation described in Chapter 5. As councils in a region come together to consider their structural choices, they must consider how to best deliver current roles and functions. Many will stay local, while others might be best delivered regionally.
2. Over time, councils must work with central government, hapū/iwi, and communities to decide how to deliver roles and functions. As noted earlier in this chapter, functions relating to big wellbeing challenges facing communities like climate change, public health, economic development, and social housing need more thorough analysis and consideration. Roles across these complex, multi-faceted functions cannot be delivered by just one arm of government. They will require central government and councils to agree on their investment priorities and how to apply their resources, and work with others such as hapū/iwi.

Working through issues related to these functions may also highlight at what stage and under which conditions it is appropriate for some roles to be devolved from central to local government. When councils agree on regional and local wellbeing priorities and the associated funding contributions with central government, it will also help clarify what their respective roles should be.

For councils, additional roles will most likely be reflected in arrangements and agreements such as place-based deals (which were discussed earlier in this chapter). They must focus on how to apply the resources of local and central government for the maximum benefit of communities. Given the evolving needs of communities and the challenges they face, these conversations must be ongoing – it is not just a one-time process.

When councils develop partnership frameworks with local hapū/iwi and Māori as part of this process (as outlined in Chapter 3), they should consider what roles and functions could be devolved to iwi and hapū to benefit communities and give effect to Te Tiriti.

> "Tangata whenua organisations are increasingly taking on roles and functions (including quasi-planning and regulatory) that traditionally local government would perform and this can be expected to continue and expand. Those functions are not performed as a simple contracting out of local government functions but as expressions of the tino rangatiratanga of local hapū and iwi."
>
> – *Whakatāne District Council*

Councils will also need to work closely with communities in their area and consider whether and how some roles, activities, and services, such as community-led development and community-led place-making, can be delivered in more effective ways by community and business organisations.

Local government's regulatory role and responsibilities

Local government is responsible for a range of significant plan-making and regulatory functions and roles, such as building consenting, monitoring and certifying food premises, resource consenting and enforcement. The regulatory responsibilities of local government are diverse and significant, involving areas that are fundamental to the wellbeing of New Zealanders. Councils' work affects the environment, biosecurity, food safety, and building and water quality, along with a host of other issues.

Given the quasi-judicial nature of many of these roles, it is important to carefully consider how to maintain regulatory separation and independence in both organisation design and the allocation of regulatory roles, duties, and responsibilities. This will need to account for the impacts of the proposed water and resource management reforms. The balance required in providing both monitoring (eg, environmental impact) and delivery roles is discussed in Chapter 5.

Many of these regulatory roles require specific technical specialists and scientific expertise. How to effectively collaborate, partner, or possibly aggregate this expertise, including national or sub-national options, will need further consideration. Given the proposed resource management reforms and the implications flowing from new national planning frameworks, there will be a need to consider how best to discharge these roles and responsibilities.

Applying the local-first framework

When considering the future allocation of local government's roles and functions, choices must be made about what activities should be delivered nationally, regionally, and locally, as well as what can be shared across different councils. Decisions should be guided by the local-first framework outlined below, based on who can best deliver the service in a way that provides value, uses local resources, and genuinely meets local needs.

The Panel does not anticipate that the application of the framework will result in the wholesale transfer of government services to local government. Local government should not become an agent delivering central government services. Rather, allocation should focus on strengthening and leveraging councils' civic and social infrastructure and the benefits that accrue from councils' close proximity to their communities.

The assessment will vary for each local area. A large metro community will have different priorities and functions than a smaller community.

The local-first framework

The Panel developed the local-first framework to help guide decisions about the allocation of roles and functions to a range of different local, community, regional, and central actors.

The framework is an iterative guide, not a formula, and it is intended to be flexible to respond to different circumstances and future challenges.

Figure 2

Local-first framework

The allocation of roles and functions is not binary. Many roles and functions will sit across local, national, regional, and community spheres, harnessing collaboration and partnership.

This framework sits within the broader context of systems governance and local government's role as systems networker and convenor. The framework is an iterative guide, not a formula.

Local first

Roles and functions should be led and managed at the most appropriate local level. This recognises the importance of:

Local wellbeing
Local actors are closest to communities and well placed to influence local wellbeing.

Networks and trust
Local actors have local knowledge, relationships, networks and trust with communities.

Local knowledge and skills
Local actors can contribute local knowledge and skills to the development of national-led policies and services.

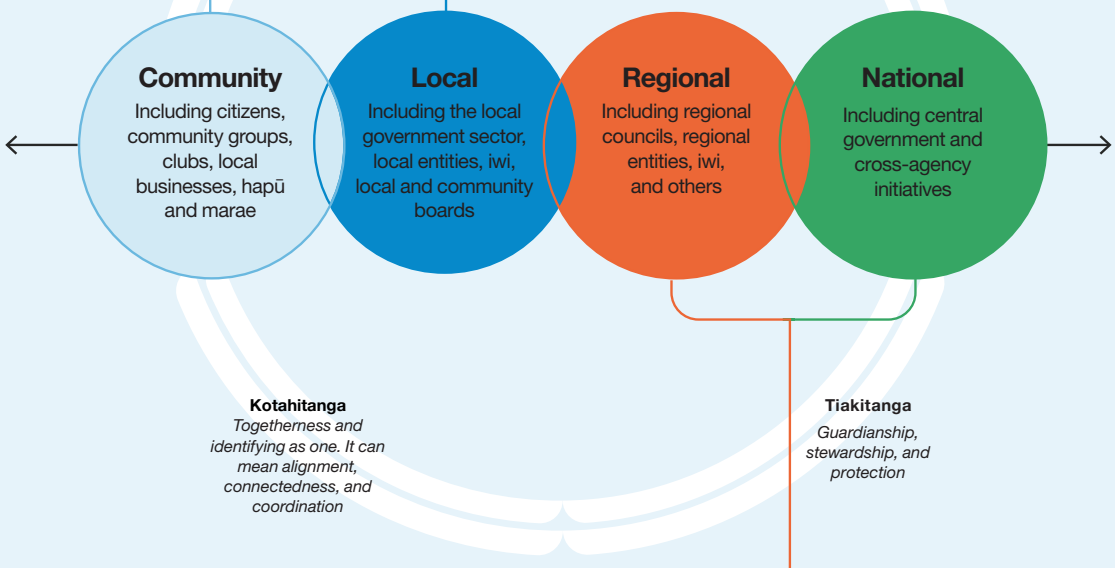
Bespoke responses
Distinctive local needs, preferences, and identities require tailored or bespoke responses.

Empowered communities
Local solutions can empower communities to shape their own outcomes.

Manaakitanga
Care, respect, and generosity

Tikanga
Decisions in accordance with the right values and processes, including in partnership with the Treaty partner

Whanaungatanga
Forming and maintaining relationships and strengthening connections between communities



Kotahitanga
Togetherness and identifying as one. It can mean alignment, connectedness, and coordination

Tiakitanga
Guardianship, stewardship, and protection

There are some considerations that would call for a departure from a local-first approach.

Larger scale needs
Can be done at scale in the interests of community.

Ongoing skills
Require access to ongoing skills that cannot be provided for locally.

Risks and liabilities
Have large risks and liabilities that cannot be effectively managed or insured at the local level.

Outcome agreements
Have national-level agreement on outcome.

Service delivery consistency
Have a need for equality and consistency of service delivery.

The local-first framework starts from the position that roles and functions should be led and managed as close to communities as possible, unless there is a good reason not to. A number of actors from different layers of delivery may be involved in a role or function. For example, while a role may be delivered at a local level, community and business groups have an opportunity to shape and prioritise the outcomes and service delivery.

The application of these concepts must be iterative and flexible to account for local context and relationships. How they are applied and understood will look different from place to place depending on the local kawa and tikanga.

Any decision-making on how roles and functions are delivered must also be informed by the aspirations of local hapū/iwi. It should also be influenced by hapū/iwi relationships with te taiao and their whakapapa to place.

As discussed in Chapter 3, te ao Māori values should be woven into the fabric of local government. This includes the allocation of roles and functions.

The Panel expects it will be appropriate under the framework for some roles and functions currently carried out by local government to be aggregated to a more central delivery model. This could mean a central government entity takes responsibility where there are not specific local needs or hapū/iwi aspirations to perform the role locally and centralising would allow for greater consistency of service delivery. A potential example is in the nationwide delivery of the building consenting function. Another option could be for one council to pick up responsibility for the delivery of a role or function on behalf of other councils, either in their region or nationally (this option is discussed further in Chapter 5).

In some cases, consideration across central government will be needed, such as when decisions:

- relate to allocating multi-faceted roles and functions to local government where more than one central government agency is involved
- are about the potential devolution of central government roles and functions.

The Panel recommends that the new Crown department described in this chapter would coordinate decision-making on central government's behalf and have a key role in working with councils to confirm arrangements.

Considerations in applying the local-first framework

Any review of roles and functions should consider the following.

- Many roles and functions sit across community, local, regional, and national actors, and will require collaboration and partnership between them. This is not a binary matter of functions being delivered centrally or locally. A more collaborative local approach may be required in the design and decisions for commissioning and delivery.

- Functions that respond to complex wellbeing challenges like climate change, natural disasters, and intergenerational poverty will require ongoing collaboration between local and central government, hapū/iwi, and communities.
- There are opportunities for hapū/iwi to collaborate with central and local government on the design and delivery of roles and functions. The allocation of roles and functions needs to recognise and be flexible to the evolving capabilities and future aspirations of hapū/iwi.
- Councils, along with community groups, NGOs, and the business sector, should have input into activities that have a direct impact on them, and direct involvement in locally specific initiatives.
- Opportunities to enable community-led initiatives, including place-making, services delivered by community, and exploring community ownership and management of assets.
- Opportunities to centralise (either nationally, sub-nationally, or regionally) the delivery of some roles and functions when, for example, there is likely to be little variation in how they are delivered from place to place.

Funding considerations

The allocation of roles and functions should be accompanied by clear discussions about where funding will come from. For roles and functions which contribute to national-level outcomes, central government should make a funding contribution. This will manifest itself in arrangements and agreements between the Crown and councils about what roles and functions local government will perform, how they will be commissioned, and the associated funding. As discussed later in this chapter, the Panel envisages that this will lead to a fundamental reset of the funding relationships between central and local government.



A sustainable, equitable local government funding and finance system

Local government has been under significant funding pressure for several years. Councils face growing community and government expectations and the impacts of growth, tourism, and significant infrastructure failures. Many people have suggested to the Panel that the system is 'broken' and that we have reached 'peak rates'.

"The financing of local government is a major barrier, local government needs a much-improved system of funding. In addition to an inefficient financing system, the pressures of inflation, increasing cost of living, skills shortages and climate change add to the challenge of funding for growth and delivering community aspirations."
– Upper Hutt City Council

The current funding and financing approach is not sustainable in the context of complex wellbeing challenges and increasing community expectations.

Numerous previous reviews of local government funding have highlighted the problems and recommended changes to the system to ensure that councils can more sustainably fund their activities (NZPC 2019). However, central government has failed to enact these recommendations and the issues are compounding.

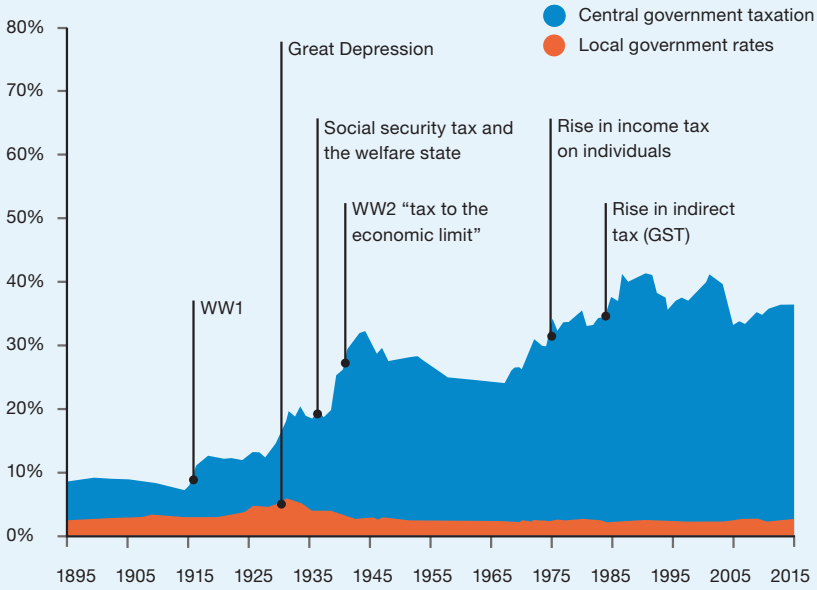
The Panel recommends some significant changes to the local government funding and finance system that will coincide with the new system of local government. This time, change must happen. Without it, local communities and future generations will be the ones missing out.

Many local government activities directly support national-level wellbeing priorities and outcomes. These have been allocated to local government by central government over the past few decades, often without the provision of additional funding (the unfunded mandate).

"While trust is expressed by central government in the responsibilities delegated to local, the lack of support financially and logistically suggests local government has facilitated the transfer of many functions and costs from taxpayer to ratepayer."
– Federated Farmers

While taxation as a percentage of GDP has risen over time, local government's share has stayed at around 2% of GDP – even as it has responsibility for an increasing share of the national public good.

Figure 3: Taxation as a percentage of GDP



Adapted from New Zealand Productivity Commission, Local government insights (2020).

The pressures mentioned above have led councils to increase rates at levels consistently higher than the Consumer Price Index. These increases are unpopular and have a significant influence on election campaigns and financial decision-making. As a result, there has been historical underinvestment in the services and infrastructure that communities need and central government requires.

Proposed infrastructure reforms would see some responsibilities removed from local government's direct responsibility, but many of the underlying problems will remain.

Actions for a future funding and finance system

The Panel's funding and financing recommendations are designed to address current pressures and near-future challenges. Funding and financing approaches will require continual review and adaptation as new methods and technologies emerge.

In a future funding system, the Panel considers rating should continue as the primary revenue tool for councils, although the rates-setting process needs to be simplified. Councils should also be enabled to use a wider range of revenue tools.

Rating and new revenue tools alone will not be sufficient, however. The Panel recommends central government invests significant funding to deliver locally specific community outcomes.

Without central and local government aligning efforts to plan, fund, and execute projects, opportunities to deliver better outcomes for communities will be missed. Alignment will require central government to meaningfully invest in place. In return, central government and the country will benefit from increased economic productivity, better social and civic infrastructure, and an enhanced environment. There is also a significant opportunity to reduce duplication of effort and deliver greater value for money through a more effective and efficient central and local government system.

This central government investment in local outcomes will go hand-in-hand with other changes to local government, including:

- the transition to a new structure and operating model for local government (see Chapter 5)
- strategic use of shared services to deliver better value and realise economies of scope and scale (see Chapter 5)
- the alignment of local and central government processes and investments and agreement of shared priorities at place, supported by a relational Crown department (as outlined in this chapter).

The panel expects central government will not be pitching more money into the current system – it will be investing in a new system that will be better equipped and joined-up to address complex problems and build community wellbeing.



Increased central government investment

The Panel heard overwhelmingly from councils and many other submitters that there needs to be greater central government investment in local government. Many observed that councils often bear the cost associated with activities that facilitate economic development like tourism, providing for growth and infrastructure development. However, they do not receive any share of the resulting tax growth.

Submitters from the business community also told us they were bearing an unfair share of the costs associated with responding to new regulation, growth, and increased standards without additional benefits being clear. In these cases, submitters considered part of the costs should be borne nationally. Future challenges, like the increasing impacts of climate change, will add to the calls for change.

The Panel recommends four main ways central government can address the imbalance:

- funding to support local priorities, place-based agreements, and devolution of roles
- an annual funding transfer to councils to support local outcomes
- an intergenerational climate change fund
- central government agencies paying rates on their properties.

Funding to support local priorities, place-based agreements, and devolution of roles

Earlier in this chapter, the Panel highlighted the importance of central government and councils developing a new way of partnering and working together. This includes:

- aligning wellbeing priorities and developing place-based investment plans
- developing and implementing place-based agreements
- devolving and transferring roles and responsibilities to local government
- investing in new ways of working with councils and communities to deliver community wellbeing.

It is not possible for the Panel to quantify the amount of funding required to support these activities. However, the Panel observes there is already significant central government funding applied to community wellbeing in current budgets. The combination of the approaches proposed is likely to result in better use of the current spend and may not require new money to be found.

As part of agreeing each arrangement, funding and resource allocation decisions will need to be made. Over time, as new ways of working evolve and local wellbeing outcomes improve, the Panel anticipates that this will be the new norm of operating. The new Crown department would play a significant role in facilitating and agreeing funding between central and local government.

Introducing these changes will provide a significant source of funding for local government to strengthen community wellbeing.

Annual funding transfer to councils to support local outcomes

To address existing financial pressures and create capacity for local government to pursue urgent local priorities and invest in its capacity and capability, the Panel recommends an ongoing annual transfer of funds from central government to councils (Rec 13).

Further work is needed to determine the appropriate amount on an ongoing basis. As a starting point, the Panel suggests that central government establish a $1 billion per annum funding transfer to local government, with the amount to be reviewed annually.

The Panel suggests $1 billion a year for two main reasons. It is a large enough sum to make an impact when distributed to councils – it is approximately equivalent to the Provincial Growth Fund, which distributed about $3 billion over three years (OAG nd). It is also roughly equivalent to the annual amount that property owners paid in GST on their rates during 2021/22 (Stats NZ 2022).

This funding will be for councils to pay for locally defined priorities and projects that support intergenerational wellbeing and local democracy, but might not otherwise be funded. This could include building capacity and capability for innovation and collaboration and supporting local hapū/iwi to contribute to work alongside councils on shared priorities. The funding should not be used to offset rates.

While the specifics of the funding allocation and design are beyond the scope of this Review, the Panel suggests applying the following principles.

- **Funding provided by right:** central government does not impose requirements on councils to receive the annual funding.
- **Locally specific priorities:** councils determine what activities are funded annually based on their specific local needs and priorities.
- **Additionality:** the funding is used for activities that contribute to wellbeing or local democracy over and above standard business-as-usual activities. Using funding to offset rates by applying the funding to usual council business would not be acceptable.
- **Equitable distribution:** funding should be distributed to councils on a consistently applied basis, potentially similar to the current Transport Financial Assistance Rate. Specifically, the fund should be allocated to councils in a way that accounts for population, geography, deprivation, and tourist/non-resident impacts.
- **Accountability:** a mechanism should be in place for councils to demonstrate they are applying the funding to appropriate activities.

An intergenerational climate change fund

The climate change challenge facing Aotearoa New Zealand and the rest of the world is huge, and councils have a significant role in helping communities and businesses adapt to climate impacts in their areas.

The future climate challenge for local government will exacerbate the existing challenge of addressing the infrastructure deficit of the past 30 years. To ensure both central and local government are well placed to meet the challenge, there needs to be a joined-up and sustained approach.

Investment is required in climate change adaptation, especially in areas prone to flooding or vulnerable to the impacts of sea-level rise.

Without a comprehensive and sizeable fund to enable the country to respond to these challenges, we will be constantly caught responding to the next crisis.

The Panel recommends establishing a fund for climate change adaptation efforts across the country (Rec 15). This fund, combined with the resources of local government, insurers, and private property owners, will need to bear the brunt of climate adaptation costs. The Productivity Commission has also recommended a fund, and this is consistent with other calls for change (NZPC 2019).

While the specific details are out of scope of this Review, the Panel envisions:

- significant local input into decisions about priorities and, as appropriate, the application of the fund
- the fund taking a holistic view of needs across the country
- the fund's administration recognising that different areas will have significantly different adaptation needs and may require investment at different levels and timescales.

Climate change mitigation efforts will also require funding at a local and national level. Whether this should form part of the fund is something that needs further consideration. The Panel considers that while the fund should be dedicated to adaptation and addressing significant community climate challenges, there may be reason for it to also address some mitigation matters. While local government will have a role in climate mitigation, it will be increasingly baked in to business-as-usual for all government and non-governmental entities. However, there may be circumstances where use of such a dedicated fund for mitigation activities is warranted.

There are a variety of ways this could be funded, including through the Emissions Trading Scheme (ETS), specific levies, or general taxation. It is beyond the scope of this Review to provide recommendations in this respect.

Central government agencies pay rates on their properties

Central government agencies pay limited or no rates and charges on their properties. Successive reviews have recommended this change (see NZPC 2019 and LGRI 2007) but it has yet to be implemented. In a limited number of locations some central government agencies pay targeted rates only for sewerage (wastewater), water, and rubbish collection if they are separately charged by the local council.

The Panel recommends central government pays rates and charges on its land and capital improvements (Rec 14). There is nothing to stop this from being enacted now – all that is needed is political will. Central government paying rates would be a signal of good faith and a sign of central government commitment to a more equitable funding model.

Other changes to the funding and finance system

The Panel believes the following interventions would address some of the other issues we found that earlier funding and financing reviews also identified:

- widen the toolbox of revenue streams available to local government
- address issues specific to rating on Māori land
- enable financing for community outcomes.

The Panel also recommends Cabinet be required to consider the funding impact on local government of proposed policy decisions (Rec 16). This would be a step towards stemming the flow of additional responsibilities placed on local government without additional funding.

Widen the toolbox of revenue streams available to local government

The Panel considered potential revenue streams councils could use to supplement rates and increase the diversity and sustainability of funding to support wellbeing outcomes (for more detail, see Chapter 8 of the draft report).

The Panel suggests making legislative and policy changes to make additional funding tools broadly available to local government and easier to implement. Most of the tools listed below are currently used in some places in some capacity, but implementation can be challenging.

- **Road congestion and tolling charges** which contribute to the cost of providing new infrastructure and can provide incentives for road users to consider other transportation options. These changes can potentially reduce demand on roads and contribute to lowered emissions.
- **Bed taxes and visitor levies** that are charged to visitors. These levies would help fund the additional infrastructure needed to accommodate peak tourist demand, beyond the needs of locals.
- **Value capture targeted rates**, which would allow local authorities to capture some of the increase in property values resulting from infrastructure investments. However, it is challenging to craft fair and equitable value capture provisions.
- **Volumetric charging** to businesses and households helps with the recovery of costs and enables councils to manage demand. At the moment, these charges are used for water in some places, but could also be applied to kerbside waste.

Address issues specific to rating of Māori land

The design of the rating system does not respond effectively to issues and circumstances associated with Māori land (New Zealand Government 2020). These circumstances include the historical context of land takings by the Crown and by extension, local government. This also includes land that has been locked up in planning or by encumbrances, and abandoned property that has been transferred in Treaty settlements and other mechanisms.

The rating system needs to provide tools and flexibility for councils to adjust rating to address issues specific to Māori land. Councils, landowners, land trusts, and post-settlement governance entities need to work together to determine and agree what is fair and reasonable in setting and collecting rates.

These changes will require revision of the Local Government (Rating) Act 2002.

Enable financing for community outcomes

In addition to the revenue streams listed in this section, councils rely on financing (usually through borrowing) to pay for large investments like infrastructure. An increasing number of councils have signalled they are reaching their prudent borrowing limits. This is usually because they have needed to borrow heavily to meet new infrastructure and growth challenges, or to meet changing community expectations.

Most councils rely on the Local Government Funding Agency (LGFA) to secure part or all of their financing. The LGFA is an important vehicle which helps ensure capital is available to councils on very competitive terms and conditions. In the future, local government needs to work with others in addition to the LGFA to support place-based investment. Examples of approaches to enable funding and financing for local community outcomes include:

- **a ratepayer financing scheme**, which has been conceived by LGNZ in consultation with a financial advisor
- **community, business, and philanthropic organisations** coinvesting in public good and community priorities
- **revenue bonds**, which are a class of local government bonds issued to fund public projects which then repay investors from the income created by that project. These are currently used in the United States to raise debt for specific projects.



Recommendations

8 Establish a dedicated Crown department to facilitate a more effective working relationship between local and central government that focuses on:

- a relational-based operating model to align priorities, roles, and funding
- brokering place-based approaches and agreements to address complex challenges and opportunities
- research, development, and innovation capability that equips local government to maximise intergenerational wellbeing for its communities.

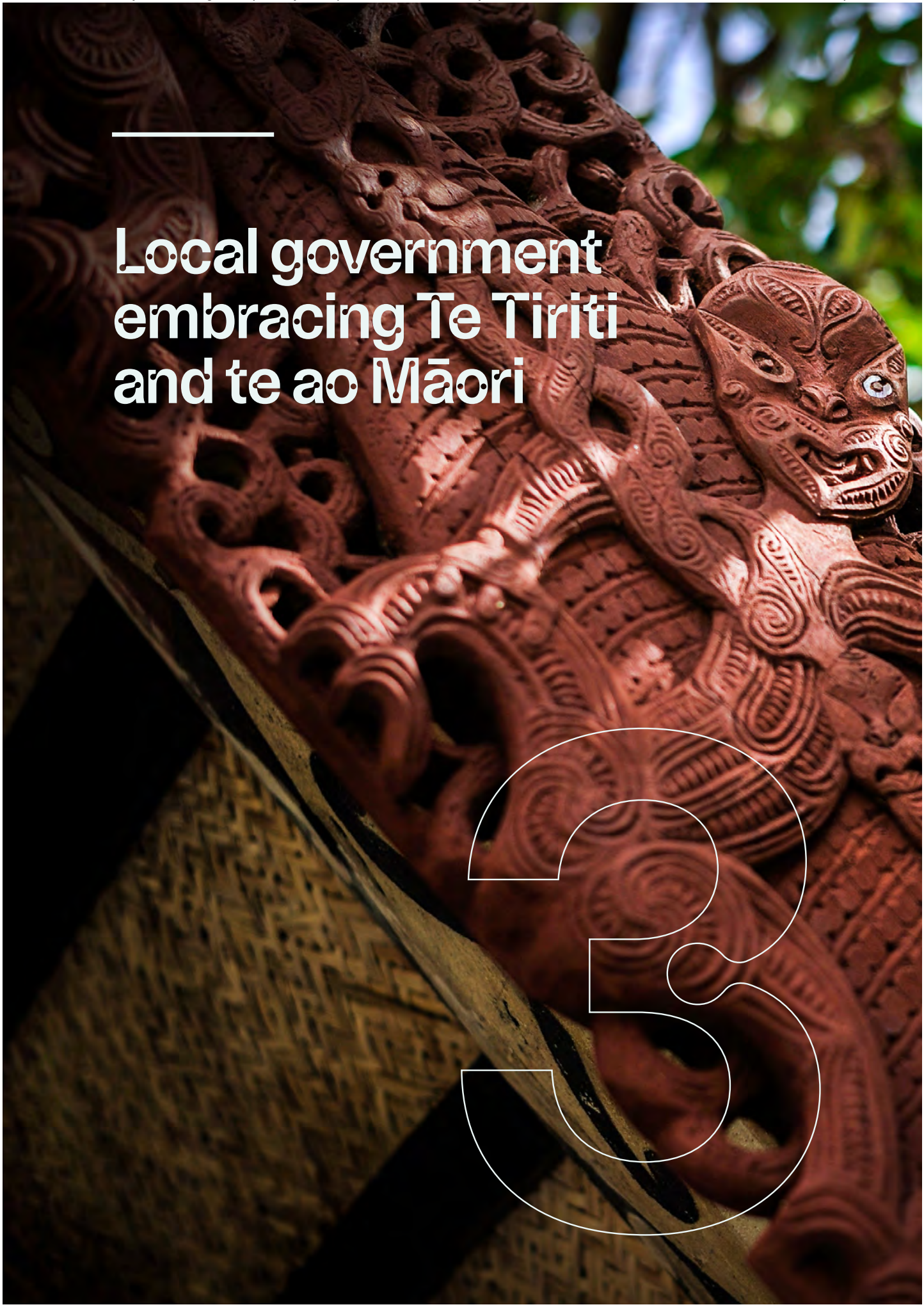
13 In order to prioritise and deliver on wellbeing, central government makes a greater investment in local government through:

- an annual transfer of revenue equivalent to GST charged on rates
- significant funding to support local priorities, place-based agreements, and devolution of roles.

14 Central government pays rates on Crown property.

15 Central government develops an intergenerational fund for climate change, with the application of the fund requiring appropriate regional and local decision-making.

16 Cabinet is required to consider the funding impact on local government of proposed policy decisions.



Local government embracing Te Tiriti and te ao Māori

3

Aotearoa New Zealand's history, culture, natural environment, and constitutional basis is different from any other nation. Its system of local democracy should reflect this.

Hapū/iwi have governed their respective rohe and takiwā for hundreds of years through the exercise of rangatiratanga. A number of Māori organisations and rōpū have been formed to meet the contemporary challenges of colonisation, health and social deprivation, and economic opportunities. They have a vital role in leading and supporting whānau to achieve intergenerational wellbeing.

Te Tiriti o Waitangi provides context and grounding for the relationship between local government and hapū/iwi and Māori.

A future local government system needs to honour and give effect to Tiriti-based partnership between local government and Māori at a system-wide and individual council level. Local government must embody a more culturally specific exercise of kāwanatanga, where te ao Māori, mātauranga Māori and tikanga are woven into its fabric. This will support councils to create a safe place for Māori and deliver enhanced wellbeing outcomes for all communities.

This chapter covers:

- a distinctive system of local democracy that embraces te ao Māori
- a Te Tiriti-based partnership between local government and Māori.

The actions described in this report support the move to a partnership relationship and a system of local democracy that embraces te ao Māori in many ways.

What do we mean by rangatiratanga and kāwanatanga?

Conceptions of rangatiratanga are far from uniform, reflecting the varied histories and customs of different hapū/iwi, but at a high level, we have understood rangatiratanga as a concept of political, social, and cultural authority – closely linked to self-determination – through which Māori exercise control or influence over their own institutions, communities, property, and overall wellbeing (including the public goods and services they receive for their benefit).

We understand it to function at both a collective level (in terms of hapū/iwi), and at a whānau/individual level – as in the relationship between a parent and a child or in the choice individuals exercise about how they lead their lives. In this sense, rangatiratanga is fundamentally contextual in meaning – it evolves over time in Māori communities and its application or exercise takes different forms in different situations.

Most importantly, as with any concept related to self-determination, we understand the exercise of rangatiratanga to be critical to achieving better and equitable outcomes for Māori, and to maximising overall wellbeing for communities.

Kāwanatanga, the ethic of governorship, is historically derived from the term ‘Kawana’ or Governor, who in 1840 was the Crown representative in Aotearoa New Zealand that signed Te Tiriti o Waitangi. In contemporary times, Kāwanatanga refers to the Governor and authority delegated to and vested in Parliament, the judiciary, and the executive of government. Local government is often referred to by Māori as an agent of Kāwanatanga as it carries out roles and functions enshrined in legislation that give practical exercise of Te Tiriti o Waitangi at place.

Te Tiriti o Waitangi and local government

Te Tiriti recognises shared authority and the existing rights of iwi and hapū to manage their own affairs, including tino rangatiratanga (full authority) over environmental, social, cultural, and economic relationships. There is a growing understanding and recognition that local government has responsibilities to Māori to give effect to Te Tiriti, and to work in partnership with hapū/iwi within their respective rohe and takiwā.

Māori citizens are also entitled to make culturally distinctive contributions to council decisions and have their voices represented in governance or activities in the kāwanatanga sphere. Still, Te Tiriti will be foundational to how local government partners with and works in relation to hapū/iwi in matters of local governance.

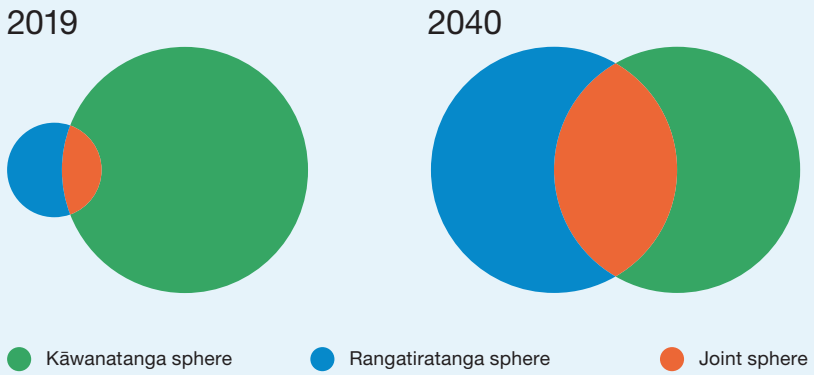
Te Tiriti o Waitangi
The Treaty of Waitangi

The Panel uses the term 'Te Tiriti' in this report to refer to Te Tiriti o Waitangi/The Treaty of Waitangi. 'Te Tiriti' is used to refer to the combined effect of the English and Māori texts and how that affects the relationship between Māori and local government. See the Te Tiriti-based partnership between local government and Māori section below for further information about Te Tiriti articles in the context of local government.

The combined effect of Articles One and Two of Te Tiriti leads to what previous scholarship (IWGCT 2016) articulates as two distinct 'spheres of influence' – different and overlapping forms of public authority. The rangatiratanga sphere represents Māori governance over people and places, and the kāwanatanga sphere represents Crown (and its statutory delegates') governance. There is also a relational sphere, the overlapping space where the parties share governance on issues of mutual concern.

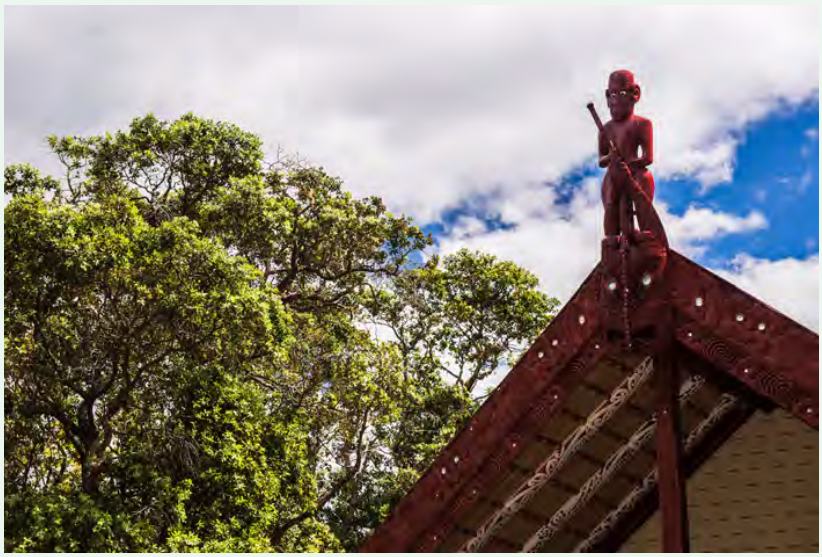
To date, assumptions by the Crown have meant that the kāwanatanga sphere is considerably larger than either the relational or rangatiratanga spheres. Over time, the goal should be to move to equitable rangatiratanga and kāwanatanga spheres and a larger relational sphere.

Figure 4: The spheres of kāwanatanga and rangatiratanga



Source: He Puapua – Report of the Working Group on a plan to realise the UN Declaration on the Rights of Indigenous Peoples in Aotearoa New Zealand.

Te Tiriti is not the totality of the relationship between councils and hāpu/iwi and Māori. The Panel has heard that many relationships with iwi and hapū precede Te Tiriti, for example through He Whakaputanga o te Rangatiratanga o Nu Tirene (the Declaration of Independence of the United Tribes of New Zealand, signed in 1835).



Māori, hapū/iwi, taura here, mātā waka

In the course of our Review, we have given much thought to the role in local governance for:

- hapū/iwi groups exercising mana whenua
- other Māori organisations, such as pan-tribal entities, urban Māori authorities or marae, Māori service providers, and other Kaupapa-based groups
- Māori as citizens and whānau, including communities such as taura here and mātā waka.

We respect the fact that the collective, political authority component of rangatiratanga is predominantly held and exercised by hapū/iwi. Rangatiratanga is derived from the whenua, through genealogical interests, often whakapapa-based and/or through recognised active leadership. For this reason, we expect hapū/iwi to play a lead role in the strategic co-governance or decision-making processes we discuss in these sections.

At the same time, we expect there will be instances where other Māori organisations can add essential value to the local governance process, particularly in the design and delivery of local services.

In addition, we think cultural identity for the purpose of local governance is a very personal, self-determinative concept. Where someone identifies as Māori but lives outside their rohe or chooses not to affiliate with a hapū/iwi, we think they are still entitled to make culturally distinctive contributions to local governance, and for the system to specifically consider their interests.

A distinctive system of local democracy that embraces te ao Māori

As a nation, we are making significant strides in better recognising our shared history, the role of Te Tiriti o Waitangi and the value of te ao Māori. Councils and communities are starting to see how governing differently can support the needs and aspirations of everyone.

The Panel supports a new system of local government that has te ao Māori, mātauranga Māori and tikanga woven into its fabric. This will enable local government to become a better Te Tiriti partner, be a safe place for Māori to work, and deliver enhanced outcomes for all communities in the face of significant wellbeing challenges.

Bringing the strengths of te ao Māori and Western forms of democracy together provides a base from which all cultures can be better represented in local governance. We are not proposing a loss of anything, but the shift to a more diverse and culturally responsive approach to local democracy.

The Panel has benefited from generous contributions of mātauranga from hapū/iwi, who have shared how a diverse range of values define the relationship of iwi and hapū with their people and whenua. These values include whakapapa, mana, mauri, tapu/noa, kaitiakitanga, whanaungatanga, manaakitanga, rangatiratanga, and many others.

Some councils are already embracing Māori culture and values, and this is reflected in their processes and activities. Other councils are still in the early stages of their journey or are yet to get started. The Panel heard from many councils that they wanted to do more.

Barriers to change include a lack of understanding, awareness, or appreciation of te ao Māori. Some people fear the unknown or don't want to get it wrong. The Panel has also heard some people expressing hostility and racism when it comes to making changes. Addressing these issues will require a capability lift and mindset shift across all levels of local government, and in communities more generally.

While all steps towards incorporating te ao Māori perspectives are worth celebrating, change must go beyond tokenistic approaches and be embedded into the way councils do things and relate to others.

Local context is vital: councils will need to work alongside hapū, iwi, and Māori to identify how to give effect to this more culturally specific exercise of kāwanatanga in their area. Some common threads will emerge as practices are embedded and mature. We would expect to see – and in some cases are already seeing:

- tikanga incorporated into council operating and engagement practices
- te ao Māori values underpinning council decision-making
- concepts like collective wellbeing and the interconnectedness of all aspects of hauora guiding how councils think about and carry out their work
- mātauranga Māori sitting alongside Western science to inform how councils carry out their roles and functions

- te reo Māori being used within councils and being championed in communities
- towns and cities with distinct identities reflecting and embodying the histories and stories of the area and those who have lived, and continue to live, there.

To give effect to this change, the Panel recommends that councils prioritise and invest in developing and strengthening their capability and capacity in the areas of Te Tiriti o Waitangi, te ao Māori values, mātauranga Māori, tikanga, and the whakapapa of local government (Rec 6).

Embedding tikanga

Tikanga includes the Māori ways of doing things – the customary processes and protocols that guide interactions and decision-making between people and the environment they live in. One example is opening and closing meetings with karakia, which brings people into space together and sets a tone and intention for the meeting. Tikanga also can inform the ways councils carry out their roles and functions in a holistic way to consider impacts on other people and the environment.

Reflecting whakapapa and local stories

Many councils are working with iwi and hapū to help create spaces and places that reflect and acknowledge the unique histories and stories of people and place. Te Pono New Plymouth Airport terminal was designed to have a specific sense of place and connection to the land it is built on (Lukid Media 2021). The site holds significant value to Puketapu Hapū, who collaborated on the project, and their origin story is woven throughout the airport design.

Steps to get there

A more culturally specific exercise of kāwanatanga will require a significant lift in capability and shift in mindsets across the sector. Councils need to prioritise and allocate funding and staff time to grow the necessary skills and cultural competency.

This shift is a vital part of designing and implementing new council operating models (as discussed in Chapter 5). Councils will need to support and embed tikanga, mātauranga Māori and te ao Māori perspectives into their day-to-day work. This includes leadership, values and culture, mindsets, organisational design, processes, and policies.

In particular, the Panel expects:

- accountability to be embedded within council organisations and governance. Chief executives and elected members should be required to promote and incorporate tikanga within their organisations

- councils to develop workforce plans to increase their capability and capacity. Councils should also recognise and value existing staff cultural expertise.

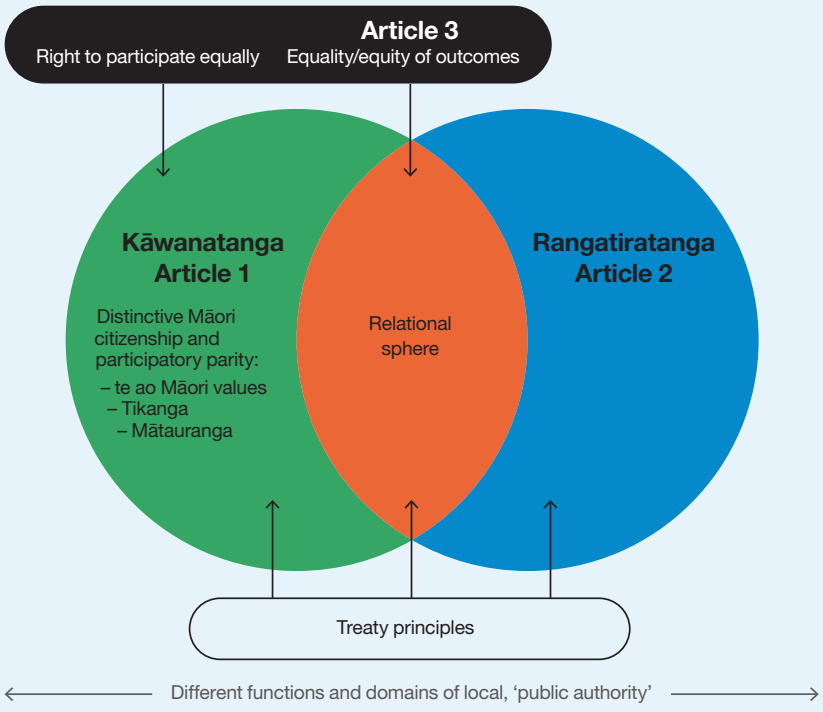
To ensure operational change is embedded into the fabric of local government, we think legislative change is required. The Panel recommends amending the Local Government Act 2002 (LGA) to give councils a statutory obligation to recognise and embed te ao Māori, mātauranga Māori, and tikanga in their operating models (Rec 6).

A Te Tiriti-based partnership between local government and Māori

The future system of local governance needs to bring together the strengths of local government, hapū and iwi to help drive positive change for communities at place. This will require enduring, mutually beneficial, reciprocal relationships between local government and Māori, supported by the wider system.

The nature of partnership and understandings of Te Tiriti have evolved significantly in the past decade. As a result, the ways central and local government consider their obligations to Te Tiriti, to hapū and iwi at place, and to Māori citizens more broadly, is changing.

Figure 5: A Tiriti-based partnership between Māori and local government



The local nature of both councils and hapū and iwi means there is a big area where their interests and activities overlap. This offers an opportunity to improve wellbeing outcomes for communities by building stronger Māori–local government relationships and a more holistic approach to governance.

The relationships should be underpinned by Te Tiriti o Waitangi articles and principles. Local government should enable the local expression of kāwanatanga (Article 1) through increased opportunities for active and consistent Māori participation and representation in governance. Under Te Tiriti, hapū and iwi maintain rangatiratanga and rights to manage their own affairs (Article 2). However, relationships between local representatives of the Crown and Māori extend beyond and in some cases precede Te Tiriti. Since the signing of Te Tiriti, the Crown and Māori have continued to navigate the complex coming together of two parties. More broadly, Māori also have the right to be actively involved as citizens (Article 3).

The current state of hapū/iwi–local government relationships

Many councils already have established relationships with iwi and hapū. These relationships are expressed in many different formal and informal ways. They include voluntary arrangements that provide for iwi/Māori membership on committees of council or a specific advisory role in the local authority structure, formal agreements for sharing or involving hapū/iwi in specific statutory functions, and wider co-governance models established via settlement legislation.

Some councils are already building strong reciprocal relationships and really trying to embody a Te Tiriti partnership and approach to governance. This includes strengthening their local relationship, improving internal capacity and capability, resourcing hapū and iwi for their contribution to local government activities, and developing local spaces that tell the story of people and place.

> "Waikato District Council supports a more Te Tiriti-centric approach to local government based on the understanding that Te Tiriti o Waitangi is a partnership between Tangata Whenua (the indigenous people of Aotearoa New Zealand) and Tangata Tiriti (all non-indigenous New Zealanders)."
>
> *– Waikato District Council*

For inspiration we can look to Te Pā Auroa nā Te Awa Tupua – the framework for the Whanganui Awa. This settlement legislation provides not just a role for iwi in decision-making, but wider recognition of the personhood of the awa itself and a values framework that centres the importance of caring for the whenua and wai.

While some councils are welcoming the growing partnership, others are challenged by the nature of shared authority and what it means in practice, leading to a huge variety of relationships across the country.

The current system conditions do not support a consistent and sustainable approach to partnership for a number of reasons.

- Relationships often rely on specific council members or staff rather than an embedded organisational approach that is reflected across the layers of governance and roles in councils. If council members or staff change, it can have a significant impact on the relationship between the council and hapū or iwi.
- Capacity and capability challenges constrain the ability of local government and Māori to engage constructively or to their greatest effect in local governance. Councils are often constrained in their capacity to truly partner with Māori, and initiatives to lift cultural and Te Tiriti capability are often not broad or sustained enough to ensure lasting change.
- Many hapū/iwi groups are under-resourced to meet the range of advisory and engagement requests they receive, or feel the level at which this engagement happens is not meaningful.
- In urban environments, many Māori organisations and rōpū (including marae) provide a range of social and cultural services, community outreach, education, and advocacy. They are not always afforded the mana or status to be successful.
- Council staff and elected members often do not recognise that local government has a whakapapa and a historical relationship with Māori at place.
- There has been a long-standing debate around local government's responsibilities to Te Tiriti in its local exercise of kāwanatanga. Legislative conditions and provisions are not sufficient to guide councils or set clear expectations and ensure accountability. As a result, arrangements aimed at achieving a measure of shared authority or enabling substantive hapū/iwi input into local government systems and processes have evolved in an ad hoc and piecemeal way.

While legislation cannot define or provide for a relationship, it can set (or fail to set) a framework to ensure the relationship strives for partnership. The current legislative baseline for the Māori–local government relationship is spread across a number of statutes, including the core requirements in the LGA and specific obligations in a range of local government-related statutes (including the Resource Management Act 1991, The Reserves Act 1977, the Heritage NZ Pouhere Taonga Act 2014, Local Electoral Rating Act 2002, Marine and Coastal Area (Takutai Moana) Act 2011 and specific Treaty Settlement Legislation). As a result, there is a diverse range of practices, agreements, and other arrangements in place across the local government system to facilitate the relationship between councils and Māori. This is outlined in greater detail in Chapter 3 of our draft report, *He mata whāriki, he matawhānui*.

The future we want to see

To give effect to local government's responsibilities, obligations, and opportunities as a Te Tiriti partner, it must embrace and support iwi and hapū to exercise rangatiratanga.

The way local government operates and makes decisions going forward can either undermine or enhance hapū and iwi ability to exercise rangatiratanga. Committing to a respectful and mutually beneficial relationship is an important step.

"Alongside Te Tiriti obligations, the fact of the matter is co-governance with Māori at the local government level just makes sense."
– Whakatāne District Council

The Panel believes a future system of governance that centres on partnership will need to look quite different from what we know today. It will enable the strengths of te ao Māori and the strengths of a western system of local government to weave democratic systems and an approach to place-shaping that are uniquely Aotearoa.

This will include:

- shared decision-making between hapū/iwi and councils in relation to areas of shared priority that relate to Māori rights and interests
- growing hapū/iwi capacity and opportunity to identify areas of greatest interest and aspiration and enact the change
- creating the right conditions and spaces for councils and iwi and hapū to collaborate, tell stories of the places they are connected to and passionate about, and build a shared understanding of local whakapapa
- Māori citizens expressing their culturally specific preferences for services, representation, and participation
- creating a greater level of transparency and accountability for both partners.

"I would like to emphasise the importance of genuine partnership between local and central government with Māori communities. It is only through working together and recognising the unique perspectives and experiences of all New Zealanders that we can build a stronger, more inclusive and equitable society."
– Individual submission from a councillor

The Panel considers a range of actions can support the move to a more enduring, mutually beneficial relationship. Some of these are agreements and legislative requirements to support partnership. Culture and practice shifts are also needed to build and cement relationships. For this reason, other recommendations focus on capability, capacity, and leadership.

Steps towards stronger relationships

Developing a new legislative framework for Te Tiriti-related provisions

The Panel recommends creating a new legislative framework for Te Tiriti in the LGA (Rec 3). While core requirements in the LGA fall well short of a Tiriti-based partnership, there is a real willingness from many in local government to deepen the relationship and deliver better outcomes for Māori if only the framework provided greater clarity and guidance.

> "If this legislative change were to cement local government formally as a Te Tiriti partner, it would create a shared responsibility and significant anchor for the ongoing partnership between central and local government that we believe must be recognised and supported by central government"
> *– Kāpiti Coast District Council*

Currently, the LGA includes core requirements for councils to maintain and improve opportunities for Māori to contribute to decision-making processes, and to consider ways they may foster the development of Māori capacity to contribute to decision-making processes (see Section 4, referring to provisions in Parts 2 and 6 of the LGA). However, current requirements provide little guidance as to the impact of Treaty principles on the role of Māori in local governance, failing to reflect the breadth or depth of obligations needed to provide for a meaningful expression of rangatiratanga.

The Panel recommends that legislative changes should explicitly recognise local government as a partner to Te Tiriti o Waitangi to strengthen authentic relationships in the local exercise of kāwanatanga and rangatiratanga (Rec 3). The new framework should drive a genuine partnership in the exercise of kāwanatanga, including by recognising te ao Māori values. Central government would lead this legislative change process, but must do so inclusively with local government, iwi, hapū, and Māori.

There are a number of design considerations for such a legislative framework, which should explicitly recognise te ao Māori values and conceptions of wellbeing. It could also provide principles for involving Māori in the exercise of decision-making authority and service design, and make specific provision for equity in local outcomes, cultural specificity of local services, and the incorporation of mātauranga Māori.

Developing partnership frameworks

The Panel recommends introducing a statutory requirement for councils to develop and agree partnership frameworks with hapū/iwi and significant Māori organisations in their area (Rec 4). These would be comprehensive, integrated frameworks that act as a platform for rounding out or filling gaps in existing arrangements between councils and hapū/iwi. They can be established now, but will need to evolve as new council structures and approaches to roles and functions develop.

Partnership frameworks are an opportunity for the parties to consider, within the broader change package recommended by the Panel, what the greatest opportunity for the Māori–local government relationships are in their rohe.

The frameworks would be formal and binding, yet adaptable. They would complement existing agreements and ensure all groups in a shared rohe are involved in local governance in a meaningful way.

> "We have distinct settlement and co-governance mechanisms in place with both the Crown and councils that must be recognised and embedded in any new system of local government."
> – Raukawa Charitable Trust

Partnership frameworks – and the process for developing them – would give partners an opportunity to:

- outline the working relationship between councils and hapū/iwi and Māori
- voice individual priorities and agree on joint priorities. This could include opportunities for iwi, hapū, or Māori organisations to deliver services relating to their values or priorities
- confirm ways of working together to streamline council engagement practices, complement and strengthen existing and evolving arrangements such as Treaty settlements, and collectively deliver greater outcomes to and for the community
- confirm appropriate governance arrangements, including but not limited to hapū and iwi representation on the council outlined in Tiriti-based appointments (see Chapter 4).

In almost all cases, Māori and local government would not be starting from scratch. Any existing formal agreements or Treaty settlements would stay in place, but could potentially be incorporated into the framework where appropriate.

Resources, including guidance and funding, will need to be provided to support the establishment of local frameworks. The stewardship institution described in Chapter 5 could help with guidance and transitional funding to help establish the process. It would be up to future councils and hapū/iwi partners to fund and develop partnerships on an ongoing basis.

Building local government capability

For local government to build relationships in mana-enhancing and enduring ways, council staff and elected members will need to develop and maintain their capability and capacity. This includes building knowledge of Te Tiriti o Waitangi, the whakapapa of local government, and te ao Māori values.

No relationship can flourish if the parties do not have the time or the ability to nurture it and to fulfil their obligations to each other in the fullest sense. To ensure this essential capability is built and maintained, the Panel recommends giving councils and chief executives specific responsibility to develop and maintain the capability of council staff and elected members in these areas. This capability-building requirement is mentioned further within Chapter 5 and the transition funding recommendations discussed there.

Reviewing engagement requirements

Fundamental to a more meaningful expression of rangatiratanga in local governance is pushing past what has been described to us as the 'contribution paradigm' in hui with hapū/iwi and by Māori working in the local government sector. Currently, many hapū/iwi groups are overburdened by advisory and engagement requests from central and local government. The current principle of providing opportunities for Māori to contribute to decision-making processes does not set an aspirational standard that equates to partnership.

> "Genuine engagement with iwi Māori results in better decision making, more robust and lasting solutions and more engaged people and communities."
> – Dunedin City Council

The Panel recommends central government leads a comprehensive review of requirements for engaging with Māori across local government-related legislation, considering opportunities to streamline or align those requirements (Rec 5).

Funding the change

The changes outlined above will require funding. In the long term, an empowered, stable system of local government and hapū/iwi and Māori partners may be able to invest in and maintain their own capability and capacity for this purpose. However, the current system is insufficient to enable the quick ramp-up of capability and capacity that is needed for these changes to stick. Treaty settlements were never intended to put Māori in a position to fully exercise their role as a contemporary Treaty partner in local governance, and small councils with low rating bases are not able to fund an immediate increase in their own capability or support for Māori.

> "Resource and capacity constraints are already a significant barrier to meaningful participation and partnership, particularly for pre-settlement iwi (though we note capacity issues do not disappear after settlement)."
> *– Horowhenua District Council*

To build, strengthen and maintain relationships in the long term and secure confidence in a new system, transitional funding from central government for at least five years is required. This will include money for councils to build Te Tiriti and te āo Māori capability and relational funding for building mana whenua relationships. It will also include funding for hapū/iwi and Māori to engage with councils on designing and advising on these capabilities. The requirement for ongoing funding will need to be assessed to maintain these new and enhanced capabilities in the future.

For the recommendations in this section to succeed, local government, Māori, and central government need to navigate complex relational and legal settings. Together, they will need to pave a way forward that can be built and strengthened over time as trust grows, opportunities change, and learnings are shared across the country.

Other changes are needed to support the relationship

Many recommendations and suggestions elsewhere in this report also support the relationship between local government and Māori, including:

- addressing issues specific to rating on Māori land (Chapter 2)
- potential to devolve roles and functions to iwi and hapū (Chapter 2)
- reducing the threshold for establishing Māori wards (Chapter 4)
- enabling Te Tiriti-based appointments to councils (Chapter 4).

The Panel explores the relationship between local government and Māori broadly and deeply in both the interim and draft reports. Understanding the current context and how the system of local governance has evolved is critical to ensure decisions made in the future respond appropriately to recommendations outlined in this final report. We continue to support the ideas expressed in the draft report, which promote a strengthening of the Māori–local government relationship across all levels of the system.

Recommendations

3. Introduce new provisions in the Local Government Act 2002 that explicitly recognise local government as a partner to Te Tiriti o Waitangi and te ao Māori values to strengthen authentic relationships in the local exercise of kāwanatanga and rangatiratanga.
4. Introduce a statutory requirement for councils to develop partnership frameworks with hapū/iwi and Māori to give effect to new Te Tiriti provisions in the Local Government Act 2002 that create new governance arrangements and complement existing ones.
5. Central government leads a comprehensive review of requirements for engaging with Māori across legislation that impacts local government, considering opportunities to streamline or align those requirements.
6. Amend the Local Government Act 2002 to require councils (elected members and chief executives) to prioritise and invest in developing and strengthening their capability and capacity in the areas of Te Tiriti o Waitangi, te ao Māori values, mātauranga Māori, tikanga, and the whakapapa of local government in order to make local government a better Te Tiriti partner.

Replenishing local democracy



Citizens' participation in local government decision-making is not just as a tool that contributes towards growing local democracy but a vital part of the essence of democracy itself.

Traditionally, local councils' mandate to govern relies on the convention that local government fully represents the community. It is challenging for increasingly diverse communities to be fully represented with the current form of local governance. For local government to fulfil its democratic purpose and potential, it needs to enable broad citizen participation through a range of democratic tools and not rely solely on elected members to provide democratic voice.

Currently, Aotearoa's local democracy is hampered by low rates of participation in local elections, engagement processes that do not meet the needs of everyone in the communities, and elected officials that don't always have the capability or training they need to thrive in their roles and build courageous, innovative leadership.

"It is a challenge to encourage engagement with Council. There seems to be an increasing mistrust of governments which is not a phenomenon unique to Upper Hutt or even New Zealand. More will need to be done at an all of government level to build trust and encourage participation in all Civic matters."
– Upper Hutt City Council

A system of local government that is fit for the future will ensure robust, representative, and inclusive local democracy.

In this chapter, the Panel makes a series of recommendations to help build the capability of local government, ensure voting and elections are effective and inclusive, and expand the opportunities for people to have an active say in how their communities are governed.

In this chapter, we discuss:

- building greater citizen-led democratic participation through the expanded use of deliberative and participatory democracy tools
- ensuring more representative local democracy with diversity around the council table
- ensuring effective council governance through increasing capability and accountability.

Greater citizen-led democracy

Active community participation is a feature of any robust democracy. It is important for people to feel connected to decisions that impact them, their whānau and community, and future generations.

Voting in elections is the main way people currently participate in local democracy. However, elections are just one tool for making sure local decision-making is representative of communities' needs and aspirations. There are emerging and innovative ways for people to have their voices heard in order to shape the places they live.

Guided by provisions in the Local Government Act 2002 (LGA), current council engagement and consultation processes can often be reduced to a compliance exercise, rather than deeper engagement and collaboration. Councils often struggle to engage meaningfully with diverse groups during their engagement processes, leaving Māori, Pacific peoples, youth, and lower socio-economic whānau underrepresented.*

* We can see this through Auckland Council's plan 2050, in which analysis from RNZ showed three quarters of submissions were from Pākehā or European descent, two thirds from high income areas and 70% were aged 35 or older. 7% of submissions were from Pacific peoples, while they represent 15% of the population. In this scenario the importance of place-based participation was jeopardised by over-representation of submissions from outside the area being discussed (Newton 2018).

Local government needs to be an *enabler* of democratic decision-making, not the *holder* of it. This means local democracy needs to expand beyond voting and traditional forms of engagement towards greater citizen-led democratic participation and innovation. People need the opportunity to fully participate in decision-making on policies and issues that affect their futures and future generations.

The Panel recommends that local government and councils develop and invest in democratic innovations, including participatory and deliberative democracy processes (Rec 10).

Across the world, public authorities are increasingly using representative deliberative processes to involve citizens more directly in solving the most pressing challenges.

Citizen-led democracy practices in Aotearoa New Zealand should be designed in a way that reflects our increasing diversity, embodies Tiriti-based partnerships, and seeks out innovative ways to hear and reflect the voices of the whole community.

Deliberative and participatory tools can increase trust between councils and communities. Local government trusting citizens to make decisions on community issues is critical to tackling challenges such as intergenerational equity, long-term planning, and climate change resilience and mitigation.

To get there, the Panel suggests:

- local government and councils invest in and lead development of a citizen-led democracy framework and an implementation and action plan
- establishing a Centre of Excellence model for participatory and deliberative democracy in local government
- reviewing the legislative mandate around engagement processes.

To support this change, transitional funding will be required for local government to trial participatory and deliberative democracy processes.

The next review of the LGA should review the description of engagement and consultation methods in light of the desired shift towards more use of citizen-led tools and practices.

If citizen-led democracy is expanded and implemented around the country, it is expected that tick-the-box consultation and engagement exercises will decrease over time. However, retaining some baseline engagement requirements for councils will still be important, especially for significant decisions.

Understanding deliberative and participatory practices

With both deliberative and participatory democracy practices, citizens are trusted to have a say on what decisions are made and how to make them.

Participatory practices

Participatory practices enable people to voice their opinions on a topic, such as council priorities and budgets. They usually involve self-selected groups and enable participation from all citizens who are willing and able to engage (Willis 2020). Town hall meetings, council engagement processes, long-term planning consultation, and participatory budgeting are examples of participatory practices.

Deliberative practices

Deliberative practices involve a representative sample of the population responding to a particular question. Participants are randomly selected to remove the bias that can come with self-selection. The technical term for this process is sortition. Participants are provided with all relevant information and expert advice on a specific issue. They then discuss and deliberate the issue to reach consensus and make decisions. Citizen assemblies and citizens juries are examples of deliberative practices (Lodewijckx 2020).

Growing citizen-led democracy in communities

The use of deliberative tools is emerging in Aotearoa New Zealand to enable communities to have a more direct role in strategic direction-setting and making decisions with intergenerational impact.

The specific tools that councils decide to use will depend on their needs and what will be most effective for the issue at hand.

Research across the field has shown that a well-facilitated group of citizens can make better decisions than a group of experts, even on issues with technical elements. Citizen groups come to the topic with an open mind, and the cognitive diversity and range of views can lead to smarter, more legitimate decision-making (Hartz-Karp and Carson 2013).

In developing and expanding citizen-led democracy processes there is a lot we can learn from existing practices in our own communities. Across the motu, Māori and Pacific peoples' communities have long used their own collective decision-making and considered deliberation processes. Local government can learn from existing Māori and Pacific tools for decision-making, such as embedding wānanga and talanoa as ways to reach consensus on decisions that have intergenerational impact. These tools are often based on discussion and/or consensus and often occur over a longer timeframe.



Koi Tū and Watercare Citizens Assembly

In 2019, the team at Koi Tū: The Centre of Informed Futures were awarded an MBIE Endeavour SmartIdeas Grant to develop and test an Aotearoa New Zealand adapted deliberative democratic model (Bukiljas et al 2023). They collaborated with Watercare to design and implement a deliberative democracy process that would answer the question 'What should be the next source of water for Auckland, post-2040?'. The project also aimed to explore how to make deliberative democracy consistent with Te Tiriti o Waitangi and the rights of mana whenua while also recognising the increasingly multicultural nature of Tāmaki Makaurau Auckland.

A citizens' assembly of 40 Aucklanders was brought together to deliberate and make recommendations. Participants were selected as a sample that reflected the city's adult population in the 2018 Census, with regard to age, gender, education, ethnicity and home ownership. Over four days in 2022 and in three short online meetings, these citizens came together to learn from experts across various disciplines and institutions. They deliberated and made recommendations which were presented to Watercare leadership. Overall, the project indicated that deliberative democracy has great potential for advancing public participation and good decision-making in Aotearoa New Zealand.

A framework and implementation plan

Enabling and incorporating citizen-led democracy will require investment in capability and capacity for specialist planning and facilitation. Councils will need to learn participatory and deliberative democracy practices and implement them in a way that incorporates te āo Māori and Pacific processes such as wānanga and talanoa.

To build the field and related best practices, a participatory and deliberative democracy framework and an implementation and action plan should be developed. They would include information on deciding what citizen-led democracy tools are appropriate for which issues, advice on ensuring processes are compliant with or responsive to Te Tiriti, and other topics.

To support local government, it will be necessary to grow the capability for delivering citizen-led democracy. This could involve a group of experts who can advise councils directly, and help councils build their skills and develop appropriate practices – for example, sortition. Access to this expertise could be through a distributed model.

Reviewing the legislative mandate around engagement processes

Along with the broader shifts towards enabling more use of citizen-led democracy tools, the Panel suggests that the next review of the LGA considers the legislative provisions relating to engagement, consultation, and decision-making to ensure they provide a comprehensive, meaningful, and flexible platform for revitalising community participation and engagement. This would include:

- providing a more comprehensive and contemporary set of community engagement principles to inform council approaches to community participation, including a general direction to include the use of more deliberative decision-making and participatory mechanisms
- requiring a comprehensive review of requirements for engaging with Māori across local government-related legislation, considering opportunities to streamline or align those requirements.

Supporting greater access and participation in local body elections

Local voter turnout has declined over the past three decades and a significant proportion of people are not engaged in local body elections. In the 2022 local body elections, eligible voter turnout was 36%, down from 42% in 2019 (RNZ Oct 2022).

The Justice Select Committee inquiry into the 2019 local elections considered that 'one of the main reasons for voter turnout decreasing since 1989 is the poor coordination and resourcing of local election campaigns' (House of Representatives 2021).

The Panel considers if the recommendations and suggestions made elsewhere in this report are implemented, local government will become more relevant to eligible voters and support a higher turnout. However, the current way local elections are run is not fit for purpose, and certainly will not support local democracy for the next 30 years.

The Panel suggests the following changes to improve local body elections:

- ensuring the way people cast their votes is fit for the future
- having the Electoral Commission administer local elections.

Ensuring the way people cast their votes is fit for the future

The current postal voting system for local body elections is not adequate for the next 30 years. Through submissions and media reports (RNZ Sept 2022) we heard that postal delays during the 2022 local government elections prevented voters from receiving ballots, and that some people did not find it easy to vote. In some areas, post boxes are being systematically removed, making access difficult.

As reliance on the postal system reduces, the Panel encourages decision-makers to explore a range of alternative options for distributing and receiving votes in local body elections. This will help to make voting in local body elections fit-for-purpose and accessible to everyone. As technology develops, the opportunity to adopt electronic and online voting systems needs exploration. However, the Panel recognises that there are risks in online voting relating to security and electoral integrity. These must be able to be appropriately managed while maintaining trust in the system before this method is adopted.

The Electoral Commission to administer local elections

Local authorities are currently responsible for administering local elections in their areas. While a few councils undertake this function themselves, most engage an independent contractor to be the electoral officer and run the election process.

There are benefits from the localised delivery of elections, including the ability to better tailor election processes to local circumstances. However, the current approach also means:

- electoral law may not be interpreted and applied consistently across the country
- there are different levels of voter support and promotion activities across the country depending on each council's budget
- it is not always possible for councils to acquire the specialised surge capacity they need to engage fully with electoral issues
- there is often little incentive for incumbent members to support efforts to increase the number of candidates standing for election.

The Panel suggests the administration of local elections should be conducted by the Electoral Commission. This includes design and oversight, standard setting, promotional activity, specific initiatives to promote diversity of candidates, determination of the election method, and the conduct of the election process.

We are mindful of concerns previously expressed about the ability of a central entity like the Electoral Commission to attract and maintain relevant staff in the regions. However, we think this problem would be overcome if the Commission had a clear mandate, appropriate funding, and took account of local conditions.

A more robust, representative local democracy

The way the current system works means elected councils are not always representative of the views, demographics, and backgrounds of their communities.

While ethnic diversity is increasing, councils remain predominantly made up of older European/Pākehā members. The average age of elected members is 56–60, and only 13.9% of members are under 40 (LGNZ 2020).

> "When people can see themselves reflected in the local council governing body they can also see the relevance of local government to them."
> *– Canterbury Mayoral Forum*

The Panel recommends changing some specific features of representation and electoral processes (Rec 11):

- adopt ranked voting (STV) as nationwide method for local elections
- lower the threshold for the establishment of Māori wards
- enable Te Tiriti-based appointments to councils
- lower the voting age for local elections to 16.

The Panel also suggests reviewing remuneration for local members. Alongside the other recommendations in this chapter, the Panel considers these changes will help to build a stronger system of local democracy.

Adopt ranked voting (STV) as nationwide method for local elections

Councils currently get to choose between two voting methods for local elections.

- **First Past the Post (FPP)**, where voters use a tick to indicate their chosen candidate/s. The candidate/s with the most votes are elected.
- **Single Transferable Vote (STV),** where voters use numbers to rank candidates in order of preference. Only 15 councils used the STV voting method in 2022, up from 11 in 2019.

STV can be more representative of voters' choices because a vote can be transferred if a preferred candidate does not meet a certain threshold. This transfer of votes avoids wasted ballots. Early research demonstrates that STV leads to improvements in the representation of women (Vowles and Hayward 2021). However, the representative benefits of STV work best when there is a large pool of candidates and wards with more than one seat being contested.

When legislative change is made, the Panel also suggests changing the public-facing name of STV to be more understandable to voters – it is sometimes called ranked choice voting, which may be a clearer option.

Lower the threshold for establishing Māori wards

Māori wards and constituencies provide an opportunity for Māori to have culturally specific, proportionate representation in their area. It is mandatory for councils to consider whether Māori wards should be established in their areas, although it is not mandatory to have them. At the 2022 local body elections, 35 councils had Māori wards or constituencies.

The Panel supports the retention of Māori wards and considers they should be an ongoing part of the local government system. The Panel recommends amending the threshold formula in the Local Electoral Act 2001 to reduce the threshold for establishing Māori wards.

While Māori wards help to support proportional representation, they are not sufficient to provide for Te Tiriti-based partnership at the council table. This is because Māori wards and constituencies were not designed to provide for representation of hapū and iwi or significant Kaupapa-based groups.

Enable Te Tiriti-based appointments to councils

To support Te Tiriti-based partnership between local government and Māori, it is important to have mechanisms through which iwi and hapū can influence council decision-making. This is particularly important while the relational sphere (described on page 70) is still developing and strengthening.

The Panel considers that Te Tiriti-based partnership will be significantly enhanced if iwi and hapū are represented at the council table. We recommend legislative change to allow for Te Tiriti-based appointments to councils and the development of policy and processes to help support this change.

This recommendation reflects that representative mechanisms based solely on the Western ideal of proportional democracy cannot always provide a level of influence consistent with a Te Tiriti-based partnership. We also acknowledge that the collective, political authority aspect of rangatiratanga is predominantly held and exercised by hapū/iwi, and that Māori wards were not designed to ensure representation of mana whenua or Kaupapa-based groups.

Te Tiriti-based appointments are not unprecedented. Under the Canterbury Regional Council (Ngāi Tahu Representation) Act 2022, Te Rūnanga o Ngāi Tahu can appoint up to two members of the Environment Canterbury Council. These members have full decision-making powers.

In relation to appointing members, the Panel considers:

- appointed members should receive remuneration at the same level as other members
- hapū and iwi should determine who is appointed (although the numbers of members may be set through a different process)
- hapū and iwi participation in the kāwanatanga sphere should not be mandatory, but the invitation should be extended.

Decisions about how to better enable these changes will need to be made as part of the change and renewal process. For a more detailed discussion of this concept, see the *Coordinated Incident Management System* (DPMC 2019), LGNZ's *Mana whenua at the decision-making table* (LGNZ nd), and Chapter 7 of our draft report.

Lower the voting age for local elections to 16

The current minimum voting age for both local and general elections is 18.

There are a number of jurisdictions internationally where the voting age for local body elections is 16. They include Austria, Scotland, and Wales. There is a growing movement to lower the age to 16 locally, including through the 'Make it 16' campaign and related Supreme Court Case (see *Make It 16 Incorporated v Attorney-General [2022]* NZSC 134).

The Panel sees fundamental value in ensuring youth are represented in local democracy. Rangatahi will inherit the impacts of decisions made by councils today. They are passionate about complex issues like climate change, poverty, housing, and education. They want to have their views recognised and have a say on the big issues that will impact their future (Tokona te Raki 2022).

> "Lowering the voting age to 16 gives life to intergenerational decision-making."
> – Selwyn District Council

The Panel has heard arguments against lowering the voting age, including through the Review's engagement and submissions process. These include that 16- and 17-year-olds may be subject to parental coercion, lack the maturity needed to make voting decisions, and can already participate in our local democracy through other mechanisms like protesting, lobbying, petitioning, and making submissions to councils.

However, the Panel thinks the benefits of lowering the voting age outweigh these concerns. We recommend lowering the eligible voting age for local body elections to 16. This would help to empower young people to take ownership of their future, advocate for their communities and have a say in who makes decisions on the issues that matter to them.

The Panel acknowledges the views from experts and some submitters that appropriate civics education should accompany lowering the voting age and we agree this would be beneficial for all ages.

Review the remuneration for elected members

The new structure and operating model for local government proposed in this report will see elected members working alongside communities, hapū/iwi, and central government to address a broad range of complex and interlinking challenges at place. Ensuring members are paid appropriately for the size and scope of their roles in this new system of local government will be critical to ensuring representative and capable councils.

The Remuneration Authority has responsibility for setting members' remuneration in line with rules set out in the Remuneration Authority Act 1977 and the LGA. The Panel acknowledges the Authority must consider a range of factors in their decision-making, and the effort it has made to date to achieve fairness in a system with highly varied roles.

However, there is a fixed cost (in terms of time and effort) to being an effective elected member. Below a certain point, this does not decrease with population. For example, facilitating community consensus on how to address issues like climate change or inequity is just as complex and time consuming at a local level as it is at the central level.

We heard in our engagement that some people can't 'afford' to be an elected member – the opportunity cost is too high. This is especially the case for younger people, caregivers, or those who are less financially secure, effectively limiting the pool of potential candidates.

The amount elected members get paid varies from place to place. In 2022, the base salary of a councillor ranged from $19,580 in Kaikōura to $100,278 in Christchurch.

The Panel suggests that as part of the change to the local government structure proposed in Chapter 5, the total remuneration paid to councillors, mayors and board members is reviewed to ensure it reflects the complexity and size of their roles. This should include a review of members' base salary, as well as other benefits such as contributions to Kiwisaver and childcare allowances.

Ensuring skilled and accountable council governance

The Panel considers there are a number of actions that will help to improve the capability and accountability of elected members, helping to ensure that councils can make good long-term decisions on behalf of their communities. These actions are:

- training and development for elected and aspiring members
- moving to a 4-year electoral term for local body elections
- ensuring councils actively foster healthy local democracy
- ensuring appropriate conduct and behaviour of members
- reviewing and refreshing relevant bylaws, local legislation, and statutes.

The capability-based appointments we suggested in our draft report were conclusively opposed in the submissions we received. Reasons included the current ability to fill knowledge gaps through advice from officials and the potential to increase current apathy towards local government. While strong governance capability is still vital, the Panel is not recommending appointed members to council in this report. The Panel does support capability-based appointments to council committees, and in advisory roles at the council table.

Training and development for elected and aspiring members

Elected members need a wide range of skills and capabilities to make good long-term decisions for communities in an increasingly complex operating environment.

We have heard and observed that many elected members feel unsupported in their roles. In the survey informing LGNZ's elected member profile for 2019–2022, members identified a strong desire for more training and skill development opportunities, particularly in relation to the ability to engage with communities, local organisations, and iwi/Māori (LGNZ 2020).

There is already some training and capability-building available for elected members. For example, many councils run training or information days for elected members, and LGNZ offers induction programmes for elected members. LGNZ also established a programme to support Māori members elected in the 2022 elections. However, training is not comprehensive or consistent across the country, and there is no training opportunity for aspiring members.

The Panel thinks there is a case for significant change in offering elected members training and development to increase their capability and confidence in making effective decisions.

The Panel thinks a new formal training and development programme is required to support current, new, and aspiring members to have access to accredited development on a voluntary basis. The programme should be tailored to the specific needs of members and could include a range of relevant modules, including:

- complex intergenerational decision-making with communities and the role of democracy and representation
- understanding and empowering diversity and understanding a range of cultural frames
- Te Tiriti o Waitangi
- subject-specific education and training, which could include fiscal management, wellbeing frameworks, and the specific regulatory roles of local government
- governance skills, including how to lead, collaborate, and steward effectively with others.

The Panel thinks there should be a requirement for councils to disclose the amount of training and development members have completed. While the mechanisms and timing would need to be developed further, this could potentially be on an annual basis or once per term.

Provide for a 4-year electoral term

Councillors, mayors and local or community board members are currently elected to represent their communities for a 3-year term.

There is ongoing international debate about the optimal term length for politicians and governments. While term lengths for local members range from one to five years, the most common length in comparable jurisdictions is 4 years (Scotland, England, most of Canada and other Australian states).

The Panel believes that extending the term for local members to 4 years will improve members' abilities to make decisions for the long term by providing a longer window to get things done.

> "Currently the 1st year is doing previous council stuff, slowly get an understanding. 2nd year is planning for things you'd like to achieve, 3rd year starting to implement and 99% of the time you don't get to see those finalised and then you're up for re-election."
> *– Elected member during Council Roadshow*

A secondary benefit is cost and time savings from less frequent elections. These savings could be reprioritised.

The Panel recognises there are some potential drawbacks of a longer term. For example, shorter terms can help the public hold councillors accountable and give the public regular opportunities to vote out incompetent politicians (Gersbach et al 2021). A longer term might deter potential candidates who are unwilling to commit to office for a longer period.

On balance, the Panel considers there is a strong case for a longer term, and recommends it is extended to 4 years.

Councils to actively foster healthy local democracy

Councils need to be proactive in fostering healthy local democracy in their areas and building or maintaining citizens' trust. There are many ways to do this, including delivering local civics education for all ages, building robust civic infrastructure, and facilitating community conversations about issues of local importance.

To improve their practices over time, councils need to be reflective and curious about the health of local democracy and identify areas for enhancing citizen participation into decision-making.

The Panel suggests councils regularly review whether democratic and participatory practices are working as they should and take opportunities for continued improvement. The Panel encourages councils to build regular reviews into their operating model. This could include a deeper assessment of:

- current community trust and confidence in the council as an institution
- the effectiveness of a council's representation arrangements in delivering diversity
- the level of transparency in local government decision-making
- how effectively a council is making use of participatory and deliberative methods in combination with other decision-making tools
- how elected members are supported to carry out their roles.

There are a range of potential methodologies available to carry out this type of assessment. The Panel suggests going beyond a strict audit and including a component of self-reflection.

Ensure appropriate conduct and behaviour of members

Local authorities are responsible for creating and enforcing their own code of conduct that sets out how elected members should behave towards the public, each other, and staff. Despite the aim of codes of conduct, we have heard that the behaviour of elected members does not always meet the expectations of council staff or the public.

"The comments we heard from some of our members working in local government indicate that bullying from elected members is considered a far too common reality of working in local government that workers are often told they need to just accept."
– Public Service Association

In 2021, the Local Government Commission produced a report for the Minister of Local Government about codes of conduct, which expressed concern about a range of issues, including:

- wide variation in how councils approach the more complex areas of codes like materiality, complaints processes, penalties, staff interactions, and social media
- wide variation in practices for informing newly elected members of the code and re-adopting codes after each election (LGC 2021).

To help ensure effective codes of conduct and supporting resolution processes, the Panel believes the new recommended local government stewardship institution (see Chapter 5) should take a stronger role in providing guidance and advice to councils about their codes of conduct and supporting processes. The stewardship institution could also play a role in delivering resolution services as necessary when complaints are made about members' behaviour.

Review local accountability and transparency statutes

Two pieces of legislation are in place that aim to ensure councils are transparent and accountable to the public:

- the Local Government Local Government Official Information and Meetings Act 1987 (LGOIMA)
- the Local Authorities (Members' Interests) Act 1968 (LAMIA).

The Panel has heard that the current provisions in LGOIMA lead to perverse outcomes that do not support the transparency intended by the Act. Although two reports have identified issues with LAMIA (released by the Office of the Auditor General in 2005 and the Department of Internal Affairs in 2011), no formal review has been initiated since 1968. It has a number of provisions the Panel considers are worth revisiting to ensure they reflect the current environment.

As part of the system changes, the Panel anticipates that a review of these statutes will be required. The intention is to enable earlier identification of problems and accountability within the system, in order to reduce the number of reactive or response activities required.

The Panel is also aware of the need for a comprehensive review and update to local government legislation including by-laws. These are matters for the local government sector to lead.

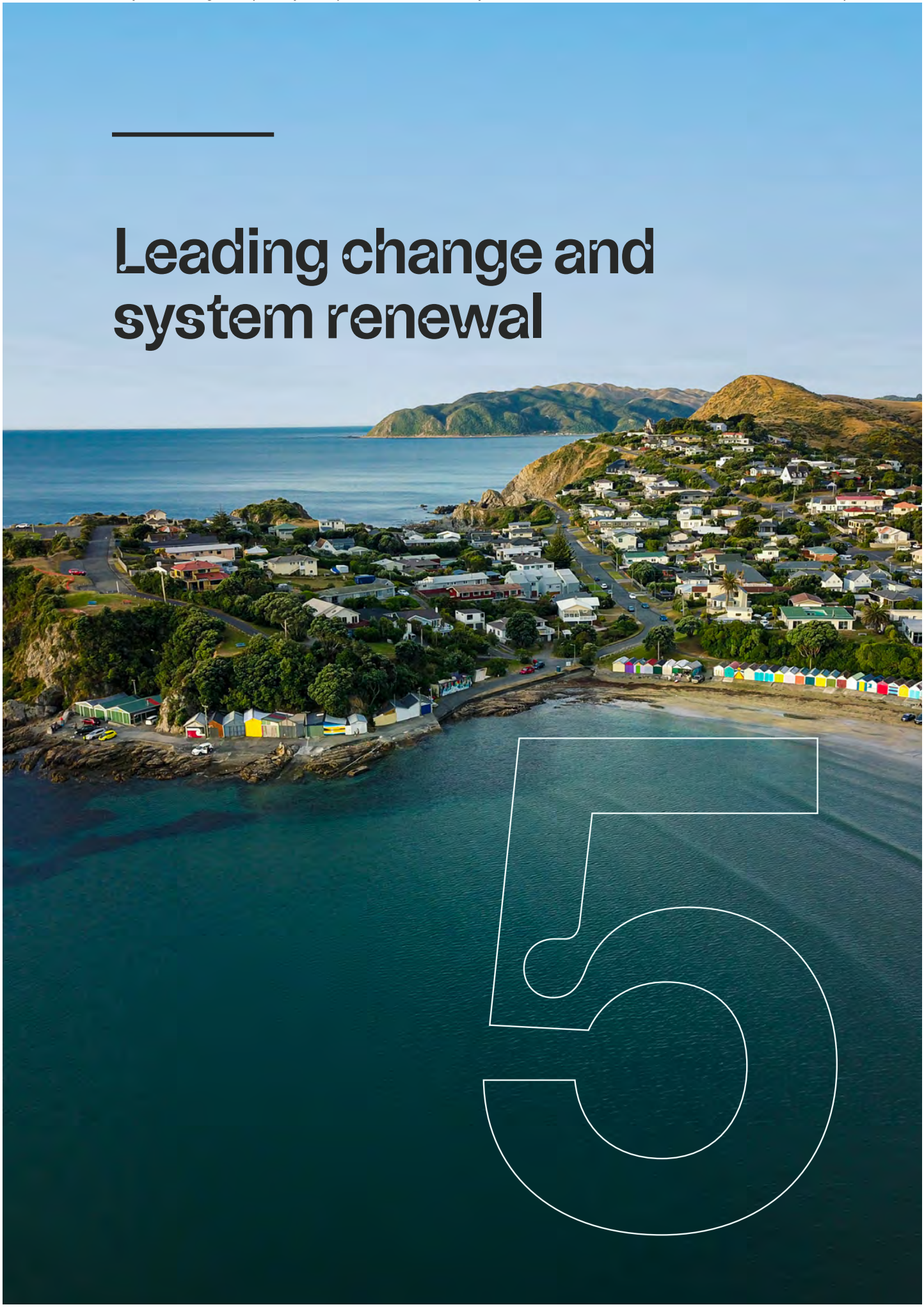
Recommendations

10 Local government and councils develop and invest in democratic innovations, including participatory and deliberative democracy processes.

11 Enhance local democracy in order to increase access and representation by:

- providing for a 4-year local electoral term
- adopting ranked voting (also known as single transferrable vote or STV) as nationwide method for local elections
- lowering the threshold for the establishment of Māori wards
- enabling Te Tiriti-based appointments to councils
- lowering the voting age for local elections to 16.

Leading change and system renewal



5

In the course of this Review, the Panel has concluded that the structure and operation of councils will need to be renewed to ensure local government is fit for the future.

The Auckland floods and Cyclone Gabrielle in early 2023, the Covid-19 pandemic, and the other significant natural disasters that have occurred in recent history have demonstrated the stress a crisis puts on the system, and we are approaching some of the biggest wellbeing challenges in our history.

At the moment, councils are not set up to partner effectively with central government to achieve integrated wellbeing outcomes at place. We have heard from some councils that they are under severe financial strain. There are big capability gaps in many places and expertise is stretched thin. There is duplication within the system, where joining up would make more effective use of resources.

The Panel recognises there are some benefits in consolidating the current units of local government, such as economies of scope, and scaling of expertise and resources. However, we also support the importance of proximity to the locally specific wellbeing needs of communities – keeping the local in local government.

Many of the recommendations in this report so far will help to address these issues. However, without structural, operational, and leadership

change, those interventions will not stick. The future wellbeing of communities will be at risk.

This chapter sets out the Panel's recommendations for how to anchor all the changes suggested in this report with structural, operating, and leadership change to councils. This change will be supported by system-wide stewardship to ensure the system develops, adapts, and thrives for decades to come.

The Panel recommends:

- a reorganisation of local government is initiated to strengthen and resource councils' ability to plan for and respond to complex challenges and opportunities, including changes to council structures and operating model
- strong leadership of the new local government system
- a new institution to support the stewardship of the local government system.

This chapter also outlines the Panel's high-level proposal for the change process. The detail of reform processes and timing is beyond the scope of this report, however we considered it would be helpful to provide an indication of our thinking on this topic.

Councils need new operating models

A critical component of the change process as councils determine future form and structure will be a clear understanding and articulation of their target operating model.

If strategy sets the why and where and a business model provides the what, an operating model is about the how. A council's operating model addresses how it structures its people, functions, activities, and infrastructure to deliver on its strategy and give effect to its purpose. In essence, it's the nuts and bolts – from the teams and reporting lines required, to the processes deployed from start to end.

The most important element of any operating model is recognising the interaction between people, process, and infrastructure.

Designing an operating model is about:

- aligning and organising the system to strongly give effect to local government's purpose
- structuring it in a way that gives effect to the proposed five principles for a new local government system
- securing the skills, resources, and systems needed to be future-fit.

The above factors all influence and support each other.

The changes recommended in this report are based on the premise that many elements of councils' current operating models are not fit for the future and will require a deliberate and conscious reset. In implementing the changes to governance and local democracy and renewing their focus on wellbeing, councils will need to change many significant elements of the way they operate.

This is a major transition for local government and will require innovation, experimentation, and learning.

A key focus of the operating model will be aligning new councils around shared values and purpose. It will also help create a culture and environment that enables people to give their best and embrace innovation, community, and public service.

People, structure, property utilisation, recruitment, procurement, development, and people-related policies and practices will all need to be re-examined to support and give effect to the changes and to build the necessary culture shift we envisage.

Councils need to simultaneously manage scale and build capability to ensure focus and intimate connection with their communities. For example, localism requires an operating model that is resourced and structured to facilitate community connection, engagement, and voice. Where a council geographically positions itself – including the location of staff – sends signals and messages to community as to priorities and ease of access.

The opportunity for shared and managed services is a further example of a move to stronger cohesion and leveraging investment beyond current council boundaries.

These are all choices that must be deliberately and purposefully made to support and give effect to the recommended changes.

The remainder of this chapter examines some critical components of the operating model, with particular emphasis on principles for a new system and structural choices that need to be made to give effect to the purpose of local government and to ensure ongoing viability and establish a compelling investment proposition.



Principles for a new system of local government

Our draft report, *He mata whāriki, he matawhānui,* introduced five principles to guide any new structure of local government. They are designed to help navigate the tension between centralism and localism and should be applied to all parts of a new operating model, including local government reorganisation. The principles are briefly described below, with more detail about each principle available on page 214 of the draft report.

1. **Local:** There is local, place-based decision-making and leadership and local influence on decisions made about the area at a regional and national level, with a distributed democratic model and operating system that supports local communities.
2. **Subsidiarity:** Local government entities support and enable roles and functions to be allocated adopting the principle of subsidiarity. This means as a starting point, decisions about and delivery of roles and functions should be undertaken as close to community as possible, and the structure should enable this.
3. **Resourced:** Local government entities have the people, skillsets, and resources or ability to generate the funding needed to be resilient and effectively deliver services.
4. **Partnership:** Local government entities have flexibility to partner with each other and with other parties to share decision-making and delivery of services to advance community outcomes effectively and efficiently.
5. **Economies of scope:** Local government entities make use of economies of scope and combine resources and expertise where appropriate to ensure services and functions are delivered to a high standard.

In addition to these principles, any future system design needs to be Te Tiriti-consistent. This is a fundamental parameter for any future system design. As discussed in Chapter 3, a Te Tiriti-based framework means that any structure of local government needs to ensure the local authorities can provide opportunities for Māori to:

- engage in decision-making processes
- exercise decision-making authority
- be meaningfully involved in the design and/or delivery of local services.

Reorganising local government

To have resilient institutions that can also work at place for communities, the Panel recommends a reorganisation of local government. This reorganisation includes the types of council structure, the roles and functions they will carry out, and their governance arrangements.

In the draft report, we used the following definition for local government structure.

When we talk about structure in this report, we are talking about the governance and organisational arrangements that make up local government. This includes types of councils and other local government entities such as local boards or council-controlled organisations, what responsibilities they have (including what roles and functions they carry out), and how members are elected or appointed.

Figure 6: Current local government by the numbers



Councils must lead the change – it will not work if centralised decisions are made about which structure should be implemented in a particular area. The Panel suggests that as a starting point, councils in each region work together alongside hapū/iwi and communities to determine which structure and operating model will best meet local needs. While regional discussions are a starting point, we expect some new councils may end up forming around sub-regional clusters.

Any system design will need to acknowledge and potentially be developed in conjunction with other structural reforms. The Panel notes that the resource management reforms propose 15 regions and water reforms currently propose 10 new entities and considers that the proposed resource management reform boundaries should act as a starting point for discussions.

Decisions about councils' structure and operating model must ensure they can support local government's purpose of ensuring local democracy, promoting intergenerational wellbeing, and building Te Tiriti partnerships.

The process of council reorganisation will include reviewing and making decisions about how best to deliver regulatory roles and functions. The system design should take the quasi-judicial nature of many planning and regulatory activities into account, as well as addressing conflicts inherent in organisations that have both regulatory and service delivery responsibilities. The balance between monitoring and evaluation activities and service creation or delivery activities is one that every new council will need to consider and navigate. They should also consider how to use and maintain relevant technical and scientific expertise. This is also discussed in Chapter 2.

The Panel is confident that the proposed models will provide a more compelling investment proposition for central government while ensuring a strong place-based presence and voice.

Two models for new council structures

The Panel recommends two models for the structure of new councils: a new unitary model and a combined network model. Both models meet the principles described above in different ways.

The option of two models gives regions the flexibility to choose the entity type most appropriate for their needs and aspirations. Both require significant structural and operational change for councils to operate successfully as complex businesses, while being attuned to and serving local communities.

The new unitary council has a simple structure, however, it will take more work to ensure that councils can deliver well at place for their communities. The combined network model has more concrete entities to support place-based approaches, however, strong relationships will be required between all councils in a network to maximise benefits.

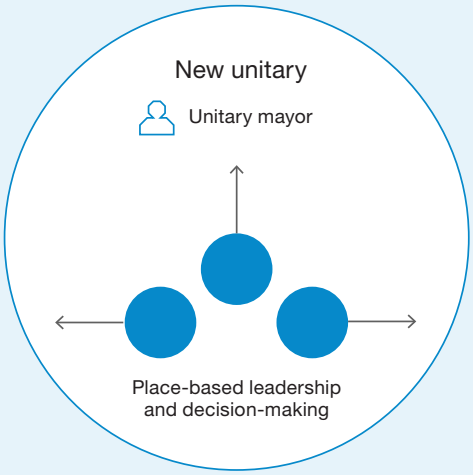
The Panel considers all councils must go through the process of choosing a new council structure – even unitary councils, where there are structural similarities with the new unitary model. This reform will need to include Auckland Council, even though it is established under its own legislation, to ensure it is included in the changes sought through this Review.

This process will give councils and their communities an opportunity to consider if current arrangements are meeting local needs. The process of council reorganisation will include reviewing and making decisions about roles and functions carried out by the council. This is discussed in greater detail in Chapter 2.

New unitary

One council for the region supported by place-based leadership and decision-making

Figure 7: New unitary model structure



In this model, one council has responsibility for all the local government roles and functions across an agreed region or sub-region, including those currently carried out by regional councils and territorial authorities. This one-stop-shop approach allows for joined-up back-office processes and systems, and for activities that are not locally specific to be delivered at scale.

New unitary councils must operate in a way that supports locally specific decision-making, place-shaping, service delivery, and resource allocation. This will include locating staff and resources in local communities rather than concentrating them at the centre. Councils will also be able to devolve roles and functions to local or community actors as appropriate, including to hapū and iwi.

New unitary councils will have a range of tools to support place-based decision-making and governance. These include, but are not limited to:

- deliberative and participatory democracy tools
- local or community boards
- ward committees.

Any place-based governance will need to consider decision-making rights, delegated roles and functions, and resourcing. This means local and community boards as they exist today will need to be reassessed and new forms of local governance designed by councils will need to be evaluated during the implementation phase. In addition, the role and place of council-controlled organisations need to be reviewed in light of changes to the operating model.

Governance

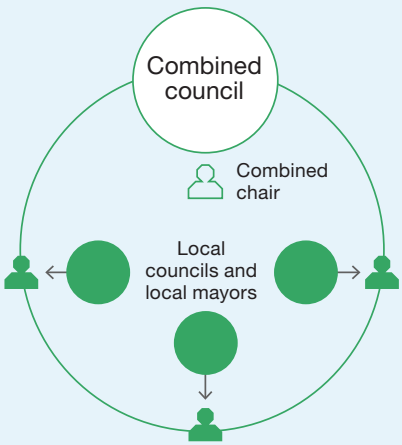
Community members will elect ward councillors and a mayor to the new unitary council. There may also be members appointed by hapū or iwi in the rohe if agreed as part of Te Tiriti-based appointments (see Chapter 3).

Locally specific representation decisions will need to be made, including about the number of councillors, the number of general and Māori wards, and the number of members there will be in each ward.

Combined network

Local councils and a combined council with shared representation

Figure 8: Combined network model structure



In this model, local councils retain focus on place-based delivery and decision-making and work with others to address opportunities and challenges in their areas. A combined council carries out functions that affect the whole region or require specialist capability, and provides appropriate economies of scale. It also provides backbone support for the local councils by providing shared services where agreed.

Local councils have responsibility for:

- activities that have a place-shaping component and raise the wellbeing of their communities
- providing leadership on local issues
- facilitating collaboration to address opportunities and challenges in their locality and the region
- delivering local services and local infrastructure
- setting local rates.

Combined councils have responsibility for:

- current regional council functions, particularly those which have a strong environmental management focus, but also other issues that cross local borders. This might include aspects of transport, civil defence, regulation, and planning
- carrying out other roles or functions on behalf of the whole region where appropriate and agreed by local councils
- working with central government and hapū/iwi to determine regional priorities and make coinvestment decisions with local councils.

Roles and functions should be delegated to the combined council when regional coordination makes sense – for example, shared information and communications technologies (ICT) support or corporate services. This would be paid for by a levy on local councils. A local council may also carry out particular roles or functions on behalf of all councils in the network. In some cases there might be a national approach to the delivery of functions, discussed further in Chapter 2.

Strong interpersonal and institutional relationships within a region (or sub-region) are required for this model to operate well. The combined council may be required to make tough decisions and trade-offs on behalf of the whole region.

Councils choosing the combined network model would need to consider whether all local councils in the network are kept as they are, or if some can be combined or changed. They will also need to move to a new operating model when becoming part of the wider network.

Governance

Local councils

Community members will elect ward councillors and a mayor to their local council. There may also be members appointed by hapū or iwi in the rohe if agreed as part of Te Tiriti-based appointments (see Chapter 3).

Locally specific representation decisions will need to be made, including about the number of councillors, the number of general and Māori wards, and the number of members in each ward. Local councils will also need to decide whether re-imagined community or local boards are appropriate, in which case decision-making rights, delegated roles and functions and resourcing will need to be considered.

Combined council

Each local council would appoint elected members (usually including the mayor) to be on the combined council. There may also be members appointed by hapū or iwi in the rohe if agreed as part of Te Tiriti-based appointments (see Chapter 3). One member of the combined council will be appointed as chairperson.

The Panel acknowledges an alternative approach with a mayor elected by the region instead of a chairperson chosen by the combined council could have its merits, but on balance the Panel recommends the chairperson approach.

Towards a new structure

Moving to a new structure will be complex and take time. The Panel has developed a proposed high-level process for moving to the new structure, which is outlined below.

When reorganisation happens, the Panel suggests using the following guidance.

- **Councils must lead the reorganisation process in their areas, in collaboration with communities and hapū/iwi –** it is vital to make decisions locally to ensure there is buy-in and that new structures meet the needs of people in each area.
- **The reorganisation should happen in tranches –** the Panel suggests a staged transition rather than all councils trying to embark on the process at once. This will make the process more manageable and enable councils to learn from each other's experiences. Once councils have started, we suggest they finish the structural and operating model changes within 12–18 months. We expect it will take about 5 years for all councils to transition to a new model.

The reorganisation process will have three stages, as outlined below. The Approach to system renewal section of this chapter explains in more detail how the Panel sees the reorganisation fitting into wider local government reforms.

Figure 9: The reoganisation process

1

Stage 1 – Up to 1 year

Establishing the process and mechanics

In this stage, central and local government officials would work through the specific process and mechanics needed for undertaking a reorganisation process. Work would include securing central government funding and making required legislative changes.

2

Stage 2 – Up to 2 years

A locally led process to decide which structure fits the needs of an area

In this stage, local authorities collaborate with their communities to determine the structure that would best meet local needs. This will be done on a region-by-region basis, using the resource management reform boundaries as a starting point for discussions. Boundary discussions would also need to include direct engagement with hapū/iwi to consider existing rohe and takiwā boundaries. Economic and cultural communities of meaning will be another form of local identification to consider.

The Panel envisages that the new local government stewardship institution would guide the process and make final determinations where councils and communities are unable to agree on the preferred structure for their region, taking their feedback into account.

3

Stage 3 – 3+ years

Implementation of new structures

In this stage, councils implement the agreed changes. There will be significant change processes required to transition to the new structure and operating model, and supporting legislative changes may be required.



Shared and managed services to maximise community benefit

The opportunity for shared and managed services is an example of where councils can leverage investment beyond their current boundaries, including with central government.

In the future system, there should be ongoing investment planning between councils and with central government about where shared services can be used. As part of the move to a new structure, the Panel suggests there will also be a process to determine which services can be carried out by one council on behalf of the wider network (this may be the combined or a local council).

Currently, the fragmented operating model results in a lack of consistency across the system, making collaboration difficult – there are currently at least 78 bespoke ICT arrangements across local government, and no two councils have the same business process or systems.

There is huge potential in building common systems and shared capability across the sector, including digital and data architectures and resulting services and systems. The Panel sees both back-office corporate functions and customer-facing systems as big opportunities for shared and managed service arrangements. Many of these opportunities can be harnessed now, while in other cases new opportunities will arise as council structures and operating models are updated.

For the local government sector to build relationships and identify shared services opportunities, it needs the resources, expertise, and mindset to start the process, with a clear programme and roadmap that recognises the steps that need to be taken.

Local government sector leaders (both elected members and executives) need to be strong advocates for change, and the sector needs to invest in this. However, this change also needs strong support from central government.

Leadership of the new local government system

To lead the change outlined in this report and support new ways of working, leadership capability needs to be strengthened across both local and central government.

We have heard throughout our Review that leaders are under pressure in the public sector, both at political and executive levels.

Leaders of the future need to be more relational, Te Tiriti-competent, collaborative, and focused on the longer term needs of communities. Leaders must value public service, be able to navigate uncertainty and ambiguity, have critical-thinking skills, be emotionally mature, and be able to communicate with clarity and empathy (SSC 2016).

During our engagement, we heard more than once that the skills needed to get elected are not always those needed to lead and govern.

Local government needs strong community leadership and skilled strategic thinkers that can build and lead high-performing teams. These leaders recognise the difference between governance and management, can anticipate what's needed, and have the foresight and courage to make necessary changes.

Recent events, such as floods and cyclones, have demonstrated the critical role of local mayors, chairs, and chief executives. At a senior level, there should be a greater focus on leadership as opposed to management, with a stronger alignment between senior leadership and governance.

Councils and their chief executives need to invest more in their relationships (including recruitment) and performance management.

This section outlines areas where the Panel recommends local and central government coinvest to build adaptive leadership capability (Rec 12):

- leading change and system renewal
- valuing civic leadership and public service
- partnership and collaboration
- innovation, experimentation, and learning.

Leading change and system renewal

Local government needs outstanding leadership and organisational capability to match the challenges it faces. We want local government leaders to have a greater role in shaping the future.

The renewed system of local government proposed in this report requires a new style of leadership. We heard in our engagement with local and central government chief executives that leaders will need to be open to learning, taking calculated risks, and trying new approaches. New leaders need to be supported and developed – this takes time, investment, and commitment. The approach across local government to developing leadership needs to be intentional in order to be successful.

The Panel also suggests reviewing provisions relating to the appointment of chief executives and how their employment relationship with councils is managed.

Local government needs greater investment in recruitment and retention of staff at a council and a sector level. As well as growing the people who already work for councils, people with new skills and experiences to support navigating future challenges will be needed. This includes people with expertise in facilitating deliberative democracy tools and leading climate change adaptation projects.

Valuing civic leadership and public service

Local government needs to maintain, value, and recognise the importance of civic leadership and public service. This will require investment, especially to respond to future challenges such as climate change and social cohesion. The ethos of public service needs to be embedded in the culture and values of councils and local government. Behaviours that benefit the system as a whole should be recognised and encouraged.

Councils' operating model, culture and environment, recruitment, development, and performance systems need to reinforce the importance of these core components of local government leadership.

Partnering and collaboration

A strong relational approach is fundamental to develop better outcomes for communities. A relational approach is important for all of local government's work, whether it's with communities, hapū, iwi, Māori, or central government.

Tailored development programmes and training are needed to build partnership and collaboration skills. These new skills and mindset shifts will need to be learned, practised, and honed through experience.

There is a great opportunity for more joined-up local and central government through shared people development and training, secondments, and exploring new ways of working together and partnering. This will deepen the understanding between people working in each system of government, build capability across the system, and strengthen relationships. Currently, the exchange of talent between central and local government doesn't happen to the extent that it should to support a more unified public service approach.

This should be extended to hapū/iwi and Māori and some critical community partners as well.

> "In terms of capability building, we encourage a broad range of approaches to be progressed. For example, going beyond training programmes and usual tool boxes to encourage short secondments of both local and central government staff into hapū, iwi, whanau and community groups, organisations and networks."
>
> *– Inspiring Communities*

Continuing to embrace innovation and technological change

Innovation is required in the way local government undertakes its business, drawing on the active, adaptive leadership described throughout this section. With rapid changes in technology and new

approaches to addressing complex challenges there is a need to embrace innovation and technology.

This will require new mindsets and building a culture and risk appetite that supports the new direction of local government.

> "What is needed is a political and community appetite for calculated and responsible risk taking, a willingness to lean into innovation and support new approaches, and a public attitude which judges experimentation not on its input costs and short-term outputs, but on its medium-long term impacts and the wider public value it creates."
> *– Waikato Wellbeing Project*

There is a huge opportunity for local government to continue to embrace innovation. This is about experimenting and trying different approaches – including using new technology and ways of working – to improve processes and outcomes for councils and communities. As discussed in Chapter 2, councils will need to work differently to give full effect to their wellbeing purpose. A key part of this mindset shift is shifting to a transformational approach where councils innovate and learn by doing.

Councils and their leaders will need to continue to adapt, innovate, and be curious to remain relevant and deliver for their communities. As they develop and adopt new approaches or technologies, councils must be mindful of their responsibility to ensure the benefits of technological uptake are equitably distributed.

Since these types of opportunities are not unique to local government, innovation and technological change present an obvious opportunity to work across sectors, for example to share systems, services, skills, and experience to create greater value for both central and local government.

New approaches to long-term planning

Every three years, councils have to set their priorities and a 10-year budget through a long-term plan (LTP). The process for developing and adopting LTPs are set out in the Local Government Act 2002 (LGA). The current process is prescriptive, extensive, and expensive. LTPs are often technical and complex, which can make them inaccessible to the broader public.

The Panel advises redesigning the LTP process to significantly reduce the extent of statutory prescription and the associated cost of complying, make sure council resources are used well, and make the consultation process more meaningful and relevant to citizens.

Planning and reporting processes are important for ensuring councils are accountable to their communities. However, nearly all councils told the Panel the process, content, and audit requirements for LTPs have added significant cost without adding proportionate value to the council or public. The Productivity Commission also identified the need for long-term planning and performance reporting to be streamlined and readable to a wider range of people (NZPC 2019).

The redesigned process should:

- enable community input early in the planning stages, rather than relying on engagement once a draft budget is already in place
- genuinely include a wider cross-section of the community and consider use of tools like participatory budgeting. This will require a review of the Special Consultative Process set out in the LGA
- review the performance framework in the LGA so it focuses more on outcomes than outputs
- consider whether audit requirements for LTPs could be streamlined or disestablished.

Purposeful stewardship to support a healthy local government

Effective system stewardship is needed to support the system of local government to be successful and navigate change over the next 30 years.

Currently, there are multiple layers of stewardship with distinct roles that enable and support the local government sector. A range of organisations and actors are involved, including the Department of Internal Affairs (DIA), the Local Government Commission (LGC), LGNZ, and Taituarā. They all play a different role, and the Panel acknowledges the contribution all these organisations make.

However, this current set of stewardship arrangements was established over time to address immediate issues and each organisation brings its own lens. There is no clear high-level picture of what is good for the local government system as a whole, but rather a complex, overlapping, and often disjointed web of responsibilities.

A new institution to support stewardship of the local government system

The Panel recommends creating a new independent local government stewardship institution to strengthen the health and fitness of the system (Rec 9).

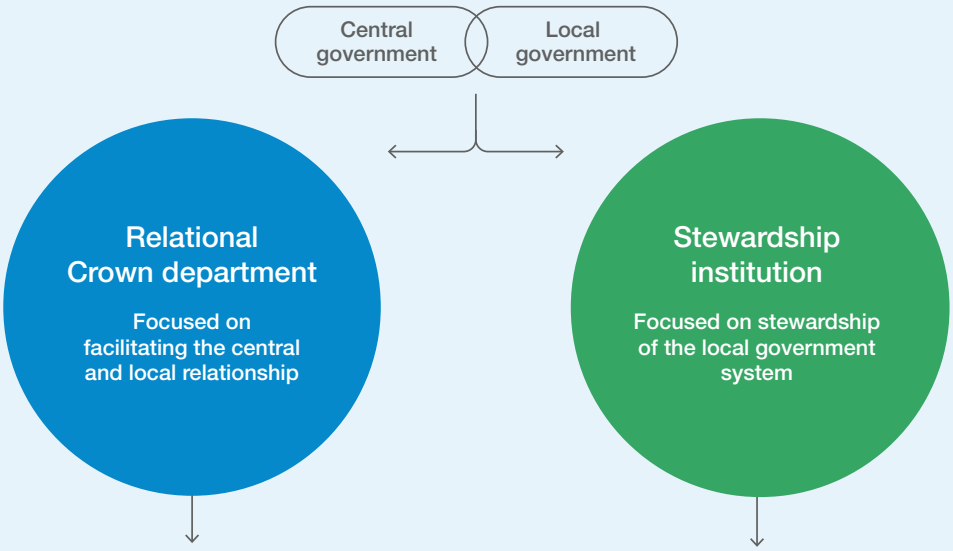
This nationally coordinated institution would build on current stewardship roles undertaken across central and local government. It would have the following stewardship priorities:

- providing care and oversight for the health and fitness of the local government system, including the health of local democracy
- building capability across the local government system, including by establishing and/or promoting centres of excellence
- fostering relationships across councils and growing the collective potential of local government towards a common purpose
- supporting and enabling the health of a hapū/iwi and Māori relationship
- taking on the current roles and responsibilities of the LGC.

The stewardship institution will be a vital part of enabling the broad changes to the system of local government this report describes. Its initial focus will be on driving the local government system towards the future vision and providing direction on structural change. Following that, the stewardship institution will continue to provide guidance and oversight to ensure the local government system succeeds at delivering wellbeing outcomes for communities over time. In submissions, the Panel heard calls for a centre of excellence for local government, which the Panel supports.

System stewardship cannot be carried out by the new institution on its own. Both local and central government actors have roles in the stewardship of the local government system going forward. Our recommendation to create a new stewardship institution reflects many of these ideas.

Figure 10: New proposed entities



Purpose

To provide for and improve the working relationship between central and local government.

Functions

- Facilitate and enable a joined up public service.
- Expedite and enable place-based agreements.
- Provide for better alignment of central and local government activity.
- Assess and inform policies that affect local government.
- Lead transition to the new system.

Purpose

To be a steward of the local government system by caring for the health of local government and the system it operates within.

Functions

- Monitor and review the health and performance of the local government system.
- Assess the cumulative impact of central government decisions on local government and the system.
- Inform the system reorganisation process.
- Design a governance framework to support the system providing policy advice.
- Provide policy advice.

The roles a new stewardship institution will serve

Purposeful stewardship is needed to support the health and fitness of the local government system. The proposed stewardship institution will be dedicated to nurturing and advocating for the local government system and the outcomes it delivers for communities.

The new stewardship institution should be an independent body, empowered to act and advise without fear or favour. Some specific features of a new stewardship role are described below.

Oversight and care for the health and fitness of the local government system

The new stewardship institution will be central to understanding and supporting the local government system, both nationally and locally. This includes monitoring whether the system is healthy, strong, and adaptive in giving effect to its purpose. This could extend to assessing whether legislative provisions remain fit for purpose.

The institution will assess the strength of local democracy on an ongoing basis and consider how well the system is enabling and responding to evolving democracy challenges and opportunities. It should encourage innovation in democratic practices and share new ideas and processes to strengthen local democracy.

The institution's focus would include commenting on policy coherence with a systems view across local government.

Building capability and capacity of the local government system

The new stewardship institution will be a trusted advisor for local government, providing direction, support, and potentially resources. This includes building a better understanding of emerging trends and gaps or opportunities.

In collaboration with the local government sector, it will proactively monitor and review the overall capability and capacity of the system to ensure it is fit for purpose. This includes reviewing:

- the system's ability to respond to future challenges
- whether councils and the wider sector have expertise to undertake roles and functions
- leadership and governance quality across the system.

The institution will also help nurture the values of service and integrity in conduct across council representatives and staff.

Fostering relationships and driving towards a common purpose

The new stewardship institution will bring people together to build collective understanding of the local government system, the interdependent roles within it, and how to make best use of these insights and resources. Although this needs to be driven from a local government perspective, there will need to be a culture of collaboration towards a common purpose.

Support and enable the health of a hapū/iwi and Māori relationship

The new stewardship institution will support and enable the health of the Māori–local government relationship by championing change,

providing guidance, and holding the system to account. This includes providing for the role and influence of Māori at the system level. To achieve this, the institution will:

- articulate expectations of local government's role in upholding the Crown's Te Tiriti obligations
- establish frameworks to enable local government to measure their capabilities within te ao Māori, for example their Te Tiriti o Waitangi, te reo Māori, mātauranga Māori, and tikanga Māori understanding and capability
- help establish ways for hapū/iwi and Māori to measure local government's Te Tiriti responsibilities, relationships, and consideration of Māori communities in their decision-making.

Additional roles and functions of the new institution

The Panel suggests that the new institution would hold other functions in addition to its stewardship role. Specifically, it would:

- incorporate the functions of the LGC
- take responsibility for guiding and supporting the proposed structural reform process outlined in this chapter
- provide governance support to councils, including support for code of conduct matters, and advice to ministers
- have a role in future representation reviews.

Within their current resources and mandates, we do not consider the existing sector roles and organisations (such as the Secretary of Local Government and DIA, the LGC, Taituarā, and LGNZ) are positioned to fulfil the functions and roles described above. In devising the new institution there is an opportunity to be innovative, and not limited to or bound by current institutional forms.

Forming and enabling the new institution

The new stewardship institution will be an independent body. It should have a reputation and standing akin to a parliamentary officer, without necessarily being vested in an individual, leaving open the possibility of a new, innovative form.

This approach will ensure it has the authority to effectively steward and guide the local government system. As an institution, it also needs dedicated expertise and capability in stewardship and innovation, as well as embedding te ao Māori, mātauranga Māori, and tikanga.

The Panel envisages that current membership organisations such as LGNZ and Taituarā will have a place in a future stewardship system, however it will be up to them to determine their future role and form. In light of the stewardship-focused institution and the relationship-focused Crown department (described in Chapter 2), the current functions and location of the local government branch within DIA will need to be reviewed.

For example, the Panel notes that in the current system, the Secretary for Local Government is a statutory role held by the Chief Executive and Secretary of the DIA. These roles carry significant responsibilities and compete for executive attention and resources. As the stewardship

institution and Crown department are created and as local government legislation is reviewed, it is logical to review the role and function of the Secretary, along with the breadth of local government-related roles currently held across agencies in central government.

There will still be a need to maintain the regulatory and policy responsibilities currently undertaken by the Secretary for Local Government, but the way they are exercised and where the function is located should be considered alongside the other stewardship changes.

Approach to system renewal

The Panel sees the recommendations and suggestions in this report as a package. They are mutually supportive interventions which together will form the basis for a strong local government system that can support intergenerational wellbeing, local democracy, and Te Tiriti partnership for the coming decades.

Some of the recommendations are for significant structural, legislative, and funding changes that will take time to implement and require facilitation by central government. There are also suggested actions that people in local and central government can take now to get things moving.

> "The Review has an opportunity to ensure the eventual re-shaping of local government is cohesive and purposeful, rather than ad-hoc reform brought about throught the slow attrition of councils functions and expertise."
>
> *– Te Rūnanga o Ngāi Tahu*

Given the scale and magnitude of the proposed changes, it will be essential for local government, through LGNZ and Taituarā in conjunction with DIA, to lead and champion the change.

This section sets out the Panel's suggested critical path – the timing and sequence for the first steps of the change programme. It also outlines potential actions that local and central government elected members and staff can get started on now.

The Panel recognises that providing this level of detail about a change programme is not something reviews normally do. However, the Panel wants to set a clear potential pathway for change given the significance and scale of the recommendations.

Aligning with broader local government reforms

We have consistently heard from submitters that it is unclear how all the reforms and changes are going to fit together. They have been on the receiving end of a siloed reform agenda.

> "…we have major concerns that the opportunity for positive and aspirational change through the Review is at risk due to the current aggressive central government reform programme. KDC believes that the Review should have been undertaken and completed prior to the other reform agendas progressing beyond the point of no return."
> *– Kaikōura District Council*

The Panel sees the Review as a significant opportunity to make sense of the reform programme (including resource management and affordable water) as a cohesive package. The critical path presented below is an opportunity to bring these changes together and put local government in the driving seat.

Conditions for success

This reform programme for local government needs to be supported by a set of enabling conditions:

- **bipartisan buy-in to a multi-term reform programme –** this programme will spread over many years, so there needs to be broad buy-in across the political spectrum
- **local government leadership and ownership, enabled by central government –** this reform programme will not be successful if it is led purely by central government
- **change to central government's relationship with local government –** while reform focuses on local government, fundamental change is also needed in how central government operates with councils and the system as a whole
- **multi-year funding for a reform programme and implementation –** without secure and sufficient funding, the reform programme will fall over
- **iterative and responsive approaches –** the reform process cannot be linear and early learnings need to inform future stages.

Funding will be needed to support the changes

The transition to a successful, sustainable future system of local government will require sufficient funding. Central and local government must commit resources and funding to support and enable the future transition (Rec 17), by:

- establishing a steering group and transition unit to support the change and system renewal of local government
- supplementing local government capacity funding to enable hapū/iwi and Māori to partner with councils
- supporting councils to:
  - build Te Tiriti and te ao Māori capability and grow relationships with hapū/iwi and Māori
  - lift their immediate capacity and capability to innovate and experiment in the delivery of wellbeing for communities
  - trial and grow participatory and deliberative democracy practices.

The critical path towards reform includes four key aspects, outlined below.

These are not the only actions required. Local government change needs to come together as a broader package across all recommendations. Without focus on the culture, capability, and mindset aspects of the recommendations and suggestions in this report, there is a risk that local government ends up with the entities and structure without the supporting mechanisms to really embed change.

While there are other possible ways to establish the reform programme, this critical path is the Panel's best advice on the sequencing that will best serve the local government system and communities.

The four steps in the critical path

A Establish a steering group

Proposed timing: starting mid-2023

The first step following the release of the final report is to establish and resource an initial steering group. We expect the steering group would be chaired by a local government leader to scope the reform programme and establish the transition unit (outlined below). The steering group would play a governance role through the duration of the reform programme. It would also have a role in advising the incoming government following the 2023 General Election.

The steering group would need to:

- have people with strong skills and experience in the local and central government sectors
- have people with skills and experience in giving effect to Te Tiriti-based partnerships
- reflect a genuine partnership between central and local government
- be supported by a joint team from across central and local government.

B Establish a transition unit

Proposed timing: starting early 2024

The transition unit will be the formal entity that starts the reform programme and will pick up the path set by the steering group. Its roles will include leading the establishment of the two new entities recommended in this report and starting to set up the mechanics and legislative settings for the reorganisation and realignment process.

The transition unit will also start broader policy and budget changes and be instrumental in leading the new way of partnering between local government, central government, and hapū/iwi.

C

Establish two new entities

Proposed timing: starting mid-2024

The first major machinery of government change will come with the establishment of two new entities:

- a new Crown department dedicated to the central–local government relationship
- a new local government stewardship institution.

The establishment of these entities will require work to secure budget funding and progress legislative change. This will be led by the transition unit.

D

Council reorganisation and realignment process

Proposed timing: starting late 2024

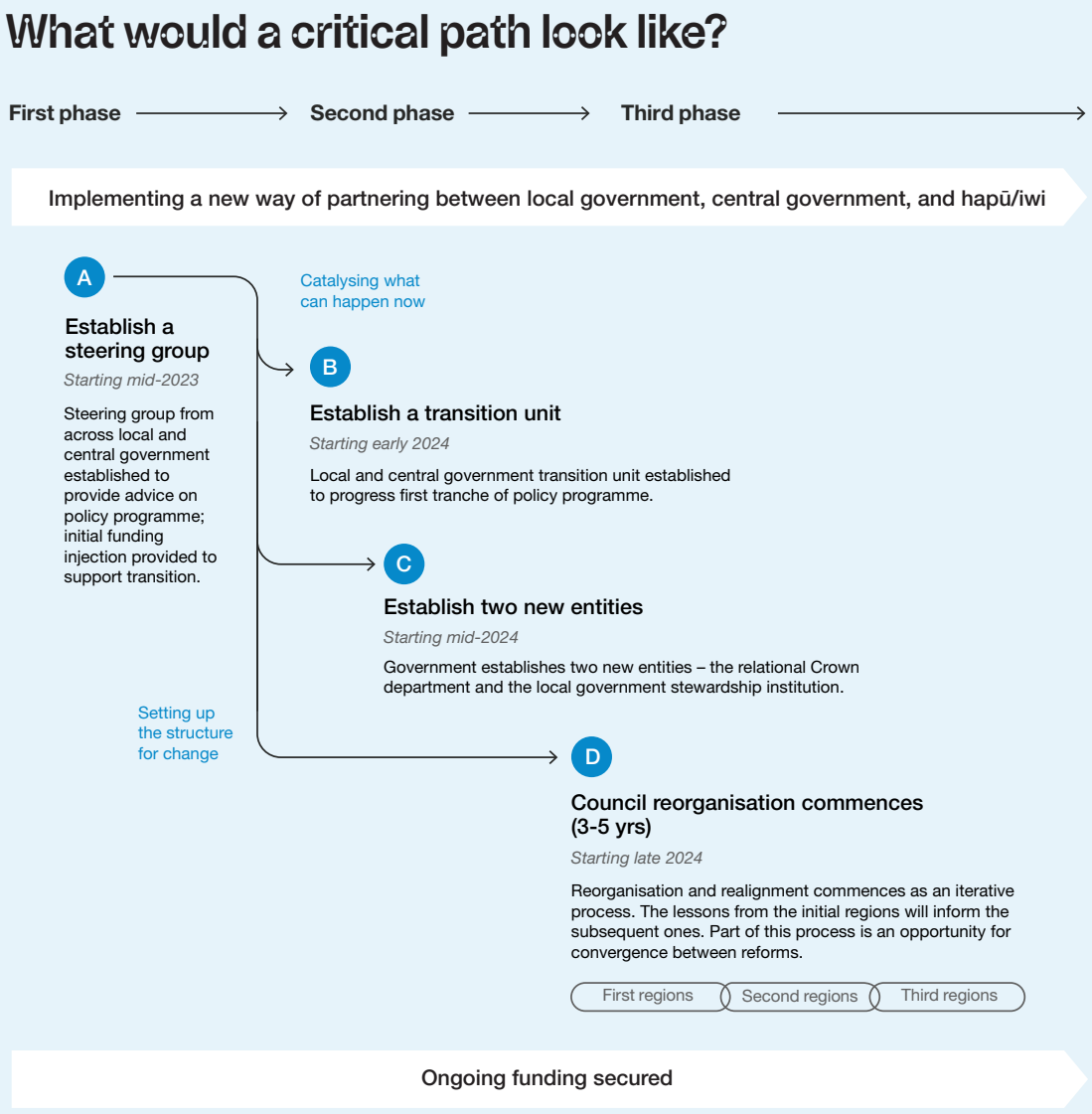
The reorganisation and realignment will start as an iterative process, with changes to councils taking place in tranches. The lessons from the first few regions will inform subsequent tranches. This process is an opportunity for potential convergence and alignment with other reforms.

Broader changes to create the new operating environment and system

A broader reform programme should start following the changes above. This will include legislative change to enable wider recommendations, but also the funding and capability changes needed to deliver on a future system.

For more detail, see the Appendix.

Figure 11: Initial timing and sequencing for key actions



Actions that can get started now

The success of the reform programme requires both immediate changes and legislative or structural changes.

We consider staff and elected members in local and central government can get started on the following actions now.

- Invest in building adaptive leadership capability focused on valuing civic leadership, partnership and collaboration, and innovation and experimentation.
- Establish, with support from LGNZ, ongoing development and capability building for elected members across councils.
- Explore options for councils to give effect to Te Tiriti-based partnership, including developing partnership frameworks with local hapū/iwi.
- Prioritise council resourcing for growing skills and cultural competency needed to recognise and embed te ao Māori, mātauranga Māori, and tikanga.
- Trial participatory and deliberative democracy tools amongst an opt-in group of councils to build experience and expertise.
- Share early knowledge from councils that already embrace their broader wellbeing role – including using the Taituarā Wellbeing Committee.
- Support the growth of social procurement and supplier diversity as standard practice in local government.

Figure 12: Actions that can happen now

1. Councils consulting with communities and hapū/iwi to **identify local wellbeing aspirations**
2. **Facilitating and enabling a more joined-up public service** between central and local government
3. Ongoing **development for elected members** and capability building/good governance across councils
4. Introducing **social procurement** and supplier diversity as standard practice
5. **Early knowledge-sharing** from councils that already embrace their broader wellbeing role – including utilising the Taituarā Wellbeing Committee
6. Local government **prioritises resourcing for growing skills and cultural competency** needed to recognise and embed te a Māori, mātauranga Māori and tikanga whakanaere
7. **Invest in building adaptive leadership capability** focused on valuing civic leadership, partnership and collaboration, and innovation and experimentation
8. Councils explore options for **Tiriti-based partnership at the council table**, i.e. develop partnership agreements with local hapū/iwi
9. **Trial participatory and deliberative democracy tools** amongst an opt-in group of councils, build learning and expertise
10. **Digital Future Local Government roadmap** gets underway as a cross-sector activity
11. **Create stronger partnerships** with the business and arts communities
12. Continuing education initiatives on **community wealth building and mission-led innovation**

Recommendations

7 Initiate a reorganisation of local government to strengthen, support, and resource councils to plan for and respond to increasing challenges and opportunities, and to set local government up for a more complex future.

9 Establish a new local government stewardship institution to strengthen the health and fitness of the system. This entity should:

- provide care for and oversight of the local government system, including the health of local democracy and local government's future-fit capability and capacity
- foster common purpose and relationships
- support and enable the health of the Māori–local government relationship
- incorporate the current roles and responsibilities of the Local Government Commission.

12 Local and central government coinvest to build adaptive leadership capability focusing on:

- leading change and system renewal
- valuing civic leadership and public service
- partnership and collaboration
- innovation and experimentation.

17 Central government commits to enabling the future transition with funding to:

- resource a transition unit to support the change and system renewal of local government
- supplement local government capacity funding to enable hapū/iwi and Māori to partner with councils
- support councils to:
  - build Te Tiriti and te ao Māori capability and grow hapū/iwi and Māori relationships
  - lift their immediate capacity and capability to innovatively deliver wellbeing priorities for their communities
  - trial and grow participatory and deliberative democracy practices.



Appendix

Changes to Create the New Operating Environment and System

What could a road to reform look like?

It is important to note that:

- this only one part of a broader change management programme that should predominantly focus on people, with some technical elements
- this diagram gives an overview of the process, but it will be iterative, and interdependencies, opportunities, and risks of other reform programmes will need to be considered.

Reform programme established

The first stage of a reform programme will need to be the overall agreement on the direction af a reform. Part of this could be the introduction of a transition unit that initiates the reform programme, establishes the two new entities (the relational Crown department and the local government stewardship institution) and commences the reorganisation.

Broader reform programme

Once the initial phase has been completed, a broader reform programme will commence. This will include legislative change to enable wider recommendations (ie, funding tools), but also funding and capability changes.

Changes that don't need reform

It is important to remember that not all changes will need to be part of a reform programme. Many recommendations can be implemented right now.

Enabling conditions

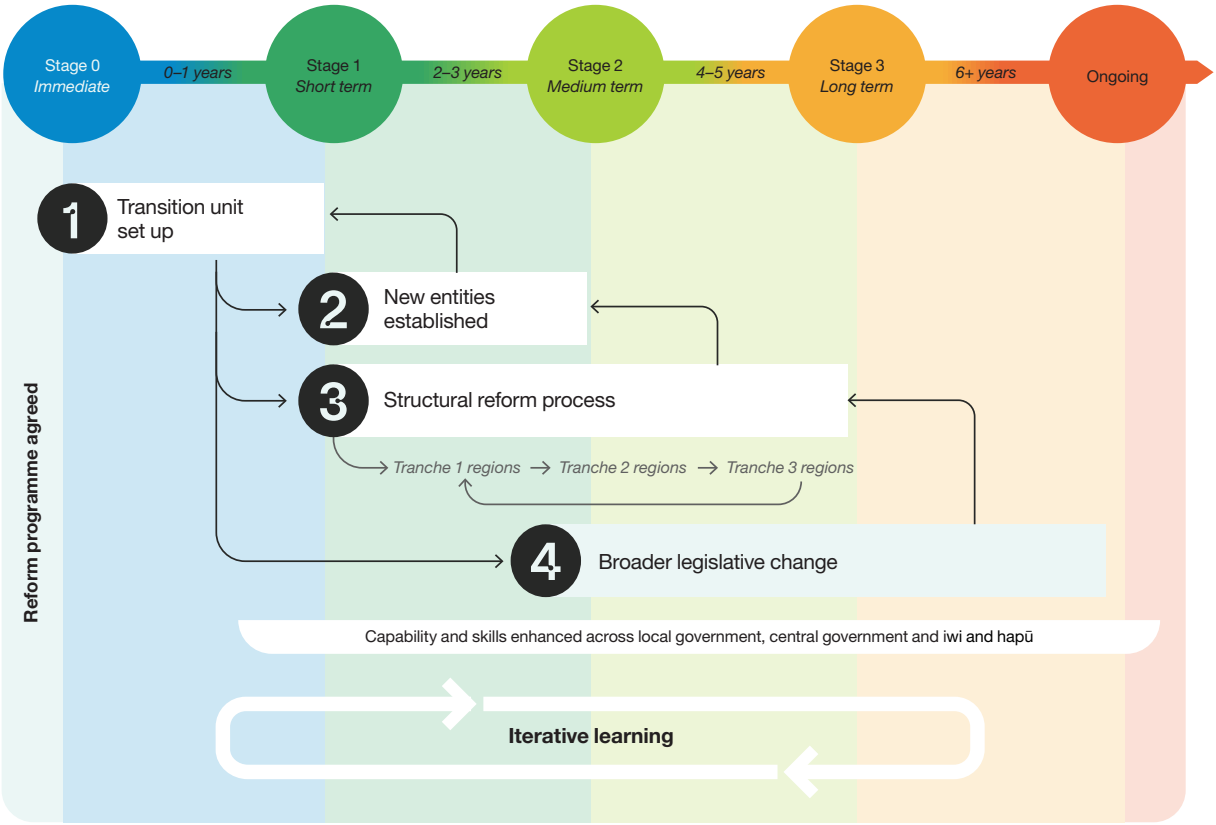
bipartisan buy-in to a multi-term reform programme – this programme will spread over many years, so there needs to be broad buy-in across the political spectrum

local government leadership and ownership, enabled by central government – this reform programme will not be successful if it is led purely by central government

change to central government's relationship with local government – while reform focuses on local government, fundamental change is also needed in how central government operates with councils and the system as a whole

iterative and responsive approaches – the reform process cannot be linear and early learnings need to inform future stages.

multi-year funding for a reform programme and implementation – without secure and sufficient funding, the reform programme will fall over



Glossary

We recognise that Te Reo Māori is a taonga that requires protection and nurturing. We acknowledge that terms expressed in this report are highly contextual. The terminology defined in this glossary is relative to the content of this report and are included to support understanding, not be exhaustive in their definition. These translations are subject to constant and necessary debate, and not one that the panel has the authority or intent to remediate within this report.

Term	Description
Allocation (of roles and functions)	Who does what in the system of local government. In other words, what local government should deliver and be responsible for.
Anchor institutions	Entities like councils, hospitals, universities, faith groups or other organisations based in a town, city, or defined region with a long-term and enduring commitment and connection to the place. Anchor institutions play a vital role in local communities and economies.
Co-governance	In a local government context, co-governance is about decision-making partnerships between local government and Māori, built on trust and confidence, used to develop a vision and objectives for a Kaupapa to work together. It is about sharing information at the outset and bringing together different perspectives and knowledge systems in a conversation based on mutual recognition. It does not mean that final decisions can or should always be made 'jointly' – certainty and efficiency may still mean that final decisions fall one way or another, but it does mean that a high degree of dialogue may be required before a decision can be made, or that decision-makers must strive for a consensual approach before resorting to 'hard' democratic mechanisms like voting.
Coinvestment	An approach where central and local government align efforts to plan, fund, and execute initiatives.
Deliberative democracy processes	These involve demographically representative groups selected by public lottery that weigh evidence, deliberate to find common ground, and develop an informed public judgement on a key issue which can then be directly adopted by council.

Term	Description
Democracy	This can be thought of as 'power to the people' and refers to a way of governing by public will. This means that the public are given power to rule the state, either directly or through elected representatives. Most commonly, we see this through elections, where the public vote for people to represent their interests. However, a fundamental and vital part of democracy is also the right to participate directly, not via an elected member. This is another, equally vital way power is given to the people.
Economies of scale	When services are delivered in larger quantities, resulting in lower overhead costs (as costs are shared more widely).
Economies of scope	These can occur when services that draw on specialist skills and resources can also be used for other services, reducing cost and sharing expertise.
Function	A broad area of responsibility. This could include things like roading provisions, system stewardship, or environmental monitoring.
Kaitiakitanga	The exercise of Tiakitanga by the tangata whenua of an area in accordance with tikanga Māori. Commonly this is related to natural and physical resources and includes the ethic of stewardship.
Kawa	Protocol -- customs of the marae and wharenui, particularly those related to formal activities such as pōhiri, speeches and mihimihi.
Kāwanatanga	The ethic of governorship, historically derived from the term 'Kawana' or Governor, who in 1840 was the Crown representative in Aotearoa New Zealand who signed Te Tiriti o Waitangi. In contemporary times, Kāwanatanga refers to the Governor and authority delegated to and vested in Parliament, the judiciary, and the executive of government. Local government is often referred to by Māori as an agent of Kāwanatanga as it carries out roles and functions enshrined in legislation that give practical exercise of Te Tiriti o Waitangi at place.
Local governance	The system by which communities are governed – in essence, who makes decisions, how they are made, and who the decision-makers are accountable to. In any place or community, local governance can involve many decision-makers including central government, local authorities, hapū/iwi and Māori organisations, business and community organisations, and others.
Local government	The local authority structures established by statute.

Term	Description
Local government system stewardship	A function that promotes and cares for local government. This includes: - oversight and monitoring of relevant legislation administered by agencies - care for the systems' long-term capability and people - maintenance and enhancement of institutional knowledge and information - support for partnerships, co-design, and innovation.
Local wellbeing	This covers a wide spectrum of interconnected social, cultural, economic, and environmental outcomes. It includes everything that makes a good life, not only for individuals, but also for their whānau and families, their neighbourhoods and communities, and for future generations. This includes living in a clean and healthy environment, having basic needs met, being physically safe and secure, experiencing connection with others and a sense of belonging, being able to participate and contribute, being able to express yourself and your identity, experiencing yourself as valued and valuable, and having opportunities to prosper and live to your full potential. Local wellbeing includes diverse Māori and Pacific approaches to wellbeing.
Long-term Plan (LTP)	A 10-year plan which sets out the activities a council does and how these activities fit together. They cover what activities will be completed over the LTP's 10-year period, why the council chose those activities, and the costs of those activities to the community.
Noa	An absence of restrictions and limitations, common.
Mana	Authority to lead and organise, to make decisions and have influence.
Mātauranga Māori	This refers to the Māori way of being and engaging to examine, analyse, critique and understand the world. Mātauranga uses kawa, tikanga, values, concepts, philosophies and whakapapa, traversing contemporary and customary systems of knowledge to build understanding.
Mauri	Life principle and force, the essential vitality of a person or entity.
Participatory democracy tools	These involve self-selected groups and are focused on public opinion-oriented decision-making.
Participatory democracy	The way citizens participate directly or indirectly in policies and political decisions that impact them.
Place-making	Widely understood as the process of strengthening the connection between people and the places they share, in order to maximise shared value and strengthen community identity.

Term	Description
Rangatiratanga	A concept of political, social, and cultural authority – closely linked to self-determination – through which Māori exercise control or influence over their own institutions, communities, property, and overall wellbeing (including the public goods and services they receive for their benefit). Rangatiratanga is derived from the whenua, through hereditary interests, often whakapapa-based and/or through recognised active leadership. In terms of political authority, rangatiratanga is predominantly held and exercised by iwi and hapū.
Rates	A form of tax on property. Rate means a general rate, a targeted rate, or a uniform annual general charge that is set under the Local Government (Rating) Act 2002.
Remuneration	The total compensation received by a person. This includes salary, fees, superannuation, reimbursements, allowances, and benefits.
Rohe	Can refer to an iwi boundary, traditional or customary district, geographical area, or region.
Role	The different actions or jobs that contribute to a broader function.
Single transferable vote (STV, or ranked choice)	Citizens rank candidates in their order of preference, which transfers votes and avoids wasted ballots.
Social procurement	Happens when organisations use their purchasing power to generate social or public value beyond the value of a good or service being procured.
Systems networkers and convenors	These connect and bring people together from across organisations, sectors and cultures, enable learning across boundaries and silos, and facilitate innovative solutions that respond to local needs.
Takiwā	Can mean a locality, district, area, region, or territory. Sometimes there are several takiwā within a rohe.
Talanoa	A term used within Tongan, Samoan, and Fijian cultures, referring to coming together for a conversation or exchange of ideas.
Tapu	A place or subject that has restrictions, limitations and special conditions.
Taura here	Meaning ‘ropes that bind’, this refers to Māori individuals or groups who join together to fulfil a common purpose to retain their identity and links back to their tribal homelands, and live outside their iwi territories.
Te ao Māori	The Māori world view.

Term	Description
Te taiao	Our interconnected and interrelated natural world, home to our native biodiversity and the plants and animals that define our local area. It also includes the whenua and awa that provide resources for the people who live there.
Te Tiriti o Waitangi	In this report, we use the term 'Te Tiriti' to refer to Te Tiriti o Waitangi/The Treaty of Waitangi. We use 'Te Tiriti' to refer to the combined effect of the English and Māori texts, and how we think that impacts on the relationship between Māori and local government.
Tikanga	Refers to the Māori ways of doing things, including protocols, practices, and behaviours that make up the system of values which have been developed and embedded over time. In the context of local government decisions in accordance with the right values and processes, including in partnership with the Treaty partner.
Unfunded mandate	These occur when a function or role is delegated from central to local government without associated funding.
Voter turnout	The proportion of all enrolled electors (both residents and ratepayers) who cast a vote.
Wānanga	A term used for a setting where discussion and an exchange of ideas of takes place. It can also refer to the sharing of traditional knowledge including mātauranga, whakapapa and philosophy.

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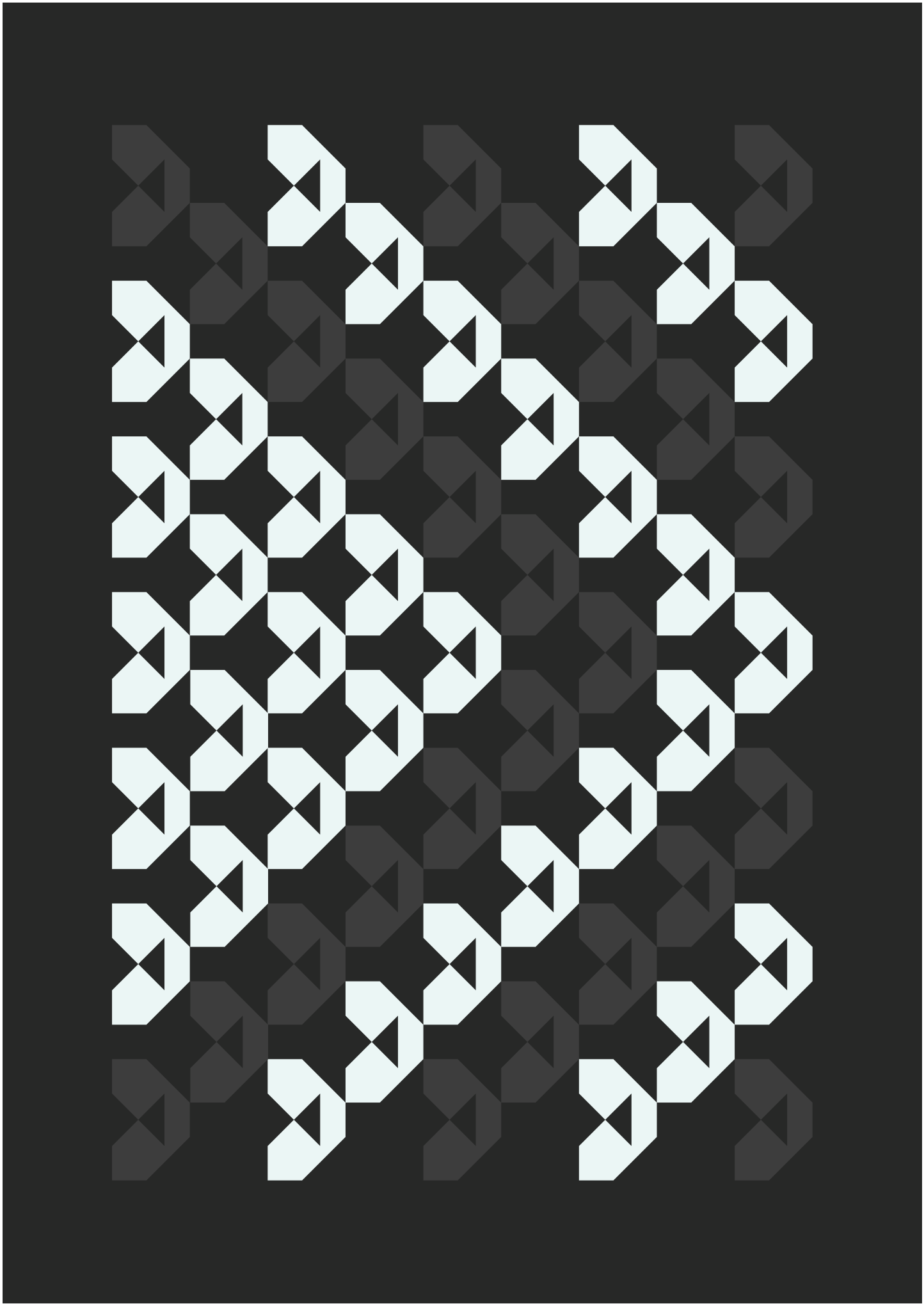
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PUKEKURA PARK DRAFT RESERVE MANAGEMENT PLAN CONSULTATION

MATTER / TE WHĀINGA

1. The matter for consideration by the Council is approval of the Draft Pukekura Park Reserve Management Plan for consultation with the community.

RECOMMENDATION FOR CONSIDERATION / NGĀ WHAIKUPU

That having considered all matters raised in the report:

a) Approve the Draft Pukekura Park Reserve Management Plan for Phase Two public consultation.

COMPLIANCE / TŪTOHU	
Significance	This matter is assessed as being of some importance as it relates identified Strategic Assets; Pukekura Park and Bowl of Brooklands.
Options	This report identifies and assesses the following reasonably practicable options for addressing the matter: 1. Approve the Pukekura Park Draft Reserve Management Plan for public consultation 2. Do not approve the Pukekura Park Draft Reserve Management for public consultation.
Affected persons	The persons who are affected by or interested in this matter are: • Ngāti te Whiti and Tuparikino hapū • Te Kotahitianga of Te Atiawa • The general public and users of the park • Lessees at Pukekura Park • The Friends of Pukekura Park • Sports groups (notably Taranaki Cricket Association) • Event promoters
Recommendation	This report recommends option 1 for addressing the matter.
Long-Term Plan / Annual Plan Implications	Yes
Significant Policy and Plan Inconsistencies	No

EXECUTIVE SUMMARY / WHAKARĀPOPOPTOTANGA MATUA

2. It is recommended that Council approves the Pukekura Park Draft Reserve Management Plan (RMP) for public consultation (Appendix 1). As the district's premier park, it is important that the park has an up to date management plan to guide its future development and operational management, as well as to comply with the requirements of the Reserves Act 1977.

3. The current RMP was created in 2004 and is being reviewed to reflect changes to the park, society and community over the last 19 years.

4. Officers have held discussions with a range of stakeholders and carried out a comprehensive first phase of consultation with the general public and park users in order to help inform the draft RMP.

5. The RMP is a visionary piece mapping out the future for the next 30 years with residents via several iterations of public consultation which is required under the Reserves Act 1977. It is a draft, subject to change and medium – large projects identified in the RMP are currently not budgeted for. The RMP will have to be weighed up against competing priorities from across Council's work programme in the next draft 10 Year Plan (also known as the Long Term Plan).

6. Projects may also change through the normal business case development process as additional information is developed. This information may either reinforce the case for a project or show obstacles that were unforeseen during concept development and consultation. All projects will go through Council's project management process and be subject to all applicable approval gates where decisions are made to either proceed or halt every project.

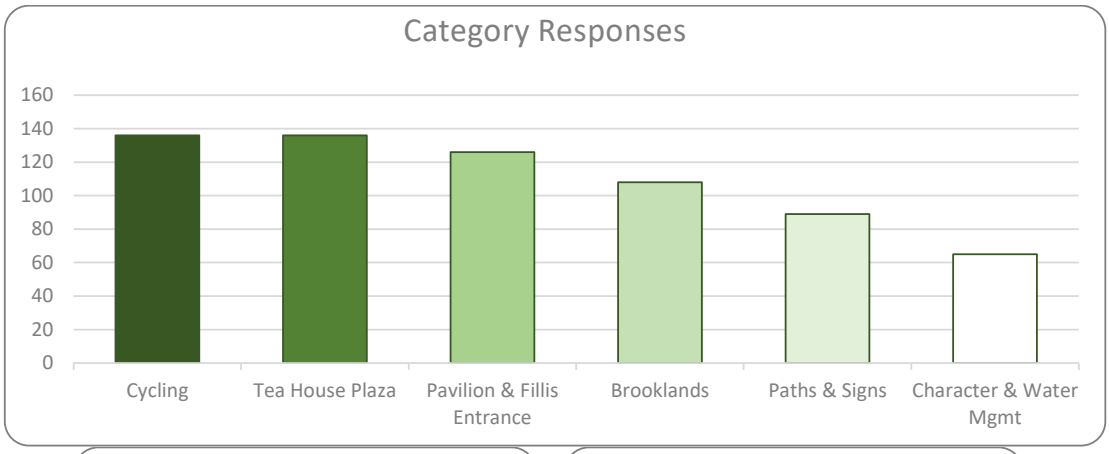
7. The next steps are to consult on the draft RMP two calendar months period. Following this, all submitters will have an opportunity to address Council directly at a hearing prior to a final Council decision being made on adoption of the Pukekura Park RMP and its content.

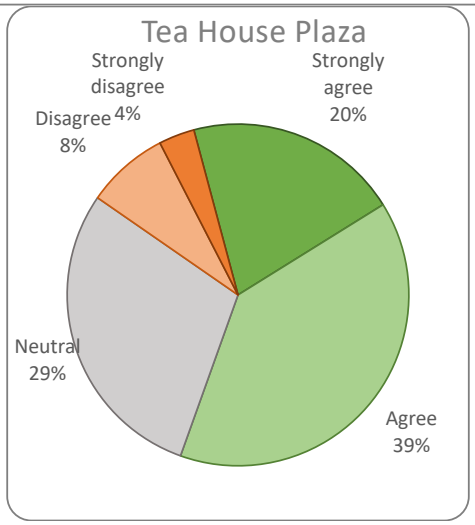
BACKGROUND / WHAKAPAPA

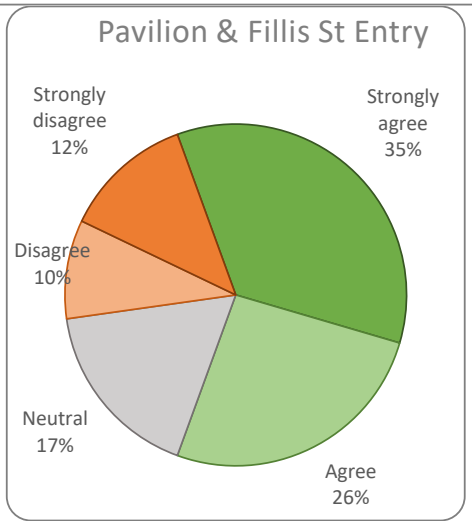
8. Approval for the review and preparation of a number of Reserve Management Plans, including Pukekura Park, was provided at the Council meeting of 17 August 2021.

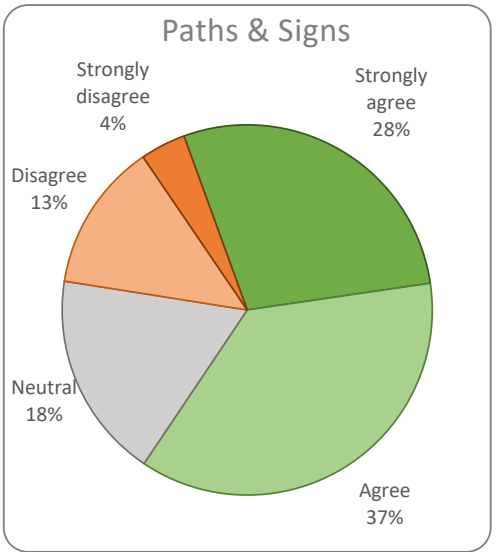
9. Following early stakeholder engagement and research a set of issues and opportunities were identified which were compiled into a Discussion Document – Our Pukekura Park Guiding the Next Chapter (Appendix 2). Following Council approval, this document was publicly released and a two month, Phase 1 consultation period was undertaken during June, July and August 2022. A full summary of the feedback received during this period is contained in Appendix 3.

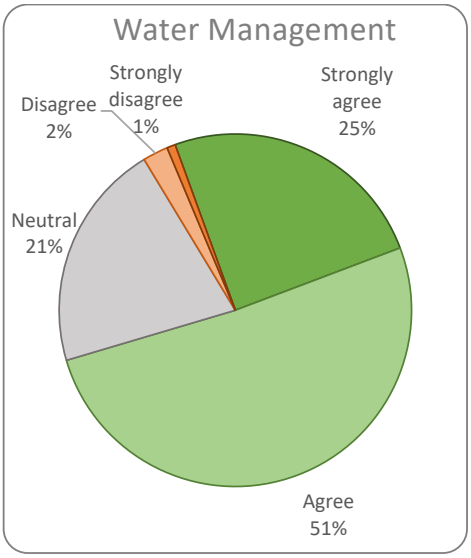
10. A high level summary of responses to broad areas of interest is provided below.

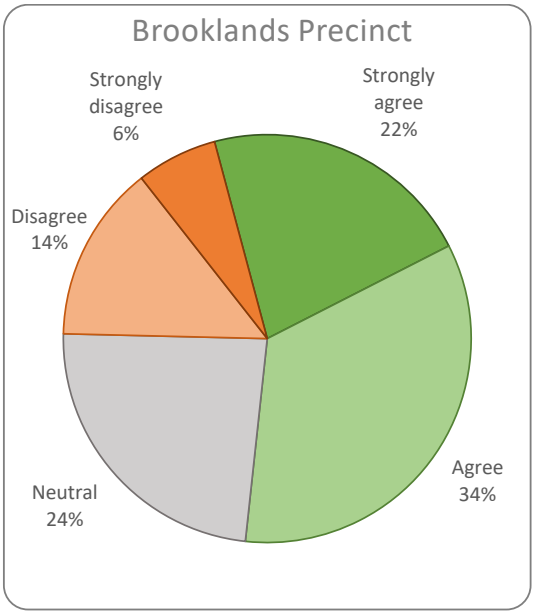


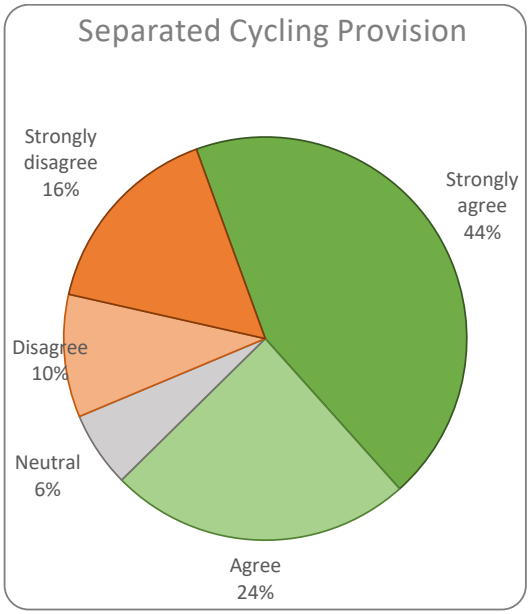


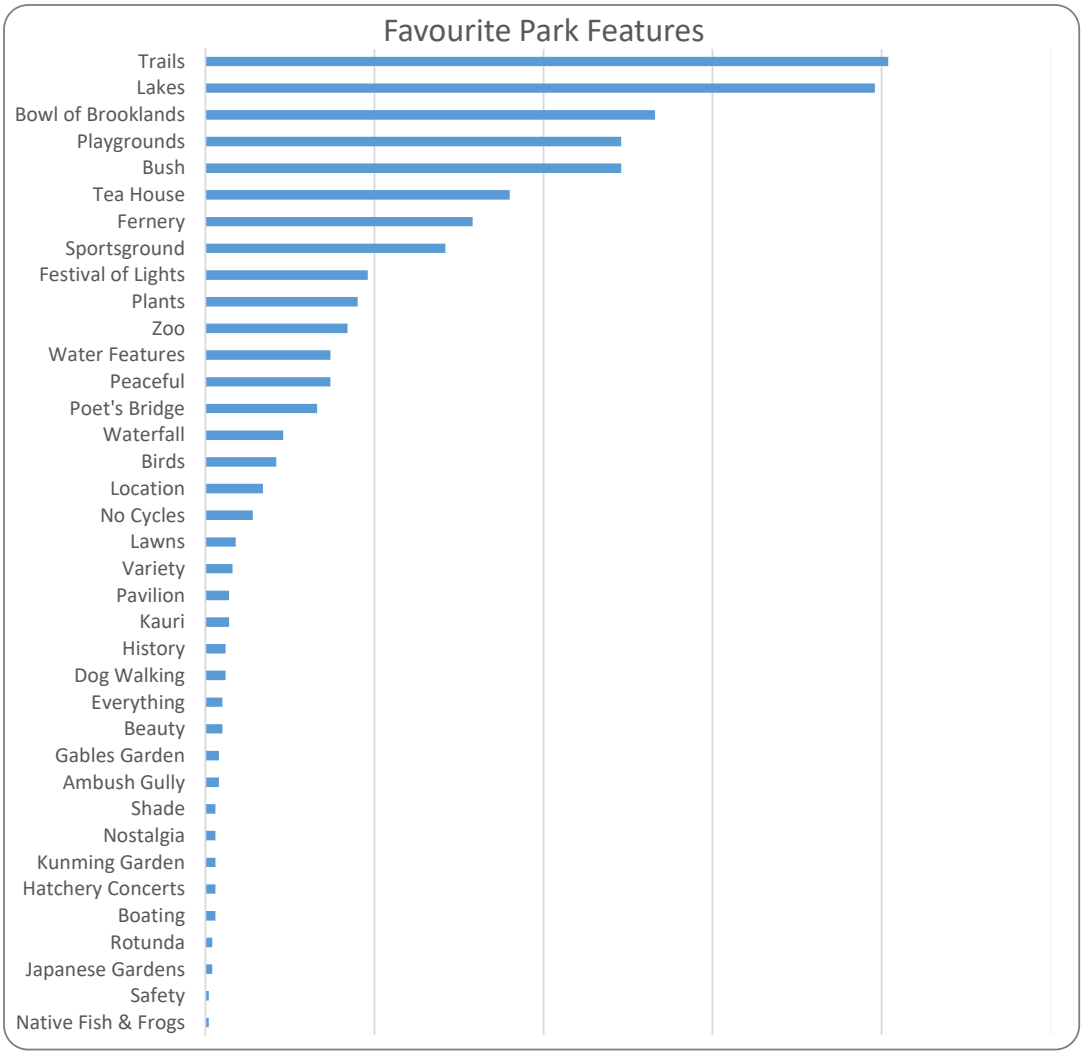







Brooklands Precinct
Strongly disagree 6%
Strongly agree 22%
Disagree 14%
Neutral 24%
Agree 34%


Separated Cycling Provision
Strongly disagree 16%
Strongly agree 44%
Disagree 10%
Neutral 6%
Agree 24%


Favourite Park Features
Trails
Lakes
Bowl of Brooklands
Playgrounds
Bush
Tea House
Fernery
Sportsground
Festival of Lights
Plants
Zoo
Water Features
Peaceful
Poet's Bridge
Waterfall
Birds
Location
No Cycles
Lawns
Variety
Pavilion
Kauri
History
Dog Walking
Everything
Beauty
Gables Garden
Ambush Gully
Shade
Nostalgia
Kunming Garden
Hatchery Concerts
Boating
Rotunda
Japanese Gardens
Safety
Native Fish & Frogs

11. Inputs from the public, partners, stakeholders and operational staff have been used to inform the draft Pukekura Park Reserve Management Plan.

Issues Considered

12. The key issues within the Discussion Document and the general responses of the public feedback to those issues are summarised below.

User conflict - pedestrians, cycles and vehicles using the same spaces.

- A general acceptance that these uses don't currently work very well together within the park.

Confusing path network – 20km of paths with a poor sign network

- Almost unanimous agreement that the signage is inadequate.

Maximising key features – some key park features not made the most of

- Majority acceptance that some features are underutilised or could be made more appealing and usable.

Water management – water quality and peak flow management

- Unanimous agreement that waterways need to be well looked after.

Park vegetation – management of plants and their succession

- Acknowledgement that maintaining the character of the park's vegetation during periods of change is important.

Brooklands Zoo purpose – updating the zoo to modern best practice

- Agreement that the welfare of the animals is key. What changes may result has been the subject of a separate, parallel process undertaken by zoo specialists (see Appendix 6).

Development consistency – assuring a consistent and complementary look

- General agreement that the overall look and feel of park areas needs to be thought about whenever changes, upgrades or developments are undertaken.

Suitability for events – ensuring the park remains a top level event venue

- Agreement that the park is a great venue, but some differing opinions on what the scale of any change could be. In particular regarding the Bowl of Brooklands and the Bellringer Pavilion.

Meeting modern standards – ensuring older parts meet current needs

- General agreement that the park needs to evolve to meet modern needs, but not at the expense of historic character.

Interaction with racecourse – effects of the proposed TACH

- Agreement that this will affect the park. The scale and specific impacts cannot be considered until a design for the Tuparikino Active Community Hub (TACH) is completed however.

Opportunities Presented

13. The draft key opportunities which were presented in the Discussion Document and the overall trajectory of the public feedback are described below.

Renewal of the Bellringer Pavilion and update of Fillis St entrance areas

- Unanimous acceptance that something needs to be done about Bellringer Pavilion.

- Most people supported a new building with some promoting refurbishment of the existing Bellringer, and a variety of views on the scale of any new building.

- Some commentary about Cricket making a significant contribution for upgrades required to maintain first class ground standards.

- General acceptance of an updated Fillis St entrance, but concern about mobility parking being accommodated.

Additional terracing at Bowl of Brooklands to increase capacity

- A variety of opinions on these proposals, however almost all encouraged the retention of the existing special character.

- Majority acceptance of modifications to the steep slopes but needs to use materials and be designed to fit into the space.

Quicker and more efficient stage installation at the Bowl of Brooklands

- Majority encouraged retention of the water in front of the stage.

- Majority acceptance of a better temporary stage solution to cover the water in front of the main stage.

- A lot of commentary on who should pay for temporary stage related costs i.e. that promoters should pay for things they demand.

- A number of comments that promoters should accept the venue as it currently is, and if it is not suitable, they should look for other venues such as Yarrow Stadium.

Creation of a Brooklands Enviro-Hub

- An acceptable use provided it doesn't become a large financial burden to Council.

Path network review and wayfinding strategy

- Almost universal approval of the need to implement new signage and wayfinding infrastructure.

- Some differing opinions on upgrading a selection of path surfaces to allow for better accessibility on the most popular sections and create a sealed loop track around the main lake.

- Many like the 'natural' feel of the gravel and worry that if too much is done it will detract from the park character.

- Strong opinion on keeping the park as a 'safe haven' for pedestrians without needing to worry about cycles and other vehicles.

- General acceptance of a separate dedicated cycle route which doesn't adversely affect existing main pedestrian routes.

- Cycle advocates strongly supported links through the park to improve the existing alternative transport network.

- Strong feelings that more needs to be done to let users know about cycling prohibitions, and if a new route is approved that enforcement through the rest of the park is a priority.

- No desire for the park to be a recreational cycling route, but more of a commuter route for schools and the CBD.

Prioritise key park viewshafts

- General acceptance provided it isn't a free rein to remove trees without considered thought.

Enhancement of the Tea House and surrounds

- Differing opinions on the specific proposal although most agreed that the overall Tea House experience could be much better.
- Not a lot of love expressed for the existing public toilet block.
- What the ideal scale of any changes might be was variable between submitters.
- Request for a better all-weather option, particularly for dog walkers who aren't allowed their pets inside the Tea House building.

Improvements to Cannon Hill

- General approval for improving this space.
- A number of comments from people who didn't realise this area even existed.

New consolidated staff operational area

- General approval for this proposal.

Improvements to water bodies

- Universal approval for water body improvements.
- A couple of differing opinions around the likely effectiveness of sealing the lakeside paths to reduce gravel and sediment runoff into the lake.

Brooklands Zoo Strategy and Enhancements

- Differing opinions on the overall value of the zoo.
- Universal support for ensuring the safety and quality of life for animals who may be affected by Bowl events.

Brooklands Zoo Strategic Vision

14. Concurrent with the first phase of consultation on Pukekura Park, Council officers have been undertaking stakeholder consultation for the development of a Strategic Vision for Brooklands Zoo. As Brooklands Zoo is a key asset within Pukekura Park, it is considered appropriate to include the draft Brooklands Zoo Vision within the Draft Pukekura Park Management Plan for public consultation. This will mean that a comprehensive approach to all assets within Pukekura Park can be provided for within the RMP when adopted.

15. As part of the preparation work for the public consultation of the Draft Brooklands Zoo Strategic Vision, a series of pre-engagement workshops were held with identified stakeholder groups to gain some initial feedback and comments on the draft strategic vision document.

16. The primary focus of this pre-engagement phase was to identify what the key issues and comments were, enabling us to make changes to the draft strategic vision before going out for wider public consultation, and to minimise the risk of proposing a vision that doesn't align with the communities wants and needs. A summary of this early consultation is included in Appendix 5.

17. Appendix 6 provides a draft Strategic Vision for Brooklands Zoo. It outlines the proposed strategic direction for Brooklands Zoo and then provides an overview of the proposed themes, animal collections and new facilities required for the Zoo to meet Ministry of Primary Industries (MPI) containment standards and high quality zoo environments for the animals in care.

18. Due to the complexity of zoo masterplanning, Council engaged expert Zoo designers (Hanson Roberts Studio) to provide guidance and design expertise in the concept planning and strategic vision development.

19. The key direction provided for within the draft Brooklands Zoo Strategic Vision are as follows:

    - To rationalise animal collections around core themes that enable a clearer story to be told to visitors;
    - To reduce the range of species held at the Zoo and to focus on social species that are more adept at coping with the surrounding multi-use venue that is located at Brooklands Park/Bowl;
    - To upgrade current exhibits that are deteriorating and not likely to meet MPI requirements in the short term;
    - To invest in best practise zoo design animal habitats that provide for high quality animal welfare through naturalistic exhibits;
    - Provide for updated education and learning spaces, including learning through naturalistic play that complements the animal habitats;
    - Continuation of support for local and global conservation initiatives; and
    - Partnering with East Taranaki Environment Trust (ETET) in the Wildlife Rehabilitation Facility proposed for Inglewood on Council land.

Relationship between RMP and LTP Budgets

20. The financial implications of projects and programmes are not defined by the RMP. A high level indication of priority of for projects from the community will be sought through the Draft Plan. Budgets and ongoing costs are considered as part of Council's wider financial policy and planning processes through the Long Term Plan. The RMP is a document aimed at documenting the community aspirations for development and management of Pukekura Park and as such providing the opportunity for such approaches to occur under the Act if funding is subsequently provided. The following diagram provides a summary of these relationships.



Figure 1 – Diagram showing relationship between RMP planning, LTP, Infrastructure Strategy and Asset Management.

21. A preliminary set of costs for significant potential projects has been prepared by Quantity Surveyors to provide high-level information on their possible financial impact. A description of these costs and a suggested project prioritisation order is included in Appendix 4.

22. At the request of elected members and to assist in future project timing the identified projects have been categorised in cost bands. A section has been included in the draft Plan (page 52 – 57) that provides an overview of this in order to gain community feedback on project prioritization in relation to cost scales and types of projects. The banding includes:

    - Small-scale projects (< $100,000 or able to be staged over time as discrete components) that can be implemented from existing Reserve Management Plan implementation budgets allocated yearly for Pukekura park (in order of $55,000 per year every year of the LTP);

    - Medium projects ($100,000 - 1 million) that would be required to be funded through the LTP as separate projects;

    - Large projects (>$1 million) that would be required to be funded through the LTP as separate projects; or

    - Partner projects (large or small) that would only proceed with external partner funding and/or are eligible for offset funding (eg. waka kotahi).

23. In addition to project banding the timing of large projects will need to be spread over a longer period of time and as such some of the projects will be considered in both the LTP and Infrastructure Strategy. The priority score that the community places through the submissions on the draft Plan specific to the projects identified will help to inform the overall project spread across a thirty-year period as and when projects are confirmed as being funded.

24. The community feedback through Council's 'Have your Say' page will ask specific questions of the community on the project prioritization.

CLIMATE CHANGE IMPACT AND CONSIDERATIONS / HURINGA ĀHUARANGI

25. The draft Pukekura Park RMP gives consideration to minimising non-renewable resource inputs into the operational management of the park. An attempt has also been made to anticipate the impacts of likely climate change scenarios on the park and how these can be mitigated and adapted to. Of primary concern are how the park's vegetation may adapt to increasing temperatures; and how the park's waterways will cope with more frequent, higher intensity weather events.

26. Thought has been given to the role the park plays as a link in the alternative transport network for pedestrians and cyclists and how it connects to existing and proposed adjacent pathways.

27. Already underway, and proposed to be incorporated in the RMP, is a drive to replace petroleum powered implements and vehicles with electric alternatives where feasible.

REFORM IMPLICATIONS

28. There are no implications relating to current reforms. Discussions with Water managers indicates that the dams within the park are not considered stormwater assets and there are no anticipated impacts on other water infrastructure running through the park.

NEXT STEPS / HĪKOI I MURI MAI

29. It is proposed that the following process and timing is implemented.

Dates (2023)	Item
11 July	Extraordinary Council Meeting
13th July	2nd Phase Consultation Begin
15th September	2nd Phase Consultation End
3rd October	Submitter Hearing
12th December	Council Decision on RMP Adoption

SIGNIFICANCE AND ENGAGEMENT / KAUPAPA WHAKAHIRAHIRA

30. In accordance with the Council's Significance and Engagement Policy, this matter has been assessed as being significant since it relates to assets identified as Strategic Assets, those being Pukekura Park and Bowl of Brooklands.

31. As New Plymouth's premier park, it is anticipated that there will be a great deal of interest in the plan from a large proportion of the community. As such a comprehensive consultation plan has been prepared to ensure a variety of opportunities for community input.

32. The Draft RMP contain proposals requiring decisions on financial resourcing from Council and these will be reported through future Long Term Plans (LTP).

33. RMP development includes a prescribed legislative process for public consultation which council must follow. In addition, targeted consultation with stakeholders, partners and other interested parties is planned to ensure that a wide range of views are collected and incorporated into the draft RMP. Finally, any person who submits on a draft RMP has the opportunity to present their submission in person to Elected Members prior to the RMP being finalised.

Statutory Responsibilities / Ngā Haepapa ā-ture

34. RMP preparation processes must comply with the requirements of the Reserves Act 1977. This is outlined in Sections 41 and 119 of the Act which is summarised below. The first three steps have already been completed.

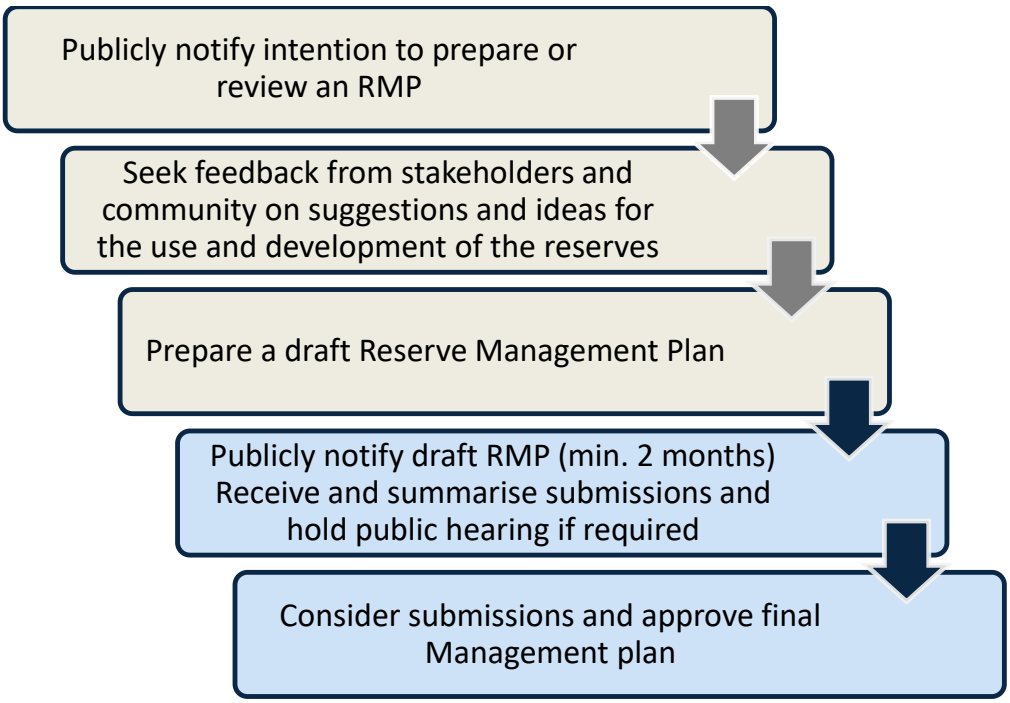


Figure 1 - Management Plan Preparation Process

Participation by Māori / Te Urunga o Ngāi Māori

35. The preparation and delivery of the Pukekura Park RMP is of significance to Te Atiawa iwi, Ngāti te Whiti and Tuparikino hapū. Ongoing discussions and input from both iwi and hapū is being undertaken as the plan is progressed.

36. Despite the previous management plan not identifying any cultural considerations; conversations prior to Phase 1 consultation indicated a greater Māori history on the site than previously understood. Ngāti te Whiti and Tuparikino hapū have stated connections to the site and conversations have identified opportunities for future partnerships on site.

37. Ngāti te Whiti has identified a desire to work with Council officers to ensure appropriate recognition of the cultural heritage of the site within the RMP and to work alongside NPDC through input into design considerations. Hapū will have representatives involved in the preparation of the management plan and this will complement the approach being taken for the Tuparikino Active Community Hub at the adjacent racecourse site.

OPTIONS

Option 1
Approve the Draft Pukekura Park Reserve Management Plan for phase two public consultation.

Financial and Resourcing Implications / Ngā Hīraunga ā-pūtea, ā-rauemi

38. This project is predominantly being delivered through NPDC internal resources through both the Planning and Design and Communications teams, along with input from the Transport and Three Waters teams.

39. It is estimated that the cost of Phase 2 consultation will be around $15,000. The majority of this being made up of newspaper advertising.

40. Any significant costs associated with implementing the Pukekura Park RMP will be put forward during subsequent LTP processes for a decision by Elected Members.

Risk Analysis / Tātaritanga o Ngā Mōrearea

41. With a good quality consultation process which provides clear messages and information, and allows suitable engagement opportunities for interested parties, any risks should be minor. However, due to the high public interest in the park, and the often divergent desires of different parts of the community, it is likely that there will be high interest over how the draft RMP has interpreted the issues, opportunities and feedback for the park.

Promotion or Achievement of Community Outcomes / Hāpaitia / Te Tutuki o Ngā Whāinga ā-hāpori

42. The preparation of the Pukekura Park RMP will include some opportunities for community partnerships, as well as an assessment of ways to increase operational sustainability and contributions to environmental and wellbeing outcomes.

Consistency with Policies and Plans / Te Paria i ngā Kaupapa Here me ngā Mahere

43. This proposal is not inconsistent with existing Council plans and policies. The review of the Pukekura Park RMP is guided by the strategic approach identified in the Open Space Sport and Recreation Strategy.

Community Views and Preferences / Ngā tirohanga me Ngā Mariu ā-hāpori

44. Due to the nature of Pukekura Park as a premier destination with nearly 150 years of history as a public space, and its status as a strategic asset for Council; the district-wide community as a whole is considered as having an interest in the preparation of an RMP, and are anticipated being involved in the process.

Advantages and Disadvantages /

Advantages	Disadvantages
Allows for certainty in forward work programming	Significant staff resourcing commitment required
Provides a commitment to the community around timing of the Pukekura Park RMP review, and their opportunities to be involved	Consultation may be dominated by a single issue – to the detriment of other equally important matters
Consistent with Reserves Act requirements	
Provides more certainty about future changes and management of the park to staff and the community	

Option 2
Do not approve the Draft Pukekura Park Reserve Management Plan for public consultation release.

Financial and Resourcing Implications / Ngā Hīraunga ā-pūtea, ā-rauemi

45. Delaying the process will increase future staff workloads and require increased resourcing to cope with the bow wave of work.

46. Any new process will require a reassessment of financial costs. These are unknown and may not be able to be covered within existing budgets.

Risk Analysis / Tātaritanga o Ngā Mōrearea

47. There is a risk associated with not providing a reasonable level of clear information to the community on the RMP and the process.

48. The process will be delayed for an unknown amount of time while a new process for preparation of the RMP is prepared for consideration.

49. The trust of the public may be eroded due to a change of direction on what we have already indicated will happen.

Promotion or Achievement of Community Outcomes / Hāpaitia / Te Tutuki o Ngā Whāinga ā-hāpori

50. Nil.

Consistency with Policies and Plans / Te Paria i ngā Kaupapa Here me ngā Mahere

51. This option is inconsistent with existing Council plans and policies; and prior Council resolutions as there is an expectation that the community will be provided an opportunity to input into the future thinking for Pukekura Park.

Community Views and Preferences / Ngā tirohanga me Ngā Mariu ā-hāpori

52. The community is expecting consultation on Pukekura Park to be happening soon. Any delay or change in the process will change the narrative and understanding of the public around what we have done to date.

Advantages and Disadvantages

Advantages	Disadvantages
There is an opportunity for further discussion, evaluation and determination of issues and opportunities prior to public consultation	Significant staff resourcing commitment required
	Delays in expected timeframes with the community on opportunities to input into the process
	A small chance that some identified updates considered important for operational activities may not be included
	No security to the public or stakeholders we have already engaged with about the content or timing of the consultation

Recommended Option
This report recommends option 1 Approve the Draft Pukekura Park Reserve Management Plan for phase two public consultation for addressing the matter.

APPENDICES / NGĀ ĀPITIHANGA

Appendix 1 Draft Pukekura Park Reserve Management Plan (ECM 8937226)

Appendix 2 Pukekura Park Reserve Management Plan Discussion Document (ECM 8776294)

Appendix 3 Overview of Phase 1 Consultation (ECM 8938438)

Appendix 4 Overview of Project Costs and Suggested Prioritisation (ECM 8939280)

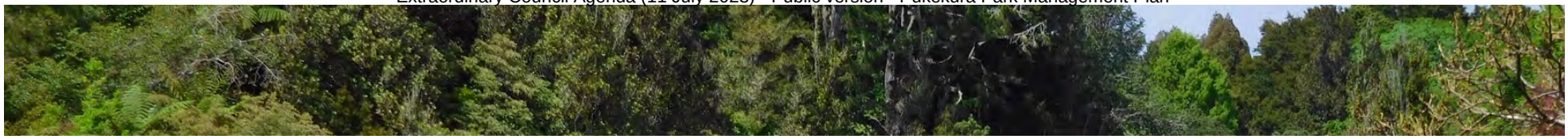
Appendix 5 – Brooklands Zoo Pre-engagement Summary (ECM 8937483)

Appendix 6 – Brooklands Zoo Draft Strategic Vision (ECM 8945312)

Report Details

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Ward/Community:	Districtwide
Date:	27 June 2023
File Reference:	ECM 8937226

----------End of Report ----------



DRAFT

Pukekura Park

Reserve Management Plan 2023





Preface

New Plymouth District Council administers a wide range of public open spaces within our communites. This plan provides specific management guidance for the 52 hectares of Pukekura Park, our only District-wide park.

This plan should be read in conjunction with *Caring for Our Parks - Reserves Management Plan Part A*, which covers common matters relating to all reserves across the New Plymouth District.

This plan has been prepared in accordance with the Reserves Act 1977, and with the valuable input of other council teams, stakeholders and the New Plymouth - Ngamotu community.

Special thanks go to the Pukekura Parks operational staff and the Friends of Pukekura Park whose contributions have demonstrated the special place Pukekura Park plays in our community.



Boatshed Bridge

Introduction

Purpose

Public open spaces are critical to the well-being, character and sense of pride in place of a community.

Reserve management plans prepared under the Reserves Act provide strategic direction for the management of parks and reserves, and identify policies and plans for the use, enjoyment, maintenance, protection, preservation and development of parks assets. Reserve management plans are prepared with community involvement and as such are a statement of the community's expectations for Council's management of their parks and reserves.

Format

New Plymouth District Council's Reserve Management Plans are split into two parts. An overarching 'Part A' which covers the whole New Plymouth district, outlining the background and aspects relating to all reserves administered by Council. It includes high level principles and policies which apply to all reserves regardless of their type or location. This approach allows the prefacing and common information relating to all reserve management plans to be contained within Part A instead of being repeated in each individual plan.

Individual plans for parks of significance, and omnibus plans for community precincts form a suite of Part B management plans. With Part A dealing with higher level districtwide and governance direction, this format leaves Part B free to concentrate on community based, park specific issues.

The general information each part contains is outlined below.

Part A

Governance direction
Parks network overview
District wide goals, objectives and principles for the overall parks network
Policies which cover all parks and reserves
Strategic, policy and legislative background and context
District Mana Whenua background and considerations
District partner and stakeholder context

Part B

Specific park description
Location specific considerations
Reserve classifications
Location specific goals objectives and principles
Management aims
Location specific policies
Concept Plans
Prioritised Action List

Contents

PREFACE 1
THE PARK 4
- Location
- Mana Whenua Values
- Historical Timeline

UNIQUE PARK CONSIDERATIONS 16
- Special Interest Elements
- Special Statutory Functions
- Key Issues

STRATEGIC DIRECTON 24
- Park Vision and Goals

SPATIAL LAYOUT 26
- Character Areas

POLICIES - MANAGING ACTIVITIES 32
- 1.0 Character 34
  - 1.1 Heritage & Culture
  - 1.2 Information & Education
  - 1.3 Furniture & Built Forms
- 2.0 Function & Use 36
  - 2.1 Access
  - 2.2 Camping
  - 2.3 Commercial Activity
  - 2.4 Domestic Animals
  - 2.5 Events
  - 2.6 Safety
  - 2.7 Recreation & Use
  - 2.8 Utilities
  - 2.9 Vehicles
  - 2.10 Key & Specific Park Activities
- 3.0 Conservation & Preservation 41
  - 3.1 Biodiversity & Ecology
  - 3.2 Climate Change
  - 3.3 Pest Plants, Animals & Diseases
  - 3.4 Water Management
  - 3.5 Flora & Fauna
  - 3.6 Brooklands Zoo
- 4.0 Management 45
  - 4.1 Mana Whenua Involvement
  - 4.2 Commemorative Items
  - 4.3 Encroachments
  - 4.4 Operational Management
  - 4.5 Strategic Management
  - 4.6 Leasing, Licences & Easements
  - 4.7 Facilities, Buildings, Structures & Amenities
  - 4.8 Grazing
  - 4.9 Volunteers & Stakeholders
  - 4.10 Tools & Vehicles
- 5.0 Development 50
  - 5.1 Acquisition & Disposal
  - 5.2 Development

PROJECTS AND PROGRAMMES 52
- Projects
- Programmes

APPENDICES 82
- A – Pukekura Park Land Parcels
- B – Pukekura Park Detailed Modern History
- C – Legacy Feature Details
- D – Pukekura Park Botanical Collections
- E – Key Native Ecosystem Report

THE PARK



Pukekura Park has provided public open space in the heart of New Plymouth since 1876. The park has been added to and developed over the years; and now comprises around 52 hectares of tranquillity and entertainment for the city's residents and visitors.

The park has evolved along with its people to now represent a unique amalgam of historic character, local conditions and contemporary influences. A distinctly Taranaki park, loved by generations of locals and admired by visitors.

Originally managed by a board of trustees, the park was handed over to the then New Plymouth Borough Council in 1929 and the park was administered by a committee of citizens until the mid 1960s.

Over the years the park has steadily increased in size with the addition of Brooklands and the Maranui Gully in the 1930s and a further 2.5ha bought from the Ministry of Education in 2004. Through years of waxing and waning fortunes and a changing city, the park has been a constant in the lives of generations of locals and deservedly celebrated, enjoyed and loved.

Admiration of the park led to Pukekura Park receiving the most votes in deciding which of 56 nationwide landmarks would be placed on the New Zealand version of Monopoly in 2007 – receiving the most votes and garnering the prominent 'Mayfair' spot on the board.

The park has also been granted the prestigious Green Flag Award for the last nine years in a row.

The park currently provides, amongst other attractions:


52 hectares of park


20 kilometres of walkways


3 playgrounds


1 premier sportsground


1 glasshouse fernery


1 concert venue


1 zoo


1 public tea house

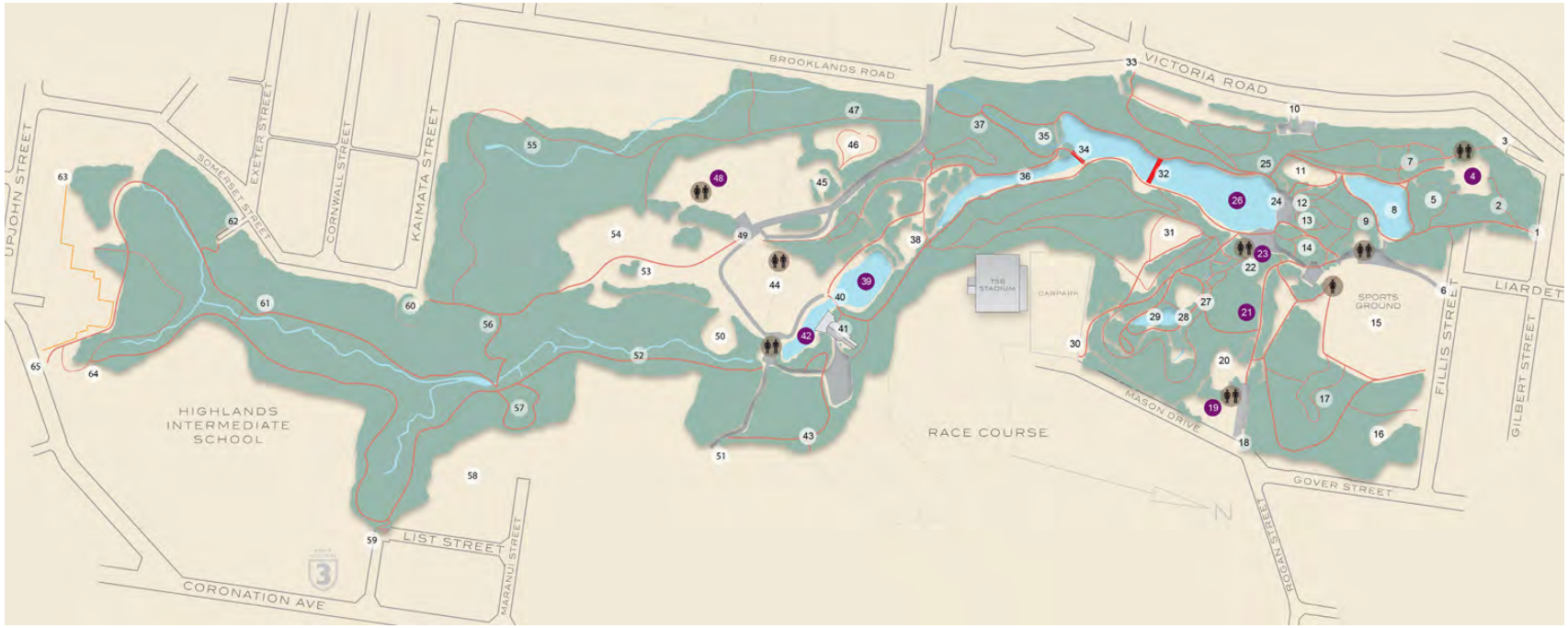
Location

Pukekura Park is made up of around 52 hectares of parkland located in the centre of New Plymouth City.

Located alongside the 38 hectare Racecourse Reserve, Pukekura Park is within 500m of the central city and surrounded by residential homes and schools.

This accessibility and welcoming environment makes the park a major visitor attraction with many different spaces and activities available for a range of uses.





1	Gilbert St Entrance	14	Sunken Dell	27	Fred Parker Lawn	40	Bowl Lake Bridge	53	Brooklands Chimney
2	Water Wheel	15	Sports Ground	28	Curators Office	41	Brooklands Stage	54	Brooklands Lawn
3	Victoria St Entrance	16	Cricket Nets	29	Stainton Dell	42	Bowl Lake	55	Ambush Gully
4	Playground	17	King Fern Gully	30	Stadium Entrance	43	Scanlan Lookout	56	Ancient Puriri Tree
5	Palm Lawn	18	Rogan St Entrance	31	Eastern Lookout	44	Bowl of Brooklands	57	Large Ginkgo
6	Sanders Gates	19	Playground	32	Poet's Bridge	45	The Gables	58	Maranui Homestead
7	Japanese Torii	20	Band Building	33	Shortland St Entrance	46	Kunming Garden	59	List St Entrance
8	Fountain Lake	21	Fernery	34	Boat Shed Bridge	47	Kauri Grove	60	Kaimata St Entrance
9	Bellringer Pavilion	22	Wisteria Pergola	35	Monument HIll	48	Brooklands Zoo	61	Upper Maranui Gully
10	Victoria Rd Entrance	23	Tea House	36	Upper Lake	49	Old Curators House	62	Exeter St Entrance
11	Hatchery Lawn	24	Rotunda	37	Goodwin Dell	50	Pinetum	63	Upjohn St Entrance
12	Cannon Hill	25	Waterfall	38	Rhododendron Dell	51	Racecourse Entrance	64	Chinese Collection
13	Jubilee Fountain	26	Main Lake	39	Lily Lake & Cloud Sculpture	52	Lower Maranui Gully	65	Coronation Ave Entrance

Mana Whenua Values - Placeholder Draft narrative in development with tangata whenua

Titiro whakamuri, haere whakamua.

We look to the past, as we move forward into the future.

Ngāti Te Whiti alongside Tuparikino hapū are mana whenua over the area of Pukekura Park, located within the Ngāti Te Whiti rohe. Ngāti Te Whiti and Ngāti Tūparikino and are hapū of the Te Ati Atiawa Iwi.

"Our right of occupation is based on continuous occupation by generations of connected ancestors from the earliest kinship groups of Ngā Motu. We regard New Plymouth as our tūrangawaewae – our paepae, our footstool, the land on which we alone might stand.

Our rohe was historically occupied and utilised to sustain our people and contains a wealth of occupation such as marae (meeting house), kāinga nohoanga (dwelling place), umu (oven), wāhi mahi kōhatu (quarry sites), ara tawhito (traditional travel routes), māra kai (gardens), tauranga waka (canoe landing sites), tauranga ika (customary fishing grounds), mahinga kai (customary freshwater fishing grounds), wāhi pakanga (battle sites), pā (fortified villages), papakāinga (village) and urupā (cemetery)".

Features in the immediate vicinity of Pukekura Park include:

- A number of Pā, Papakāinga and former settlements including:
  - Te Arakete
  - Pukewārangi
  - Puketarata
  - Parihāmore
  - Wharepapa
  - Waimanu
  - Te Kawau
  - Te Ngāhere
  - Tūpare
- Awa (rivers)
  - Huatoki
  - Pukekura
  - Te Hēnui
  - Waiwhakaiho and their tributaries
- Historic reserves including:
  - Hawehawe
  - Kaimata
  - Rua-o-Mohu
  - Te ikanga
  - Murangai
  - Huatapatapa
  - Parapara
  - Kapuanui
  - Paraite
  - Wangoangoa
- Paiare – a toka representing the boundary of the Ngāti Tūparikino fishing grounds Te Tai-o-Rēhua (Tasman Sea)
- Māra kai (food gardens), historic ara (pathways)
- Large tracts of indigenous vegetation
- Approximately 60 puna (springs)

The interaction between these areas, actions of prominent Ngāti Tūparikino and Ngāti Te Whiti people, and the community that lived here (including associated events, mātauranga, maramataka and the like) contribute to the character of this area. One well known kōrero of prominent Tūparikino people is that of Uru-kinaki, the daughter of Kahu Taiaroa, one of the chiefs of the Ngāti Tūparikino Parihamore Pā, being sent to be the wife of Pōtaka Taniwha, of Ngā-Puke-Tuarua. This did only occur after negotiations between Whakamoumourangi, the principle chief of Parihāmore Pā following the siege by Pōtaka and his taua (war party) of Parihamore. Though it is unclear what Uru-kinaki thought of the agreement of her to be the wife of Pōtaka, her people dressed her in the finest mats, adorned her hair with plumes and anointed her with the famous Tītoki oil of Parihamore. This story is depicted in the carved waharoa (entrance) at the New Plymouth District Council Civic Centre, particularly the pare (lintel, carved slab) above the door.

The highly fertile soils of the area and easy access to wai (water) and Tangaroa (sea), made a good location for occupation and māra kai (food gardens); there was a known abundance of māra kai between the Huatoki and Te Hēnui Rivers.

Following the arrival of settlers, the significant changes to the landform, the unlawful sale of land, the confiscation of land and the alienation of Ngāti Tūparikino and Ngāti Te Whiti from their whenua changed everything. Fredrick Carrington's 1842 survey map records in detail the topography of the area and shows the grid he laid out for the town ignored many waterbodies, a number of these waterbodies have subsequently been infilled. The whole landscape changed. The landscape had been scarred, the mana of Ngāti Tūparikino and Ngāti Te Whiti had been trampled, and our way of life had been extorted from us.

'Native Reserves' were created as part of the survey to contain, control and assimilate Māori. It was hoped that placing Māori within the reserves amongst settler properties, that Māori would emulate settlers and learn to be 'civilised' – Māori society would be broken down and adhere to British social, legal and economic norms. Pūkākā, Pūkiekie, Pukekura, Puketōtara and Pukenui are some of the larger Native Reserves within the Crown purchases of 1859 in proximity to Pukekura Park.

The cumulative effects of successive planning decisions, district schemes, Regional and District Plans, local legislation which have imposed a range of land uses, activities, subdivision and development onto Ngāti Tūparikino and Ngāti Te Whiti that have not provided for the cultural landscape, continues to impact on the relationship Ngāti Tūparikino and Ngāti Te Whiti are able to have with our lands, water, sites, wāhi tapu and other taonga in this area. Changes in land-use patterns largely beginning with the alienation of land from the ownership of Ngāti Tūparikino and Ngāti Te Whiti, urban expansion, and the on-going restrictions to access impact on the relationship mana whenua are able to have with these sites/ areas/ features.

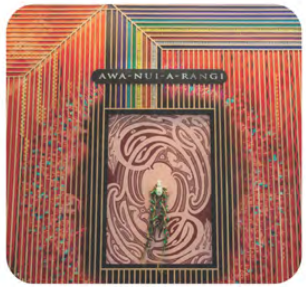
Looking forward, Ngāti Te Whiti and Ngāti Tūparikino seek to protect their cultural landscapes from inappropriate subdivision, use and development; to ensure new development avoids any further degradation, and where possible begin to remediate the effects activities have had on this cultural landscape, and the relationship both hapū are able to have with these sites/areas/features over time. The future environment will include a footprint for hapū in this area as a prominent physical and visible presence in this locality.



1909 map showing guard and block houses during the Māori War 1860/1861 with the then Botanical Gardens in bottom middle of image (Source: Puke Ariki, 2015)

Pre-European Historical Timeline

Pre 1840



The people of Te Āti Awa have both mortal and immortal origins. Uri (descendants) of Rongoueroa and Tamarou and their son Awanuiarangi





Mahinga kai (food gathering sites) and mara (gardens) supported the Pa

Arrival of Taranaki Mounga — c.1000 — 1800

The journey of Taranaki from the central plateau has been recounted for centuries. An account that describes cataclysmic volcanic activity.



Te Āti Awa ancestors precede the coming of Taranaki mounga. The original inhabitants of Taranaki known as the Kāhui people. They occupied Mimi Maunganui (the mountain preceding Ta ranaki), Ruatupua (Pouakai), and Ruatawhito (Kaitake) ranges



Ngāti Te Whiti alongside Tuparikino hapū lived in the area and thriving settlements including Pā and papa kainga were located across the= landscape in which Pukekura park is now located



Post 1840 General Historical Timeline

Post 1840



c. 1840 60 European settlers arrive on the barque Brougham out of Plymouth

c. 1840 Te Ātiawa came under significant pressure to sell their land. In the 1840s and 1850s, Crown agents sought to purchase Te Ātiawa land, despite being aware of disagreement among Māori over land sales



1865 The Crown proclaimed 1.2 million acres of Taranaki land confiscated, including all of the Taranaki Iwi rohe not already purchased

Arrival of Europeans 1840 1870

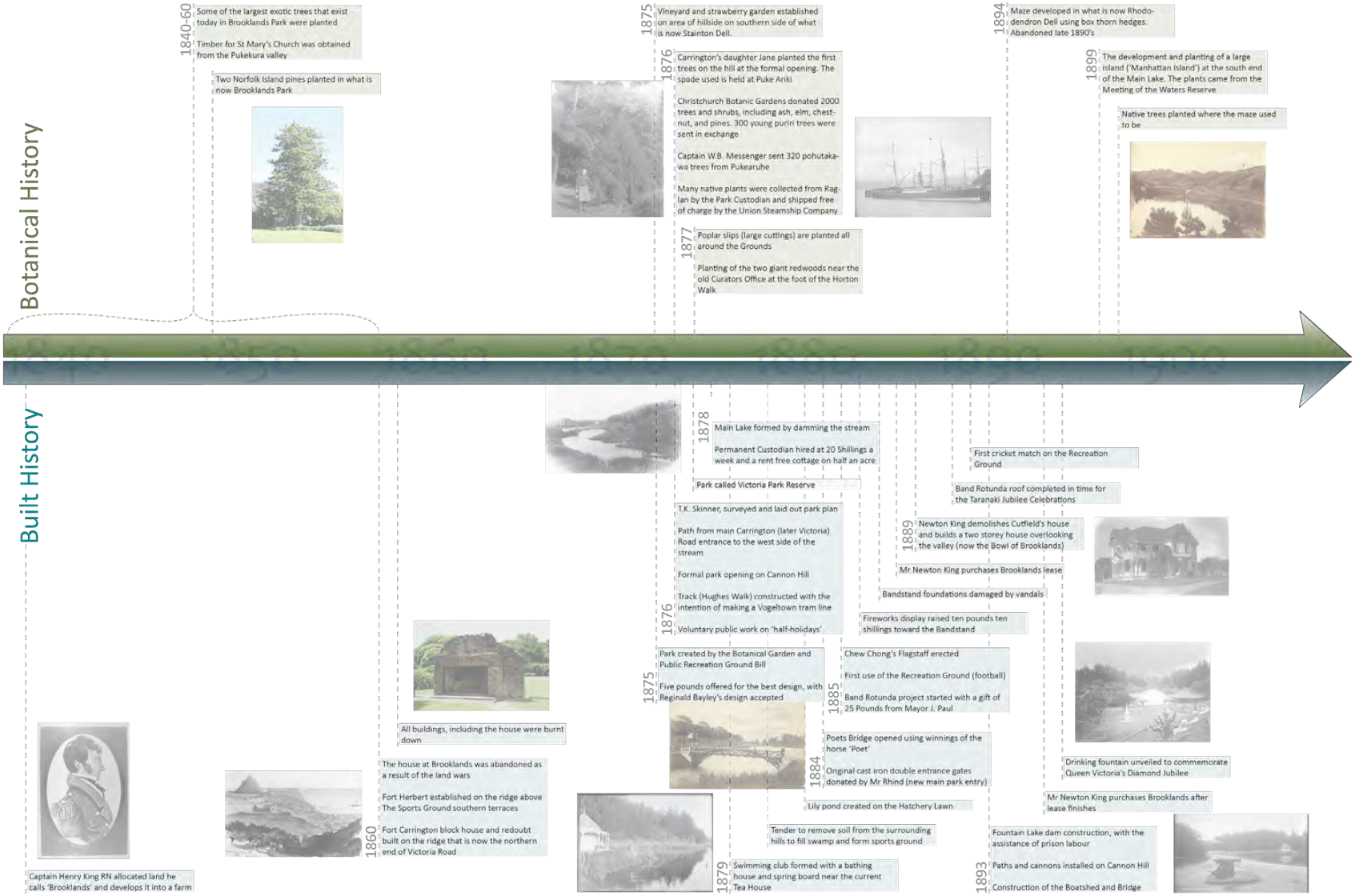
1861 Peace negotiated in 1861, Crown forces remained in occupation of the disputed block

c.1860 In 1860, the Crown's purchase of land at Waitara, despite strong opposition, led to war. During the war, Crown forces shelled coastal Taranaki Iwi settlements destroying Taranaki Iwi kainga, cultivations and foodstores



Post 1840 Park Historical Timeline

1840-1900



1900-1960

Botanical History

1904 Planting of the margins of the Main Lake serpentine

First kauri planted in the Park, near the Boatshed Bridge

Rose Garden planted on the site that is now called Palm Lawn

1917 The first palms planted on what is now called Palm Lawn. The palms came from clement Lindley Wragge in Auckland and include the cliff date palm and cabbage palms



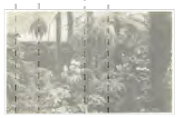
The largest trees in Truby King Dell were planted, including; Chinese juniper, Japanese cedar, giant redwood, Nordmann fir and west Himalayan spruce

Most of the kauri, rimu, and totara trees along Horton Walk planted

Fernery construction begins

Fernery and Dells opened

1929 Mayor H.V.S. Griffiths accepts Park for the Borough, and plants commemorative Kauri on lawn



1934 Robert Clinton Hughes planted a kauri next to the pine he planted on the opening day in 1876 to commemorate nearly 60 years of service

Saunders Rhododendron Dell planted from Sanders bequest

The planting of the Fillis Street Botanical Reserve (Kindergarten Gully) using New Zealand native timber trees

The area now occupied by the Kauri Grove on the corner of Brooklands Park Drive and Brooklands Road stripped of its turf and planted with a range of native timber trees

1939 First Begonia House built at the Fernery, using timber and glass salvaged from the grape house at Brooklands

Lawson cypress shelter belt planted at Kaimata Street



1957 The large copper beech at the bottom of the Brooklands bowl hill is shifted from the middle of the bowl to its present site



Built History

1904 The Gables, originally built as a hospital in 1848 and situated on Mangorei Road, was purchased by Mr Newton King and transported by horse and wagon to its present site at Brooklands

First Teahouse built in the Park

The name Pukekura Park becomes official



1908 Water piped from the main lake to a trout hatchery built at the southern end of The Hatchery Lawn

The main lake extended to the southeast, creating the "Serpentine"

1910 Public appeal for funds to run the Park

Pukekura Tennis Club granted use of land on the Victoria Road boundary. The club relocated to its present site in 1953

Public appeal for funds to run the Park

The bathing shed falls into disuse and the spring board is removed

A letter was sent to all New Plymouth residents appealing for funds for Pukekura Park

1928 As a result of vandalism the cannons on Cannon Hill were removed to the Taranaki Museum

1931 Tea House opens, gifted by former Mayor Mr and Mrs C. H. Burgess to mark their golden wedding anniversary

The bathing shed is moved to a site on the path to the Fernery

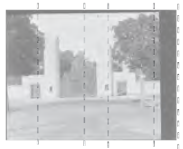


1934 Land gifted by Mr C.A. Wilkinson including the remainder Maranui gully and the current site of the tennis courts in Welbourn

List's Garden, about half way up the Maranui Gully gifted to the Borough

Brooklands Park officially opened and The Gables gifted to New Plymouth

Brooklands bequeathed to the Borough



1938 New main gates erected to commemorate the benefactions of Charles Score Sanders, and the old gates re-erected at the Victoria Road entrance

Poets Bridge rebuilt

Brooklands two storied house demolished

1941 Mr T.C. List dies, and a further part of his property known as Maranui gifted to the Borough Council

1951 Mr and Mrs W. Graham left money for park buildings – Ladies Pavilion, Park Administration Building/Curators Office also rebuild of Boatshed Bridge

1954 HRH Queen Elizabeth II and Prince Phillip visited the Park

First year of lights over the summer period

1955 Fountain completed, commemorating the Queen's visit the previous year

Final filling of the small pond situated where the Hatchery Lawn is today



Development of The Bowl of Brooklands commences

Old bathing shed demolished

1960 Paddling pool in the Children's Playground constructed by the local Jaycees and the installation of the original Don Driver "Cats" sculpture



1960-2020

Botanical History

Development and planting of the Brooklands Pine Dell

1964 A large collection of cymbidium orchids are donated to the Fernery and house two is converted to house them

Arbour day - trees planted on Western hillside above main lake, many being replacements for rapidly aging pines

1965 Arbour day - ridge to the south of Stainton Dell replanted with the same range of trees as the the previous year, also Arbor Day plantings at Brooklands and the Zoo

1968 Arbor Day - plantings at western end of Kaimata Street following removal of some of the 1942 Lawson cypress trees

1969 The original Fernery Begonia House is replaced with a structure four times its size, a gift from Mr and Mrs G. Kibby

Arbor Day - plantings in Ambush Gully and Zoo deer pen (now farmyard)

1976 Centennial commemorative plantings take place in May, around Fountain Lake and on Cannon Hill

The last remaining pine and macrocarpa trees removed from Western Hillside

Arbor Day - plantings on western hillside where pines had been removed



First stage of Japanese Hillside plantings after pines were cleared from the site

Rhododendron Dell extended onto bank below the Brooklands Traffic Island

1999 125th anniversary of the opening of the Park, commemorative plantings by Mayor Claire Stewart, at Palm Lawn

Tori gate installed on Japanese Hillside, a gift from New Plymouth's sister city Mishima, and the development of the lower section of Japanese Hillside



2004 One of the two Torrey pines at the Children's Playground removed (remaining tree is the sole survivor of 1888 Torrey pines planting)

Torrey pine by Bellringer Pavilion removed

2007 Centennial of the naming of the park Pukekura Park, commemorative plantings took place on eastern hillside

2016 Removal of the pine tree planted by Robert Clinton Hughes on the opening Day in May 1876

2018 Removal of the last two 1876 pines in Goodwin dell.

March, Myrtle rust found in the Park for the first time

An oyamel fir, which had been planted in 1965 blown over in a storm

Removal of two of the 1876 pine trees on Eastern Hillside

2019 Large American elm removed from the gables garden

Scarlet gum toppled by storm on the sports ground southern terrace



Built History



2003 First New Zealand WOMAD (World Of Music, Arts and Dance) festival at Brooklands Park

Scanlan Lookout developed amongst Bowl Skyline pines

Paddling pool and "Cats" sculpture in the children's playground removed

Redevelopment and landscaping of the Fillis Street frontage

2001 Highlands Block (formerly part of Highlands Intermediate) land purchased from the Ministry of Education

Brooklands Bowl remodelling and contouring



Third and final stage of Fernery redevelopment completed including new administration offices

Redevelopment of the Children's Playground and the installation of a replica of the Don Driver 'Cats' sculpture. The original was restored and is now housed in the Govett Brewster Art Gallery collection

Refurbishment/restoration of the Band Rotunda

2013 Redevelopment of the Kaimata Street Entrance at Brooklands



1996 Development of the Victoria Road Car Park

Redevelopment of the Bowl of Brooklands stage

First use of 'Festival of Lights' for the annual summer decorative lighting display



Development of the Rogan Street car park



The Gables restored by the City Council and the Historic Places Trust

2007 Victoria drinking fountain vandalised

'Aotearoa' sculpture installed in the Brooklands Bowl Lily Lake

1976 Waterwheel built using the iron frames of the wheel that had powered the Omata Dairy Factory until the 1930's



Teahouse renovated and refurbished



The waterfall was completed, and formally opened on 21 October

2005 Kunming Gardens officially opened

New waterwheel installed

Parks Nursery disestablished and buildings demolished



New Plymouth Jaycees organised the completion of the original Brooklands Zoo



Tea House on the Lake ca. 1931 15

UNIQUE PARK CONSIDERATIONS



Special Interest Elements

In addition to the general requirements expected of all reserves, there are a number of considerations which relate exclusively to Pukekura Park. These planning and physical considerations are integrated within this plan through site specific responses, policies and objectives.

As with any large, well used park there are a range of unique issues that have been considered through the development of the plan. Some of these relate to the park's popularity, others are a result of the age of the park and some relate to its infrastructure and changing social and recreational needs within the community.

Key issues have been identifed from experiences of the park staff in their daily management and operational work alongside feedback from stakeholders and users. Key issues have been identified, along with approaches to address them.

Plant Collections

While not managed as a formal botanic garden, the park has a botanical garden heritage and is home to noteworthy plant collections. Retaining this aspect of the park to promote horticultural values is a key part of the park management and an ongoing reflection of the park's heritage and historical management. Retaining key, high value plant collections and developing new collections which reflect the priorities of the contemporary community will remain important.



Heritage Items

Being a public park since 1875, there are a number of features and sites which represent parts of New Plymouth's history. While many of these are useful and attractive in their own right, they are also links in the story of the city and help to narrate the history of the park. Retaining these where possible is a major part of the multi-layered experience of the park.



Event Hosting

The park is a critical district venue for hosting events across a range of scales, including; private gatherings, sporting events, concerts and multi-day festivals. These events bring vibrancy, economic benefit and pride to the district, but the events must fit the park in a suitable manner. Catering for event needs without damaging the park, diminishing the character, or detracting from the everyday visitor experience is a crucial management task.



Bowl of Brooklands

The Bowl of Brooklands site is specifically set up for concert activities. While the entire park is a modified environment, the Bowl in particular has been physically transformed by human intervention more than most areas. While surrounded by a naturalised environment, the scope for physical evolution in the Bowl is likely greater than other park areas. There are matters to be considered around ensuring the ongoing provision of quality facilities for large events.



Sportsground

The sportsground is a distinguishing feature of the park, created in its earliest development stages. The surrounding landscape restricts the playing surface size, which has not kept pace with the evolution of some sport's preferences. It nevertheless remains an integral part of the park, and an important high level district sports facility. There is potential for the sportsground to be developed to take advantage of new opportunities which arise as traditional uses become less practicable.



Brooklands Zoo

The park is home to Brooklands Zoo. Opened by the local Jaycees in 1964. It is a small zoo which is home to a limited number of exotic and native animals. There is a need to provide a strategic vision for the zoo that fits with the park environment and use and which elevates and secures its purpose for conservation advocacy within the Region. This includes an updated concept plan for zoo renovation to meet best practice habitat and education outcomes.



Green Flag/NZGT

As a respected garden of national significance, the park participates in programs run by Green Flag and the New Zealand Gardens Trust. Pukekura Park has received a Green Flag award and been awarded five-star status by the New Zealand Gardens Trust. Maintaining the park to retain these standards is a valuable way of recognising the value and quality of the park; and is a readily identifiable way to inform visitors of the park's outstanding characteristics.



Friends of the Park

The park has an active and passionate friends group which was set up in 1996. They act as advocates for the park, run public information tours and an electric buggy. They are general watchdogs whose constitutional aims "are to safeguard the special nature of the park, to disseminate information and act as a channel for public opinion, as well as to enable and encourage support and promotion of the park". As unofficial guardians with a wealth of knowledge concerning the park it is important to respect and acknowledge their contribution to the park.



Fernery

The fernery is another distinguishing park feature. Upgraded a number of times since its initial opening in 1928. It is now home to an extensive display of native and exotic plants housed within three large glasshouses and is a key park attraction. The ongoing relevancy of the fernery to the park and the community needs to be assured. Ensuring that the fernery has a clear purpose and is able to be managed efficiently are key to its success.



Waterways

The Pukekura Stream originally ran through the valley which defines much of the park. Development works created a series of artificial lakes and waterways. The input of stormwater into the gullys from surrounding neighbourhoods as they have been developed has made the park an integral part of the local stormwater system. Management of water quality and flows, and improvements to the waterways and lake maintenance is a major part of the park's management.



Special Statutory Functions

Taranaki Botanic Gardens Act 1876

The Act by which the park was first formed and managed by a Board of Trustees until 1929, at which point the park was vested in the New Plymouth Borough Council.

This legislation is still in effect, having never been repealed. Therefore, under Section 5 of the Reserves Act 1977, the Reserves Act is to be read subject to the Taranaki Botanic Garden Act, as it is a currently active piece of legislation in force at the time of adoption of the Reserves Act.

Although most of the content of the Taranaki Botanic Gardens Act is largely irrelevant today, and cannot be applied to the contemporary park and community, it is an important historical document outlining the formation of the park as a public space and the rationale for doing so. These aspects should be noted when making decisions about the park.

Previous iterations of the Pukekura Park Reserve Management Plan have advised that Council should seek a repeal of this legislation as the Reserves Act (being subsequent to the Taranaki Botanic Gardens Act, and more relevant to the nature of todays public open spaces) has sufficient powers and breadth to support the ongoing management of the park. This should still be considered in order to clean up the management considerations, and minimise the potential for conflicting or outdated legislative requirements.

NEW ZEALAND.

QUADRAGESIMO

VICTORIÆ REGINÆ.

No. XXIV.

ANALYSIS.

Title.
Preamble.
1. Short Title.
2. Land in First Schedule vested in Board of Trustees.
3. Lands in Second Schedule vested in Board of Trustees.
4. Constitution of Board of Trustees.
5. Board a corporate body.
6. Disqualification of members.
7. Members may resign.
8. Vacancies.
9. Powers of Board.
10. By-laws.
11. Application of moneys.
12. Board may lease land.
13. Offences.
14. Penalties.
15. Penalties how recovered and applied.
16. Annual statement to be forwarded to Governor.
17. Board may exchange lands with the consent of the Governor.
18. Governor may dissolve Board.
Schedules.

AN ACT to constitute a Board of Trustees, and vest in it certain Public Reserves at New Plymouth, for the purposes of a Botanic Garden and Public Recreation Grounds. [29*th September*, 1876.] Title.

Key Issues

1. **User Conflict**

   With so many people wanting to enjoy the park there are a number of activities which don't always work well together. Primarily pedestrians, cycles and vehicles.

2. **Confusing Path Network**

   Many paths criss-cross the park leading to a number of destinations, or even no destination at all. This confusing network, with signage that isn't fit for purpose, makes it hard to easily navigate the park.

3. **Maximising Key Features**

   The park has a number of key features and characteristics which need to be formally identified and supported.

4. **Water Management**

   At times the water quality in the waterways can become compromised. Climate change and increasing extremes of weather also need to be accommodated.

5. **Park Vegetation**

   As park vegetation grows, it naturally matures and eventually dies. This is a particular issue for some exotic species that aren't used to Taranaki's amenable growing climate. This means that some species don't last as long as they do in their native climates.

6. **Brooklands Zoo Purpose**

   Zoos have changed a lot since Brooklands Zoo was established in the 1960s. The current zoo doesn't have a clear purpose, or relate to modern zoo philosophy. Conflict between animal welfare and Brooklands events such as WOMAD and concerts needs addressing.

7. **Development Consistency**

   As a large park developed over nearly 150 years, the park has seen a lot of different styles and quality of interventions. These don't always fit well within the park nor have been subject to consistent oversight.

8. **Suitability for Events**

   Needs and expectations for sporting and event facilities continue to increase. At times the park does not fit the requirements or desires of event holders. Some infrastructure is past its best and needs renewing.

9. **Meeting Modern Standards**

   Due to the age of the park, some older features and developments may not meet modern needs, standards, rules and expectations at times.

10. **Interaction with Racecourse**

    The proposed multi-sports facility (Tuparikino Active Community Hub) at Racecourse Reserve will almost certainly impact the way people approach and use the park

Issue	Proposal
User Conflict	• Minimise the number of motor vehicles entering the park • Make cycle prohibitions clearer • Provide separate commuter paths for cycles
Confusing Path Network	• Undertake a complete review of the path network • Implement a wayfinding strategy which implements a clear path hierarchy and provides clear, suitable signage
Maximising Potential of Key Features	• Upgrades to Cannon Hill • Upgrades to the Tea House and surrounds • Renew lakeside pathways and provide a sealed loop route from Fillis St/Tea House/Around Main Lake
Water Management	• Seal or consolidate paths next to waterways to reduce gravel and sediment runoff • Upgrade dam and spillway of main lake • Aerate still or slow moving water • Create wetlands in appropriate locations to manage stagnant areas
Park Vegetation	• Implement a succession planting scheme to remove vegetation that is dead, dying, diseased or in decline; and plant species with the best chance of long term success which fit in with the parks botanical character
Brooklands Zoo Purpose	• Provide the Zoo with a clear direction and rationale • Ensure this direction is compatible with Brooklands events
Development Consistency and Quality	• Implement a design guide for the park which presents guidelines for materials, consistent design approaches and reflection of character spaces

Issue	Proposal
Suitability for Events	• Implement suitable options for Bowl of Brooklands to: o Increase capacity to be nearer to 20,000 o Mitigate cost and performance issues around staging over the lake o Streamline accessibility and venue management infrastructure • Implement a suitable option for the Sportsground to: o Replace the compromised Bellringer pavilion with a facility suitable for park events, public use and first class sport
Meeting Modern Standards	• Certain features need upgrading or renewing to meet contemporary needs such as: o The Main Lake dam and spillway o Pathway lighting and security o Bellringer pavilion o Brooklands and Fillis St entrances o Staff operational areas
Interaction with Racecourse Reserve	• Consider options to maximise connectivity with Racecourse Reserve and identify likely impacted areas of the park for development to complement the anticipated increased use of the park from the eastern side associated with the Tuparikino Active Community Hub (TACH)

STRATEGIC DIRECTION



Park Vision and Goals

This part of the plan sets out issues and the related policies and implementation actions in terms of the objectives for managing Pukekura Park.

The purpose of the park is the starting point for every decision affecting the park in this plan. Each objective, policy and project undertaken should aim to support the overall reserve vision and the objectives derived from that purpose.

Pukekura Park is a naturalised, historic refuge in the city's heart. It provides an escape from the 'hustle and bustle' of city life, as well as an opportunity for people to come together to experience events, entertainment and friendship.

Pukekura Park is a personal touchstone for many, and there is a need to respect this importance. Many people from the district and beyond cherish fond memories of the park and it is the feelings that these experiences elicit that provide the basis for the park's vision and goals, which are built on the reasons that people love, visit and support the park.

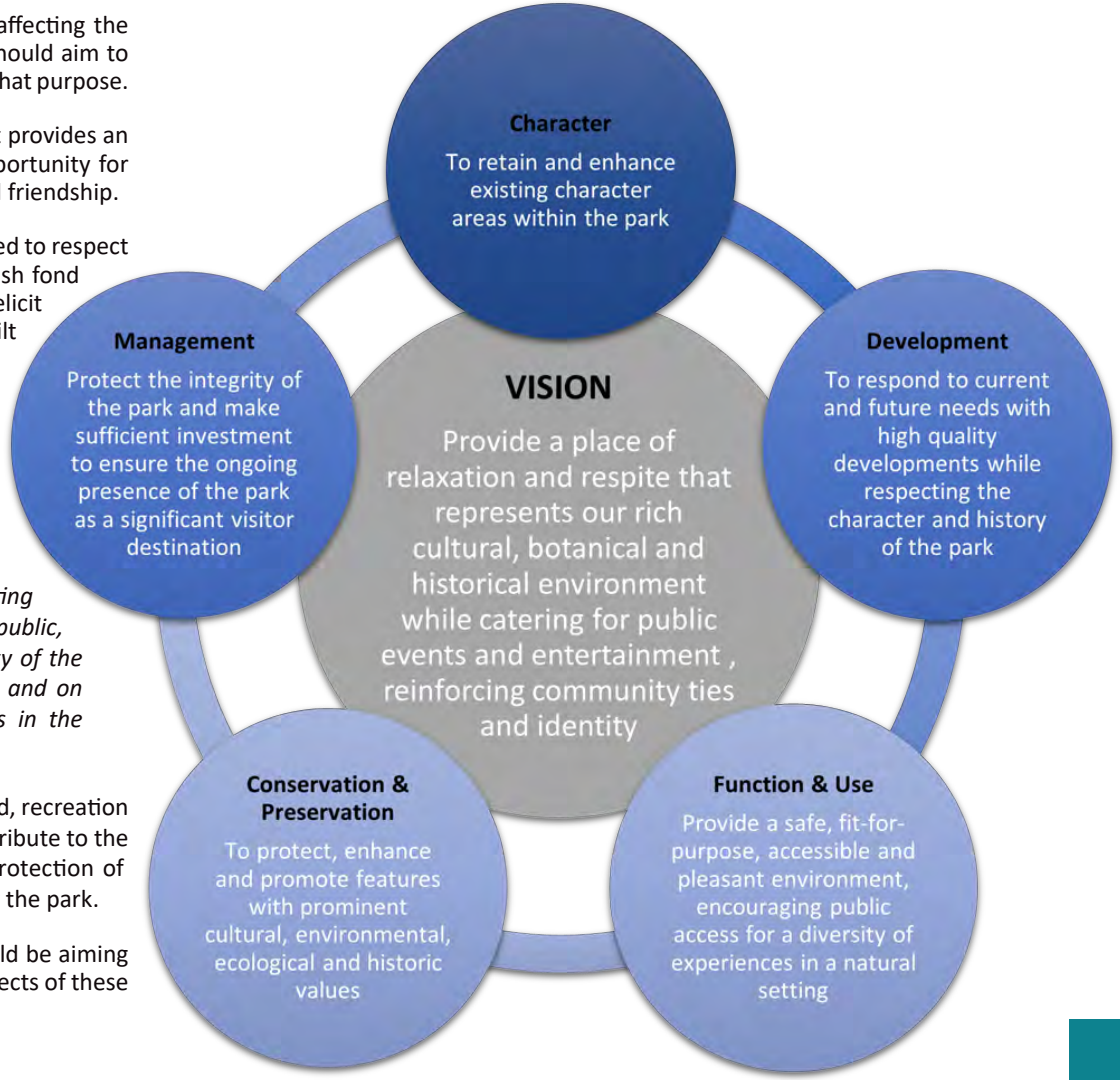
Pukekura Park is primarily a Recreation Reserve (as defined under the Reserves Act 1977 (the Act)) with three small Local Purpose Reserve areas set aside for community building concessions at the Kindergarten, Brass Band and Scout Hall. The Act defines Recreation Reserves as being:

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

Apart from this legislative definition, the park serves many nuanced, recreation and community specific purposes. These purposes ultimately contribute to the legislative requirements of public welfare and enjoyment, and protection of the natural environment and its beauty. These provide a vision for the park.

Objectives are identified goals which our parks and reserves should be aiming for to support the vision. Spaces should either be able to show aspects of these objectives, or be managed so as to achieve them.

The following diagram provides the over-arching vision and goals for Pukekura Pukekura Park.



SPATIAL LAYOUT



The history and evolution of the park has resulted in a number of distinct areas within the park that have unique and identifiable character.

These areas have discrete looks and feel which are reflective of their environment, location, history and use.

These combination of qualities that make up the character area can indicate what an area is like. It can also help inform what types of management may be best suited to maintain successful character locations, or what may be needed to enhance less successful areas.

An assessment of these traits enables Pukekura Park to be subdivided into relatively distinct areas which each have their own management priorities.

Each character area will be managed to maximise their existing traits and to minimise any dilution of the identified character. That is, only activities, features and developments which suit the identified character of a space will generally be allowed.

This helps protect the history and aesthetics of the park and ensures that what people love about the park is recognised and celebrated.

The following images provide examples within the park for each of the identified character areas.


Formal Entry


Formal Sports


Informal Native


Lawn Parkland


Built Public Facilities


Community Leases


Operational


Semi-Formal

Character Areas



Primary Character Area	Characteristics	Description
Community Lease	• Kindergarten building and activity • Self-contained – does not interact with the park	Areas set aside for the exclusive use of approved community groups. These areas should still have safeguards which ensure that the activity and development on site complement the surrounding park.
Built Public Facilities	• Primary, formally laid out public spaces • Location for built items of historical significance • Traditional forms, materials, colours and activities • Low intensity activities, mostly passive/neutral areas • Multiple areas for sitting, rest, refreshment • Highest quality fixtures, features, furniture, materials and maintenance • Clear and obvious wayfinding and thoroughfares which do not interrupt passive activities	High quality locations which many people visit and pass through and which have a higher concentration of built forms, These forms and features are representative of the parks overall character and history, and allow for larger numbers of people to relax and congregate in more passive types of activities.
Formal Entry	• Primary park entry points • Vehicles may be present but pedestrians are prioritised • Highest quality fixtures, features, furniture, materials and maintenance • Bespoke park welcome signage with clear and distinct wayfinding features • Edges of spaces ideally diffuse gradually into surrounding environment • Capable of catering to high numbers of users without hastened degradation of infrastructure or experience • All weather surfaces and amenities whose form and materials are in keeping with immediate surrounds. Surface materials should not be typical roading construction • Multiple opportunities for pause, orientation, waiting, conversation and reflection	Main entry points which are readily identifiable as welcoming, significant and primary entrances for all users, and especially those who are new to the park.

Primary Character Area	Characteristics	Description
Formal Sports	• Highest quality user and spectator experience • Natural vegetated surroundings, primarily native vegetation except for specimen trees or purpose specific plantings • Associated buildings complement the natural environment and landforms, sitting lightly on or being integrally embedded into the landscape	Areas set aside for formal sporting activities with a park backdrop and facilities which complement the park's character.
Informal Native	• Low levels of operational interference with natural, native processes • Maintained to minimise weed and pest incursion and to maintain visitor and infrastructure safety • Ongoing replacement of exotic vegetation with native species as plants reach the end of their natural life, become unsafe, or are in a planned succession area • Promotion of ecological typologies such as wetlands (and associated plant species) which are best suited for the underlying landform and local environmental conditions, which minimise the need for ongoing operational intervention • Paths of natural surface materials in keeping with the surrounding environment. Areas vulnerable to erosion or sediment runoff may be more actively managed and incorporate more durable materials and active designs	Areas of existing or regenerating native bush which is only managed to the extent needed to maintain the health of the plants and the safety of visitors.
Lawn Parkland	• Predominantly open lawn with significant specimen trees (exotic or native) and managed garden beds • Defined by open view shafts framed by noteworthy vegetation and generously proportioned open areas • Meandering pathways and multiple pause locations • Open spaces may be used for informal recreation, destination events or public facilities requiring large, uninterrupted spaces	Lawns within the park which are regularly maintained and mown as areas which allow for relaxation and informal and formal uses. These areas may also have large, individual specimen trees and formally maintained garden beds with annual and perennial displays.

Primary Character Area	Characteristics	Description
Operational	• Working and storage space for operational staff • Easy vehicle and staff access • Inconspicuous and well-maintained • External features complement adjoining character spaces	Areas set aside exclusively for staff use to support the management and maintenance of the park.
Semi-Formal	• Areas of mixed management which include; grassed dells, high use paths and their surrounding vegetation, informal botanic collections and themed plantings, large waterbodies, community facilities and managed perennial garden beds. • Spaces managed to maintain a tidy appearance while still retaining natural park character and intimate vegetation proximity where possible • Vegetation managed to maintain appearance, health, safety, view shafts, botanic values and to retain space for existing activities • Vegetation may be exotic or native depending on the purpose of the space • Spaces are largely prioritised towards visitor ease of use and access, providing undemanding, enjoyable experiences • Most pathways are able to accommodate visitors passing in both directions; and are durable and easily navigated by visitors of all abilities	Locations which have attractive vegetation in close proximity to paths and places. This vegetation is managed for attractiveness and can be of any type which fits the character of the space.

POLICIES - MANAGING ACTIVITIES



32 Sports Ground

Policies represent the actions and rules that guide how activities will take place at the park. These policies are the implementation of all of the higher level visions, goals and objectives on the ground.

These policies reflect the strategic thinking of the Council, as well as addressing anticipated operational issues. They primarily provide a basis for decision making around activities and developments.

General policies covering all reserves can be found in *Caring for our Parks*, Part A of the district's management plan suite.

In the occurrence that there is any ambiguity or inconsistency in policies between Part A and Part B, the policies in Part B (this management plan) will take precedence.

Policies, being the documented rules for reserves, are the most critical part of any management plan as, at their most basic level, they state what can and cannot occur on a reserve.

Policies have been drafted to be as clear and unambiguous as possible and aim to either clearly state a position or provide guidelinesw for rational decision making on each issue.

In the event of any incongruity between what is written in the body of a plan, and a policy, the policy will take precedence.

Where a management aspect is covered by a statutory process it is not specifically referred to with a policy unless the intent is to go beyond the minimum statutory requirements. This includes matters such as compliance with the Reserves Act 1977 and consultation obligations with iwi and the community.

The day-to-day use, protection and development is also guided by other regulatory documents including the District Plan, Regional Plan, and Council's Bylaws. Funding is determined through the Long Term Plan (LTP).


Royal Tour 1954

1.0 Character

1.1 HERITAGE & CULTURE

POLICIES		
1.1 (a)	Legacy Features	Legacy features that hold value to the local community and park shall be protected, except where impacted by identified development projects approved through this Management Plan. Management of legacy features will be guided by a Tier system that acknowledges the different intensity and type of management and maintenance required to protect the feature. Identified legacy features and associated management Tiers are outlined in Appendix C. Legacy items that are identified in this management plan to be impacted by proposed development are limited to the original portion of the Bellringer Pavilion, former curators office (at sportsground location) and the Brooklands ticket office. Any legacy items impacted by development proposals shall be assessed by an independent expert as to value and approach required as part of the project development.
1.1 (b)	Assessment of Historic Features	Historic heritage of any legacy feature is assessed according to the District Plan heritage criteria. Within the Pukekura Park Management Plan they will be managed according to the management tier they fall under and this will be informed also by their heritage criteria.
1.1 (c)	Character Protection and Development	The park shall be managed so as to protect, reflect and complement identified character areas. Developments within the park shall be fitting for the character area within which they are located.
1.1 (d)	Interpretation	Recognise and provide for the appropriate interpretation of any site or place of historical significance associated with the park.

OBJECTIVE

To protect meaningful park heritage items from unconsidered development or disposal while still allowing for appropriate development and management.

1.2 INFORMATION & EDUCATION

POLICIES		
1.2 (a)	Complementary Education Activities	Educational activities complementary to the primary purpose of the park may be permitted where they can be suitably accommodated.
1.2 (b)	Information Opportunities	Where appropriate, opportunities may be pursued to provide information about the park to users which is intended to enhance their experience.

OBJECTIVE

To maximise learning potential about the park, and to make best use of the space for complementary activities in keeping with the parks purpose and character.

1.3 FURNITURE & BUILT FORMS

POLICIES		
1.3 (a)	New Infrastructure Requirements	New infrastructure such as furniture, signage, power outlets, pathways and buildings shall be of a consistent, considered and high quality form, material and construction to avoid the appearance of an unmatched assortment of unrelated features within the park. There may be variations within the different character areas of the park to best reflect those locations, but all features throughout the park shall be recognisably complementary to each other.
1.3 (b)	Approval of New Infrastructure	New infrastructure shall conform as closely as possible to the specifications outlined in the Pukekura Park Design Guide. Where this is not feasible, an item is not identified in the guide, or there are other reasons for a non-conforming structure, the design shall be approved by a suitable parks planning officer in association with the Pukekura Park Lead (or similar positions in the event of an organisational structure change). In the instance of a specialised, sponsored, or one-off construction, the design shall consider, reflect and be respectful of the character area and specific location within which it is located.

OBJECTIVE

To ensure new infrastructure is fitting, suitable, fit-for-purpose and consistent within the park area it is to be introduced into.

2.0 Function & Use

2.1 ACCESS

POLICIES		
2.1 (a)	Openness	The park shall generally be open to public pedestrian use at all times unless in exceptional circumstances relating to public safety or park management.
2.1 (b)	Access Restrictions	Areas may be set aside excluding public access either permanently or temporarily for the following purposes: 1. Public health and safety 2. Parks operational activities including, but not limited to; storage, offices, maintenance, repair and development 3. Events requiring payment or other necessary restrictions to entry
2.1 (c)	User Right of Way	Right of way for different user types on paths and roads within the park shall adhere to the following priority: 1. Parks operational vehicles 2. Pedestrians 3. Mobility scooters 4. Bicycles 5. Other human-powered vehicles 6. Other motorised vehicles
2.1 (d)	Wayfinding	The parks path network shall be supported by a wayfinding strategy and suite of signage that enhances the visitor experience and enables clear identification of routes and destinations throughout the park; as well as clearly identifying active prohibitions and other regulatory matters such as where bicycles are permitted.
2.1 (e)	Accessibility	The park shall include accessible pathways along suitable routes, such as from carparks to significant destinations, which cater for a wide range of abilities.
2.1 (f)	Usability	Appropriate lighting shall be provided along primary pathways for the safety and convenience of park users.
2.1 (g)	Path Management	Pathways may be created, upgraded, downgraded or removed to best enable their use, enjoyment of the park, access suitable park locations, ensure user safety and support pragmatic maintenance.
2.1 (h)	Exclusions	Specific user types may be excluded from any path at council's sole discretion where their presence may unduly affect the enjoyment or safety of themselves or other users, or be detrimental to a park character area (e.g. cyclists, dogs, vehicles)

OBJECTIVE

The park should be open for appropriate public use whenever possible. Users should feel safe and welcomed without threat of conflict with other users.

2.2 CAMPING

POLICIES		
2.2 (a)	Camping Locations	Camping is not permitted in any part of the park without prior council permission, and only under exceptional circumstances such as in association with a major event where no other feasible options are available.

OBJECTIVE

Camping is generally not a suitable activity to take place in Pukekura Park and should only be considered in exceptional circumstances where no other feasible options are available and potential damage to the park is negligible.

2.3 COMMERCIAL ACTIVITY

POLICIES		
2.3 (a)	Character & Enjoyment	Commercial activities may be permitted and shall be in keeping with the character area of the park within which they are located, and must not hinder the public enjoyment of the park.
2.3 (b)	Event Vendors	Vendors associated with council approved events not exceeding six days are permitted, provided they directly support the event and are not in conflict with park principles or character. Event organisers shall be responsible for ensuring vendor compliance with any conditions imposed on the event.
2.3 (c)	Tea House on the Lake	Council may grant an agreement for operation of the Tea House. This shall be limited to providing food and non-alcoholic drinks to visitors in the immediate vicinity of the Tea House, and potentially other existing self-contained venues within the park such as the Bellringer Pavilion. Council may choose whatever procurement process it sees fit to select a vendor.
2.3 (d)	Main Lake Boats	Council may grant an agreement for a vendor to operate rental of boats on the Main Lake.
2.3 (e)	Friends Buggy	The Friends of Pukekura Park may operate an electric ‘buggy’ service until such time as council considers it unsuitable.
2.3 (f)	Zoo Refreshments	An agreement may be granted for provision of non-alcoholic refreshments within or straddling the zoo boundary.
2.3 (g)	Sponsorship	Council may permit sponsorship of events or locations within the park. Sponsorship shall be limited to naming of specific events or locations, be subject to any conditions council sees fit, and for a period not exceeding five years. Sponsorship will only be considered where there is a significant investment of benefit to the park. Any investment less than the cost of permanent advertising in similar high profile locations will not be considered significant. Sponsorship signage may be permitted where appropriate. Such signage shall be unobtrusive and complement existing park signs. All permanently installed signs shall require the approval of a parks Planning Officer and the Pukekura Park Lead or Parks Manager.

OBJECTIVE

Commercial activity may be considered where it enhances the park user experience and is in keeping with the character and existing uses of the park.

2.4 DOMESTIC ANIMALS

POLICIES		
2.4 (a)	Dogs	Dogs are permitted within the park provided they are always on leash and under control.
2.4 (b)	Dog Exclusions	Dogs are not permitted within any playground area or on any sports field, and may be excluded from other park areas for specific events or purposes. Dogs (with the exception of certified disability assist dogs acting within the limits of the Dog Control Act 1996) are specifically excluded from Brooklands Zoo, the Fernery, the interior of any park building or from entering any waterbody or waterway in the park.
2.4 (c)	Other animals	No domesticated animals other than dogs (including livestock and horses) are permitted in the park without prior council approval.

OBJECTIVE

While Pukekura Park is a popular dog-walking location; this pleasure for some parts of the community must be balanced with the needs of other park users. Not all people are comfortable around dogs and other animals, and provision should be made to ensure that animals are only allowed in locations where they are least likely to cause conflict with other users. This is particularly important in confined locations and around locations of high public physical interaction.

2.5 EVENTS

POLICIES		
2.5 (a)	Public Events	The park shall be available to host temporary public events with prior council permission, under any conditions that council sees fit to impose. Such events shall not permanently hinder public access or enjoyment of the park, or result in significant and/or unresolvable damage to the park.
2.5 (b)	Event Suitability	Events shall be of a type which fit in with the existing character and environment of the park. Events should not cause damage to the reputation of the park or council, or result in reasonable and justifiable complaints from the public.
2.5 (c)	Event Facilities	Facility capacity (primarily toilets and waste) will be tailored to typical parks usage and not event peak capacity. Facilities required to accommodate peak numbers in excess of peak casual user numbers shall be provided on an as-needed basis. Service ports may be provided to accommodate 'plug-in' transportable units (e.g. portacoms plumbed into water and waste)

OBJECTIVE

Pukekura Park is a popular events location - particularly the sports ground and bowl areas. The ongoing use of these areas for events which promote the park and community should be supported; but only if they are in keeping with the park character, and do not detract from the park. Facility development needs to be carefully managed to ensure that event desires do not overwhelm the primary day-to-day use of the park.

2.6 SAFETY

POLICIES		
2.6 (a)	Environmental Design	The park shall be managed and developed with CPTED (Crime Prevention Through Environmental Design) and IPTED (Injury Prevention Through Environmental Design) principles in mind. Where incidents occur, or a matter of concern is brought to council's attention, the matter shall be investigated and appropriate actions taken if considered necessary. Any actions taken may result in physical changes or remediation, or a change in management or accessibility approach.
2.6 (b)	Park Vegetation	Park vegetation shall be regularly assessed and managed so as to maintain the physical integrity of the vegetation and minimise the possibility of injury or harm to any person or property resulting from any reasonably foreseeable park vegetation failure outside of extreme weather events.

OBJECTIVE

Park design should attempt to mitigate any physical factors which may contribute to an unsafe environment. The park is also full of mature vegetation and large trees which need to be suitably managed to minimise opportunities for harm coming from any failure of large trees etc.

2.7 RECREATION & USE

POLICIES		
2.7 (a)	Benefits Prioritisation	The entire park is smokefree and vapefree.

OBJECTIVE

A minority of users should not lessen the enjoyment of the park by other users. Smoking and vaping do not fit in with the family focused nature of the park or the character or purpose of the park.

2.8 UTILITIES

POLICIES		
2.8 (a)	Service Routes	Where feasible, any utilities (power, three waters, telecoms etc.) running through the park should follow a shared route and use a common trench.

OBJECTIVE

The park being in the centre of town is a place where multiple services exist. While it is understood that use of the park for these is necessary, their impacts on the park should be minimised and future management of services should be simplified as much possible.

2.9 VEHICLES

POLICIES		
2.9 (a)	Permitted Vehicles	With the exception of council staff or approved contractors carrying out park related work; motorised vehicles are not permitted in any part of the park without prior council permission, with the exception of the Brooklands Park Drive and any other area specifically set aside for vehicles. Motorised vehicles include all non-human powered and remote control vehicles (including drones) with the exception of mobility scooters and e-bikes less than 300W capacity. Exceptions may be granted to service vehicles associated with events or concessions.
2.9 (b)	Bicycles and E-Bikes	Bicycles and e-bikes are only permitted in areas specifically set aside for their use such as dedicated and shared paths, Fillis St Entrance, Brooklands Park Drive and specific cycle parking locations.
2.9 (c)	Speed	The maximum permitted speed of any vehicle or bicycle within the park is 15kph.

OBJECTIVE

The park is primarily a pedestrian space; and is one of the few large-scale open spaces that walkers can enjoy without conflict with cyclists or vehicles. This unique aspect of the park should be retained as much as possible; and other modes of transport should not adversely impact walking activities within the park.

2.10 KEY & SPECIFIC PARK ACTIVITIES

POLICIES		
2.10 (a)	Existing Activities	The following existing park activities (or their natural successors which continue without interruption) shall continue to be permitted until they naturally end, or council makes a resolution to cease their activity: 1. Festival of the Lights 2. WOMAD 3. Concerts and similar activities in the Bowl of Brooklands and immediate surrounds
2.10 (b)	Future Activities	Council may permit community use of council administered buildings and assets under any conditions council sees fit where there is demonstrable benefit to the park or community. This shall only occur where council retains control over all decision making around an asset and its use, and where an agreement does not constitute a lease or licence concession.

OBJECTIVE

The park is well used for existing activities. These have shown to be largely compatible with the park, and should continue to be accommodated so long as they don't adversely impact the park. New activities may be considered where they use existing infrastructure and/or are inherently compatible with the park.

3.0 Conservation & Preservation

3.1 BIODIVERSITY & ECOLOGY

POLICIES		
3.1 (a)	Local Biodiversity	The park shall be managed so as to maximise native biodiversity within the restrictions of its public, sporting, event and botanical values.
3.1 (b)	Local Ecosystem	The park shall be managed so as to maximise ecological values (those factors that make up the natural park ecosystem which provide to support native life forms) within the restrictions of its public, sporting, event and botanical values.
3.1 (c)	Values and Promotion	The park shall be managed so as to promote the values of natural biodiversity and ecology and enable visitors to learn about their function.

OBJECTIVE

The park caters for a wide variety of uses, but is primarily a green refuge in the urban environment. This aspect should be a primary consideration and the ecological values of the park should be protected and maximised.

3.2 CLIMATE CHANGE

POLICIES		
3.2 (a)	Inputs	The park shall be managed such that external inputs resulting in increased carbon emissions or energy use (such as burning of fossil fuels, vegetation cover reduction and fertiliser application) are minimised to the extent that the park levels of service are still maintained in a viable and achievable manner.
3.2 (b)	Adaptation	The park shall be managed to anticipate and adapt to the best-practice projected effects of climate change. This may result in changes to vegetation and water management strategies within the park.

OBJECTIVE

Expected climate changes have the potential to significantly impact the park through more extreme weather events, particularly wind and rainfall, and increasing temperature effects on vegetation. Reserves management should try to anticipate any changes and take steps to mitigate, minimise or adapt to these effects.

3.3 PEST PLANTS, ANIMALS & DISEASES

POLICIES		
3.3 (a)	Pest Management	Pest plants, animals and diseases shall be managed to the extent necessary to maintain the health and integrity of the natural environment.
3.3 (b)	Methods	Methods used shall be those deemed most suitable by parks operational staff.

OBJECTIVE

Pest plants and animals negatively impact reserve use and ecological values. The park, being densely vegetated, can also be susceptible to plant diseases. Where pests and diseases are causing unwanted issues a control program should be implemented where feasible.

3.4 WATER MANAGEMENT

POLICIES		
3.4 (a)	Water Health	Water within the park shall be managed to maximise water quality and promote the health of the aquatic environment within existing constraints. Where possible, natural and preventative processes shall be used to maintain water quality.
3.4 (b)	Stormwater Runoff	Stormwater runoff shall be managed so as to minimise sediment intrusion into the park waterways and lakes.
3.4 (c)	Dams	Dams and spillways shall be managed and maintained to maximise their effectiveness, safety and attractiveness. Earth dams shall be managed so that vegetation and erosion does not undermine the physical strength and integrity of the dam.
3.4 (d)	Waterway Clearing	A waterways monitoring and maintenance plan shall be implemented to ensure that lakes and other waterways are managed adequately and cleared periodically to maintain water health, depth and flow.

OBJECTIVE

Water is an integral feature of the park. The health of waterways should be maintained, as well as the effectiveness and safety of waterways infrastructure.

3.5 FLORA & FAUNA

POLICIES		
3.5 (a)	Plant Succession	A succession and replacement plan shall be developed/implemented for vegetation within the park which is coming to the end of its natural life. Vegetation need not be replaced 'like for like' but should be planted with a specific purpose in mind which benefits the park ecology, character and park users and that is reflective of the historic variety of tree species within the park.
3.5 (b)	Vegetation Outcomes	Where vegetation is no longer achieving the desired outcomes, it may either be upgraded to a fit standard or replaced with a more suitable range of plants for a different purpose. These should be complementary to the charactere area.
3.5 (c)	Vegetation Suitability	Vegetation shall be fit-for-purpose and suitable for the climate and environment of the park. Vegetation shall be managed to be 'self-sustaining' as much as possible.
3.5 (d)	Significant Vegetation	Vegetation identified as significant (refer to Botanical Appendix) shall be retained where possible unless: 1. It is dead, dying, in major decline, unsafe or diseased, with no realistic chance of recovery or survival; or 2. Is in a location identified for approved development and cannot be accommodated within the design.
3.5 (e)	Plant Collections	Plant collections may be managed for their landscape values, conservation role, education potential and community enjoyment. Collections may be changed where they are no longer suitable or fit with the park purpose.
3.5 (f)	Plant Records	Planting and removal of significant plants or areas shall be recorded.
3.5 (g)	Native Vegetation	Existing indigenous, endemic vegetation shall be retained and protected within the overall management and development goals and objectives of the park. Where appropriate native vegetation diversity will be enhanced.
3.5 (h)	Mature Trees	Trees of significance shall continue to be a defining feature of the park for their aesthetic, amenity and botanical benefits, and planning should be carried out to ensure an ongoing stock of mature specimen trees of suitable species. Maturing specimen trees will be maintained in accordance with the standards and techniques of approved arboriculture practice.

OBJECTIVE

Vegetation is the defining character of the park. Where possible significant vegetation should be retained and the overall planted environment enhanced. Where appropriate the natural ecosystems in the Park will be protected and enhanced to increase opportunities for people to enjoy nature in the Park.

3.6 BROOKLANDS ZOO

POLICIES		
3.6 (a)	Use	Events and activities held within the zoo will only be permitted if they are of a scale and intesity that will not be detrimental to the welfare of the zoo animals.
3.6 (b)	Development	Development of the zoo shall be consistent with the adopted Strategic Vision and associated concept plan.
OBJECTIVE		
Brooklands Zoo has a defined purpose which is in line with contemporary society outlooks on wild animals and conservation; and achieves positive outcomes for the individual animals it cares for as well as the species they represent alongside recreational and conservation education.		

4.0 Management

4.1 MANA WHENUA INVOLVEMENT

POLICIES		
4.1 (a)	Protection	Recognise and provide protection for the Māori cultural significance of any site or place associated with the park.
4.1 (b)	Use	Provide for the customary use of native flora by Ngāti Te Whiti and Ngāti Tuparikino in locations where it can be accommodated without compromising the character and integrity of the park.
4.1 (c)	Development	Involve hapū in the design and management of the park.
4.1 (d)	Development	Develop an interpretation strategy that may include but not be restricted to signage, artworks and planting that recognises Māori relationships to the park and surrounding environment.

OBJECTIVE

Recognise, protect and as approriate promote the Māori cultural and historical values of the Park and work in partnership with hapū on the management of sites of significance in the Park and enhancement of visibility of a cultural presence within the Park.

4.2 COMMEMORATIVE ITEMS (inc. Trees and Furniture)

POLICIES		
4.2 (a)	Circumstances	New commemorative items within the park shall generally not be permitted unless in exceptional circumstances where a person, group or event has been shown to have a meaningful and significant impact on the New Plymouth district. Commemorative items and plaques shall not resemble memorials such as those found (and more suitably located) within cemeteries. They shall not specifically imply that a person is deceased or have dates noting date of birth and/or passing.
4.2 (b)	Management	Where an acknowledgement of a particularly valuable contributor to the park is desired, a small plaque recognising their contribution may be installed at the entrance to the park offices below the fernery with prior council approval.
4.2 (c)	Tenure	Council makes no covenant implied or otherwise that any commemorative item shall be in place in perpetuity, nor that it shall be replaced upon its removal. Council may remove, rename, repair or modify any commemorative item at its sole discretion without any requirement for consultation with the public or any group or person associated with the item.

OBJECTIVE

Commemorative items should be carefully considered, and where implemented should be inclusive. They should not favour individuals or societal groups, nor should they in any way make park users feel uncomfortable or unwelcome. Memorials in particular need careful consideration and should be avoided where possible.

4.3 ENCROACHMENTS

POLICIES

4.3 (a)	General	Encroachments into the park from adjoining properties is not permitted. Council may not enter into any agreement to approve or allow any encroachment into the park, regardless of any previous use or undocumented agreement.
4.3 (b)	Existing Encroachments	Existing encroachment approvals (if any) shall be terminated within one year of this plan being approved by council.
4.3 (c)	Removal Timeframe	All identified encroachments shall be removed within four (4) weeks of written notice being given to the encroaching party.
4.3 (d)	Council Removal	Council may remove an encroachment upon the expiration of the written notice period in any way council sees fit. The offending party may be charged for any work which council carries out to remove any such encroachments.

OBJECTIVE

Private appropriation of public land is not acceptable. Where Council becomes aware of an encroachment, steps should be taken to remove it and restore the land back to public use. Existing or historical use does not justify ongoing occupation.

4.4 OPERATIONAL MANAGEMENT

POLICIES

4.4 (a)	Viewshafts	Priority viewshafts (appendix map) shall be retained to maintain key views within and outside the park. This may include vegetation trimming or removal and the restriction of built infrastructure which impinge on these viewshafts. Priority viewshafts are: 1. Japanese Hillside across Fountain Lake 2. Eastern Lookout towards Band Rotunda 3. Cannon Hill towards Mountain 4. Scanlan's Lookout over Bowl and beyond 5. Fountain Lake towards Torii Gate 6. Brooklands Arrival towards Lily Lake
4.4 (b)	Operational Areas	Areas may be set aside within the park which exclude the public for the purposes of park operational activities such as storage and staff areas.

OBJECTIVE

Views are critical to enjoyment and understanding of the park; and iconic or special views need to be protected. The park needs adequate staff operational areas to ensure ongoing high-quality park outcomes.

4.5 STRATEGIC MANAGEMENT

POLICIES

4.5 (a)	Adjacent Uses	Planning and management shall take into account the impacts of any adjacent developments or land use changes; and in particular any development on Racecourse Reserve associated with a multi-sports facility.

OBJECTIVE

The park should be planned and managed with regard to adjacent uses and the overall park, transport and infrastructure network.

4.6 LEASES, LICENCES & EASEMENTS

POLICIES

4.6 (a)	Existing	Existing long-term, exclusive use agreements for community purposes of specific park locations shall be retained until such time as Council determines otherwise. These agreements are: 1. Pukekura Kindergarten 2. Pukekura Scout Group 3. New Plymouth Brass 4. Taranaki Society of the Arts 5. Pukekura Tennis Club 6. Taranaki Cricket 7. Lions Club “Train”* * The vehicle is stored in a council building on Racecourse Reserve, but takes tours through the park.
4.6 (b)	New	New community agreements requiring exclusive use of a park area shall be considered on a case-by-case basis and be subject to public consultation. They are not encouraged though, and shall generally be refused if they do not fit the character of the park, impact public use and enjoyment, are of marginal community benefit or have a viable alternative location.
4.6 (c)	Residential	No new private residential agreements shall be entered into within the park. Upon termination or expiration of the current residential tenancy for the Victoria Rd house no new agreement shall be entered into unless the tenant is a council employee who works within the park. In any such situation, if the tenant no longer works within the park the tenancy shall be terminated. If untenanted the building may be used for any other activities associated with the park.

OBJECTIVE

Existing users will be accommodated while current agreements are valid. All proposed uses should be fitting to the park, its character and purpose. The public should have the opportunity to comment on exclusive use of park areas by groups or individuals.

4.7 FACILITIES, BUILDINGS, STRUCTURES & AMENITIES

POLICIES		
4.7 (a)	Sportsground	Maintain the sportsground as a premier sporting facility capable of hosting suitable international, national and regional events.
4.7 (b)	Sportsground Use	Allow casual use of the sportsground when not in use, or being prepared, for a booked event.
4.7 (c)	Maintenance	Maintain existing buildings to a safe and secure standard, such that their appearance continues to reflect the character and heritage of the time they were constructed and/or the character area of the park within which they are situated.
4.7 (d)	Retention	Only retain such buildings and structures which contribute to the public enjoyment, use and appreciation of the park.

OBJECTIVE

To ensure that facilities are well-used and maintained to an appropriate standard; and to ensure that only useful facilities which are fit-for-purpose are retained to avoid escalating maintenance costs and neglected buildings.

4.8 GRAZING

POLICIES		
4.8 (a)	Grazing	Grazing of any kind is not permitted in the park with the exception of zoo animals within the zoo boundaries.

OBJECTIVE

To make it clear that the park is not a suitable location to be managed by livestock grazing.

4.9 VOLUNTEERS & STAKEHOLDERS

POLICIES		
4.9 (a)	Volunteers	Council shall permit volunteers to carry out minor park maintenance such as weeding and pest control within the limits of current health and safety obligations and legislation.
	Stakeholders	Council shall consider the opinions of recognised park stakeholders when making decisions about significant changes to the park or park management. For the avoidance of doubt, the Friends of Pukekura Park are considered a recognised park stakeholder. Council shall make reasoned decisions based on all available information, but is not required to follow the recommendations or preferences of any external agency or stakeholder outside of any mandated or voluntary obligations.

OBJECTIVE

To enable interested parties to be involved with, and contribute to the park in a safe and effective manner; and to take on board the feedback and experiences of people intimately interested in the park without compromising the feasible operation of the park.

4.10 TOOLS & VEHICLES

POLICIES		
4.10 (a)	Operational Use	Tools and vehicles used by the parks team within the park should be as quiet and unobtrusive as possible where viable. Electric and/or low-impact items should be considered when tools and vehicles come up for renewal if suitable and economic options are available.

OBJECTIVE

To promote operational activities in the park to be as low-impact as possible while still retaining suitable levels of service and park standards.

5.0 Development

5.1 ACQUISITION & DISPOSAL

POLICIES		
5.1 (a)	Land Retention	No land currently identified as part of the park shall be disposed of, alienated or sold.
5.2 (b)	Land Addition	Where land adjacent to the park becomes available, council shall consider the value and merits of adding the land to the park, and may seek to obtain any such land to add to the park.

OBJECTIVE

Retain all of the existing park land; and where appropriate, add adjacent land to the park if it becomes available.

5.2 DEVELOPMENT

POLICIES		
5.2 (a)	Future Development	The park may be developed so as to give effect to the policies within this management plan.
5.2 (b)	Consultation	Where developments will have a significant impact on the existing character and/or use of the park, and are not already explicitly anticipated for in this management plan; consultation may be carried out with the community and/or parties of interest, commensurate with the level of change proposed.
5.2 (c)	Plans Only Indicative	Any development and/or concept plans provided within this management plan are indicative only. They are likely to evolve as time elapses and more detailed planning stages are undertaken. These plans may be altered to achieve their anticipated outcomes without further consultation, provided the amended/detailed plans are still in line with the objectives and principles of the original plans and the changes are only minor.
5.2 (d)	Implementation	All projects shall be reassessed for suitability immediately prior to a committment being made to physically progress with them. Projects may be delayed or cancelled if circumstances have changed such that the prevailing conditions at the time of a project's proposed implementation means that a project is no longer appropriate to carry out.

OBJECTIVE

To allow for ongoing review of feasibility and appropriateness of projects and to provide for proposals which have gained prior community and Council approval through this management plan to be progressed from concept stage through to implementation withour further consultation on the design.



Cannon Hill & Main Lake 1914 51

PROJECTS & PROGRAMMES



With the changing needs of the community and some required updates to existing infrastructure within the park, there are some key projects and programmes of work identified to be provided for within the plan.

Projects in this section are important as they provide for the future vision for the park and have been confirmed by the community as being of importance to the park.

All of the projects which follow aim to improve the park in some way in responsse to the following considerations:

- Issues that have arisen since the previous management plan was adopted in 2004
- Historic matters of interest and maintenance items
- Worthwhile ideas which have been unable to be implemented to date
- Changes in community and user group expectations and needs relating to the park
- Ways to help management and decision making around the park
- Improvements to existing uses and activities which have shown themselves to be of value to the park
- New uses and activities which fit in with the purpose and rationale of the park



Project Prioritisation and Cost Bands

Strategic Documents Relationship

A reserve management plan provides long-term, best-case-scenario approaches to development and operational management. These approaches may not always be practical to implement immediately upon adoption of a plan, and could be subject to changing priorities and circumstances over the life of a plan.

Projects may also change through the normal business case development process as additional information is developed. This information may either reinforce the case for a project or show obstacles that were unforeseen during concept development and consultation. All projects will go through council's project management process and be subject to all applicable approval gates where decisions are made to either proceed or halt every project.

Projects within this plan have been proposed as they represent contemporary best-practice, required or desired changes to the park. The ultimate decision to move forward and implement a project with specifically allocated timing and budget is made through the council's Long Term Plan process.

The diagram on the following page shows the broad relationships between the major strategic documents that council deals with when planning and managing the community's reserves. It shows that decisions on budget allocation and project implementation are encompassed within the LTP in a process entirely separate from the development of other planning documents.

Project Banding

In order to assist in prioritisation of project timing the identified projects have been categorised in cost bands to indicate whether they are:

- Small-scale projects (< $100,000 or able to be staged over time as discrete components) that can be implemented from existing Reserve Management Plan implementation budgets allocated yearly for Pukekura park (in order of $55,000 per year every year of the LTP);
- Medium projects ($100,000 - 1 million) that would be required to be funded through the LTP as separate projects;
- Large projects (>$1 million) that would be required to be funded through the LTP as separate projects; or
- Partner projects (large or small) that would only proceed with external partner funding and/or are eligible for offset funding (eg. waka kotahi)

Project Spread

In addition to project banding the timing of large projects will need to be spread over a longer period of time. The priority score that the community places on the projects identified will help to inform the overall project spread across a thirty year period of time.

Costs Subject to Change

All costs contained within this plan are indicative only and are based on the information known at the conceptual stage of project development. These costs will be subject to change if and when business cases are developed for individual projects.

Costs may change as more detailed information is obtained which refines, amongst other things, the needs, end benefits, materials, construction and site conditions. Estimated budgets are also based on known costs at the time of the management plan drafting. These costs will change over time due to inflationary, environmental, social, legislative and other pressures.

Strategic Overview



Strategic Planning Interactions

Programmes

The programmes in this section are proposed to be implemented for the foreseeable future, subject to available resources and prevailing council and community circumstances at the time of proposed implementation.

Some programmes are already in existence and they are identified here alongside any new programmes to provide assurance of their ongoing relevance. Others are new, with fixed outcomes.

Programme	Description
Water Body Improvements	Ongoing interventions and maintenance to ensure the best health of the park's lakes and streams
Pest Control	Ongoing control of pest plants, animals and diseases
Succession Planning	Ongoing replacement of mature vegetation reaching the end of its natural life and other non-thriving vegetation with species suitable for the current and future park environment
Design Guide	A guide to ensure consistent and appropriate infrastructure and landscape development
Viewshaft Protection	Ensure selected viewshafts within park are kept open
Lighting Upgrades	Ongoing upgrades to lighting within the park and along pathways to improve safety and efficiency

The projects in the following table are proposed to be implemented over the life of this plan, subject to available resources and prevailing council and community circumstances at the time of proposed implementation. Some projects are more developed than others due to their importance, necessity or complexity.

Less developed projects will undergo business case development during their project management which may or may not result in further public consultation.

Projects

Project	Band	Description	Priority
Bellringer Pavilion & Fillis St Upgrades	Large	Renew Bellringer pavilion and update Fills St entrance area including new dugout and scoreboard nb. Bellringer replacement driven by safety considerations	1
Brooklands Zoo Phase 2 - 7	Large	Renovation of animal habitats and public education spaces including playspace (phase 1 included in 2021 - 2031 LTP	1
Main Dam Upgrade	Large	Upgrades to the main lake dam, water exit and overflow spillway to meet modern safety standards and anticipated climate change effects. nb. Safety considerations with new dam guidelines	2
Path Network & Wayfinding Review	Small	Upgrade selected path surfaces and renew park signage suite	2
Dedicated cycle route	Partner	Dedicated shared path for commuter cycling and pedestrians.	2
Brooklands Enviro-Hub	Small	Development of the former Brooklands curator's house as a community environmental and park learning and advocacy facility for council and community groups	3
Staff Operational Area	Large	Develop an easily accessible staff operational area for storage of equipment and resources	4
Cannon Hill Upgrade	Medium	Upgrade Cannon Hill as a more inviting visitor location	5
Tea House Plaza Upgrade	Large	Upgrade the Tea House, dock and immediate surrounds to improve the overall visitor experience	6
Canopy walk	Partner	Develop a canopy walk that connect the zoo to the surrounding native forest and provides educational canopy experience	6
Brooklands Terracing	Large	Increase Bowl of Brooklands capacity nearer to 20,000, improve performer/audience connectivity and	7
Brooklands Lake Stage	Large	Increase Bowl of Brooklands capacity and create quicker and more cost effective temporary stage infrastructure over lake	7
Brooklands Entry Improvements	Medium	Update Brooklands Rd entrance and parking	7
Lake Edge Protection	Medium	Work around lake edges to retain embankments and protect pathways	7
Victoria Road Entrance	Medium	Removal of Victoria Rd house and upgrades to public entry and car parking in this location	8

Path Network & Wayfinding

The park experience is in part defined by the journey you are able to take through the park. One issue for park users, particularly first time visitors, is that its not always easy to make your way around.

With around 20 kilometres of paths in the park, the amount of maintenance needed, and the amount of gravel renewed every year, is very large.

There are some issues with cyclists in the park. While cycling is currently prohibited, many cyclists still use the park; and it is clear that there is a desire from some parts of the community to be able to use the park for cycling.

How motor vehicles use the park has also been under review. Some areas of the park are not fully compatible with cars and some changes are proposed.

Path Surfaces

Some key pathway surfaces will be changed. Where pathway surfaces are changed the intent is to improve the experience and accessibility and to reduce maintenance requirements. More popular paths will gain increased durability. Paths next to the lakes will be upgraded to reduce the amount of gravel and sediment entering the waterways; as this will improve water quality and reduce the amount of dredging needed.

Wayfinding

A wayfinding strategy will be prepared which identifies key routes and proposes a new system of signage which better fits into the park; making it easier to know where you are and where you might like to go.

Cycling

While there is a desire from some people to use the park for recreational cycling. It is not considered that this is a compatible activity within the majority of the park. The predominance of narrow pathways with multiple routes and intersections does not lend itself to safe use of the park by both pedestrians and cyclists. Cyclists would continue to be prohibited from most areas of the park.

That said, there is an increased impetus for alternative modes of transport, and the likely development of the Multi-Sports Hub on Racecourse Reserve is likely to increase the desire for cycle travel across the park. There is a potential for a shared path commuter route, using some lesser frequented paths along the edge of the park, Brooklands Drive, the Bowl roads and the broad flat path to the south of Brooklands. This would be a wide, durable surface designed for transit of both cyclists and pedestrians. This would come in conjunction with bike racks at key locations along the way, such as at the current Bellringer Pavilion site and Brooklands Zoo.

Restrictions on cycle use will be made much clearer and there is likely to be a firmer line taken with people who thereafter continue to refuse to comply with management plan rules around cycling in the park.

Vehicles

A major change to how the park is currently used will be modifying how vehicles access the park. With increasing numbers of users, it is not tenable to continue to allow vehicles priority access to the park interior. For many people it also detracts from the beauty and enjoyment of the park. Conflicts between vehicles and other park users are common with pedestrians needing to avoid and move out of the way of cars.

With this in mind vehicles will no longer be permitted to enter the park from Fillis Street through the main park gates, nor will there be disability parking provided at the Tea House. As a primary entrance to the park it is felt that it could be better presented than as a carpark.

Increased carparking would be created along Fillis St and disability parks would be instituted at the main gates to the sportsground. Only service vehicles for the park such as those for deliveries, events and operations would be allowed.

Brooklands Drive would be reformatted as a shared surface, making it more of an equal priority for pedestrians, vehicles and cyclists. Vehicles would still be allowed to enter the road and park next to Brooklands Zoo, but there would be equal rights to the space for walkers and cyclists.



Path Network Changes

Brooklands Enviro-Hub

Over the years council has received a number of requests to support a centre promoting sustainability and the environment which could be available for community groups to use.

There are a large number of groups (approximately 40) that have expressed interest and it appears that this type of facility has the potential to be very well used and provide a number of community benefits.

One proposal is repurposing the old curators house next to Brooklands Zoo. This would open up a part of the park currently not used for public benefit, and may present opportunities for people to further engage with the park and environment.

A trial implemented from May 2022 will determine how the concept works, and to gather information on what the community thinks of this activity in this location. If the trial period is successful, a more permanent scenario will be implemented with more investment in the building and grounds to make them fit-for-purpose for the activity. The surrounding gardens will nevertheless be thinned to allow public access and interaction with the building.

The proposed outcomes for the space include:

- An inclusive place which acts as a catalyst for local groups and individuals to carry out and learn about appreciating, enhancing and protecting the local environment.
- A space where people can operate and concentrate on their main goals without worrying about securing and maintaining a physical facility to work from.
- A hub for working together, sharing resources and learning from each other. Building upon each other's strengths to build a stronger community environment.
- A visible, accessible location to engage with people; showcasing achievable, everyday interventions which make a positive contribution to the local environment.
- A positive space promoting a future where people can live sustainably as part of a healthy, flourishing local ecosystem.
- Encouraging and helping everybody to learn about their local environment and contribute to a sustainable future.





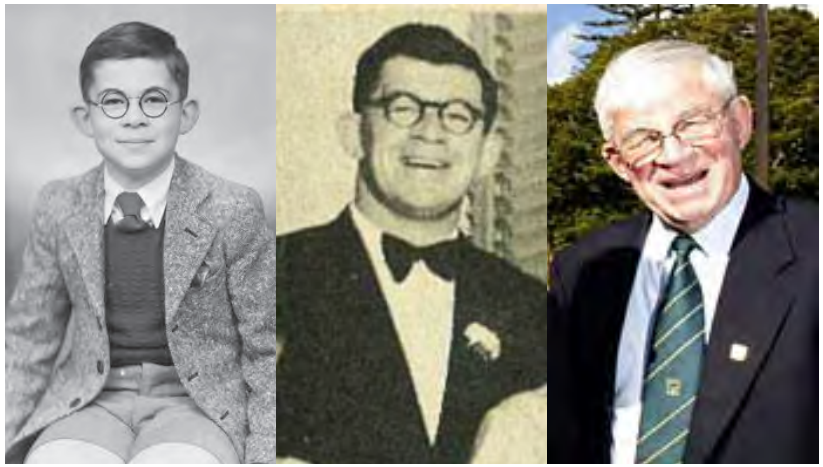


Conceptual Layout

Pavilion & Fillis St Entrance

In 1892 the first cricket match was played on the grounds after extensive work filling the existing swamp and creating the terrace seating. In 1918 the first pavilion was constructed as a cottage at the main entry into the park. The cottage was set back into the bush and stood for more than 30 years before being demolished in the early 1950's to make way for the current pavilion.

This pavilion was built to cater for the greater needs of the park and cricket. In 1988 the pavilion was extensively modified and dedicated to Councillor Brian Bellringer, QSM to recognise his services to cricket and the district.



Brian Bellringer 1944, 1961 & 2009

The 1988 alterations have compromised the structural integrity of the building. It has seismic issues, does not meet current building standards and the sub floors on the ground floor are deteriorating rapidly. There are accessibility and capacity issues with the current building; and it no longer meets the requirements for first class cricket.

The old curator's office behind the sports dugout was built in 1952 following a bequest from Mr & Mrs Walter Graham. The adjacent women's dressing room and toilets were constructed separately in 1948. Unfortunately both of these facilities are no longer fit for purpose.

Council has looked at various options for these areas and facilities over the years; but no resolutions have ever been reached. With the impending loss of first class cricket status, and the recent assessment showing the full extent of the compromised structure of the pavilion; it is time to reassess this entire area of the park as part of the management plan review.

The proposal introduces a new pavilion incorporating the needs of the park and sports ground users. The pavilion would incorporate:

- New public toilets
- An adaptable, bookable pavilion space for up to 100 people
- Facilities and changing rooms fit for first class cricket and other sports
- A park information 'kiosk'
- Low impact design such as water recycling, green roof and insulation
- Accessible options to the scond storey and terraces (ramp and lift)

The entrance area to the park through the Sanders gate up to the new pavilion would incorporate:

- An open plaza area with new planting, furniture and signage
- Upgrades to the western terraces and sportsground fencing
- Upgrades to ground surfaces
- Enhancement of the bank to the west of the gates facing Fillis St
- Ability and infrastructure to host stalls etc. for events such as games and festival of the lights
- Opening up and enhancement of the area occupied by the current pavilion through planting and maximising potential of the stream
- Exclusion of public motor vehicle access

In addition this option would also require a new dugout to be constructed. This would be located on the north-east corner where the current scoreboard is. This would be built into the slope and the design would incorporate a new digital scoreboard. Access from this corner would be retained.

Fillis St Entrance

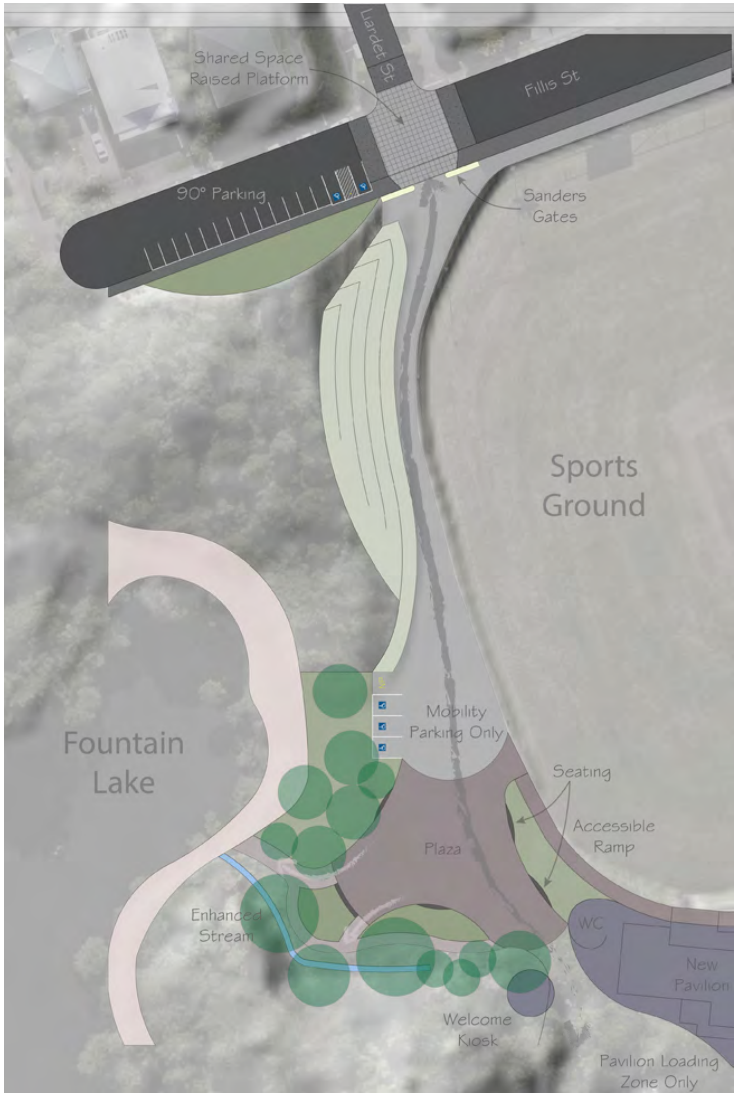
Removing the majority of public vehicles from this space is a priority to enhance the experience of what is the primary park entrance.

- Mobility parking would still be permitted, and space availability would be indicated by an automated, electronic sign at the main entrance.
- Users of the pavilion would be permitted entry to drop of items and materials at any time. Other users would not be permitted entry to the park during peak (daylight) hours. However, after dusk vehicles of pavilion users would be permitted within the park.
- Deliveries to the Tea House and operational vehicles would still be permitted at any time.

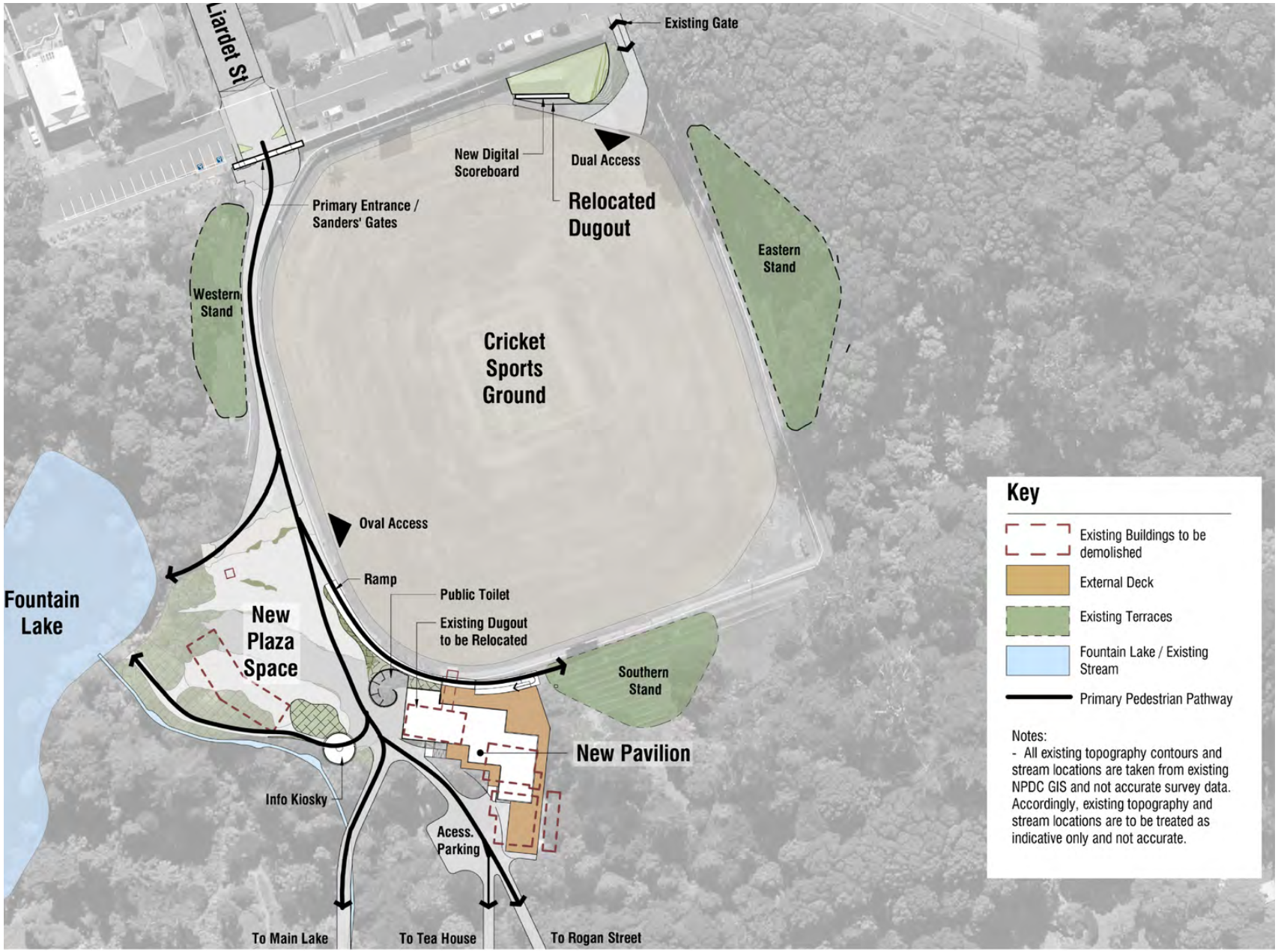
Upgrades to the surfaces and other materials would further reinforce the change in nature of the space, and provide a more welcoming entry experience which makes wayfinding opportunities much clearer for visitors.

The space would continue to be usable for a variety of activities associated with events such as sports, festival of lights and other suitable activities.

The area before Sanders gates would be modified to reprioritise vehicle and pedestrian movements. There is the potential to change levels and surface treatments to encourage pedestrian activity and slow down and/or reduce vehicle movements within the immediate vicinity of the main gates.



Conceptual Layout



Conceptual Layout



Pavilion from Main Entry Path



Pavilion Looking North



Scoreboard and Dugout on NE Corner



Pavilion Frontage

Conceptual Visualisations

Cannon Hill

The central plaza area including the rotunda, fountain and Cannon Hill is one of the most critical locations in the park. It is a 'pivot point' for people using the park as it is a welcoming pause point, and leads off to a number of other locations.

Cannon hill in particular has one of the best, and least known, views in the entire park. Looking out from height over the main lake towards the mountain.

The area has received a few modifications over the years, at various points being home to Chew's Flagpole and Dickie Barrett's cannon. Currently an underdeveloped lawn space with incompatible planting it could be developed as a much more appealing space.

Alongside Cannon Hill is the dock. This area is also showing its age, and is in need of refreshing. There is an opportunity to bring people down to the water edge here by providing a wider dock and seating. This would provide an experience not available anywhere else in the park.

Cannon Hill

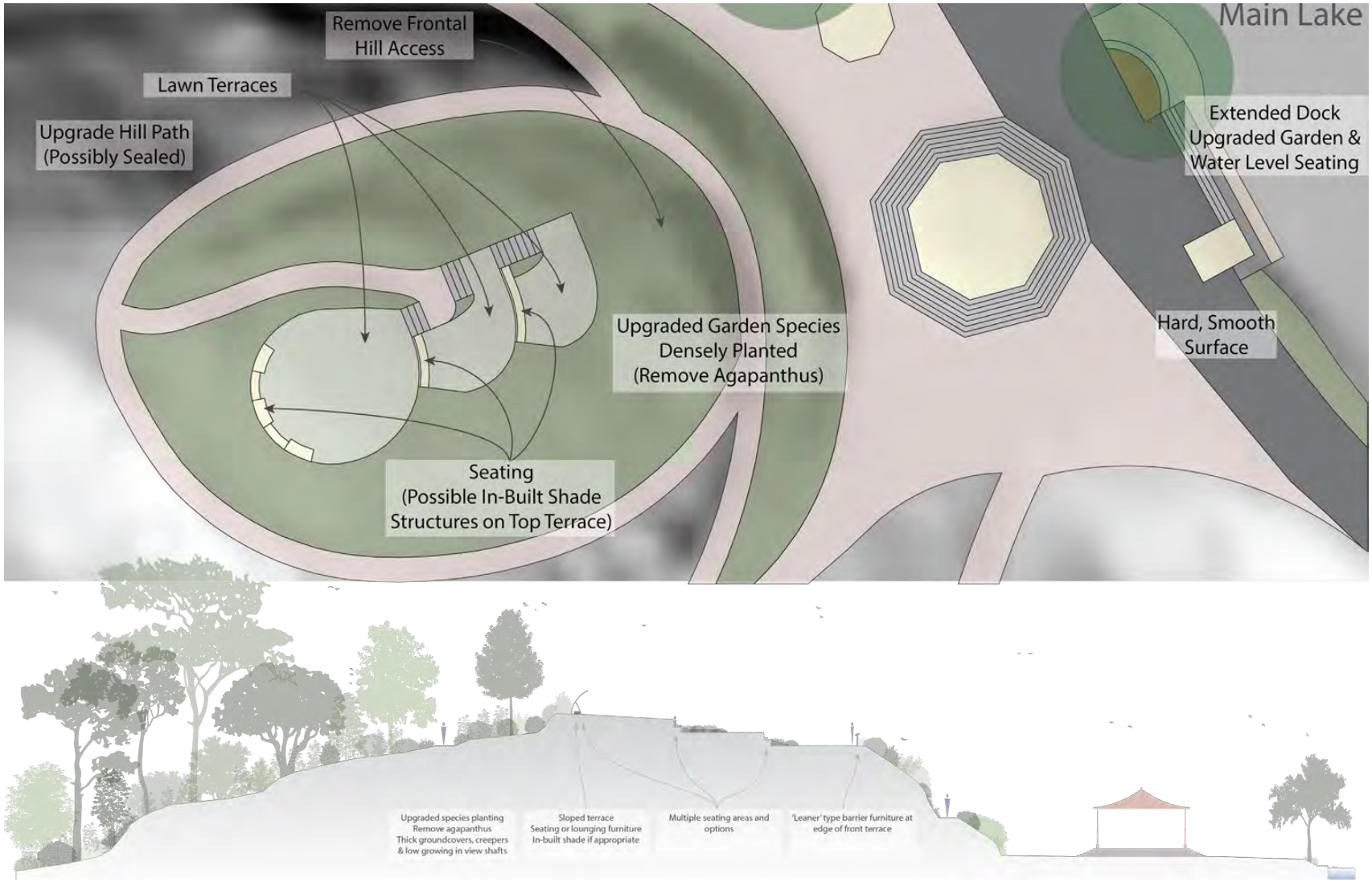
- Upgrade the paths leading up to the hill to make them more durable, welcoming and obvious
- Create terraced areas, seating and look-out spots on top of the hill to make the most of the outlook and accommodate multiple people
- Adapt the hill vegetation to be more natural and fitting, as well as enabling vegetation to shade some seating areas as they mature

Dock

- Upgrade the existing garden bed edging on either side of the dock to be more fitting to the space
- Widen the dock slightly to make it more secure and welcoming to get down to the water edge
- Create a small seating area by the dock, at water level, to provide a different experience and viewpoitn of the lake and surrounds



Cannon Hill 1914



Conceptual Layout

Brooklands

The Brooklands part of Pukekura Park became part of the wider park in 1934. Development of what was to become the Bowl of Brooklands was first mooted in 1954, and physical work started in 1957. Further modifications to the area have occurred over time, with a major remodelling project occurring in 2001.

As one of New Zealand's premier large event venues the Bowl has seen a number of notable performances over the years; with the most notable performance likely being The Seekers, who played before 37,000 people over three nights in 1968 (that number being greater than the entire New Plymouth population of the time). In recent times acts such as Six60 and L.A.B. have also played before large and enthusiastic audiences.

While the Bowl has done its best to keep up as a modern venue capable of hosting top level performers; there are some drawbacks to the venue which may be considered detrimental for some performers. The primary aspects of concern are the overall capacity and the lake in front of the stage.

The lake can cause health and safety concerns as well as engendering a sense of separation for the performers from the audience. The most common remedy at this time is to erect temporary staging over the lake. This comes at considerable cost to council. This takes the audience closer to the performance as well as providing a temporary capacity increase.

The current maximum capacity for the Bowl is around 15,000. In todays event environment, most larger acts prefer to perform at venues with a minimum capacity of 20,000. At times this means that New Plymouth will miss out on performers who would otherwise have likely held concerts at the venue.

These events lend vibrancy to the town and come with some economic benefits for businesses in New Plymouth.

To test what some of these upgraded facilities may look like for the park, Council has investigated options to increase the capacity of the Bowl, and to provide a more cost effective solution to the lake staging.

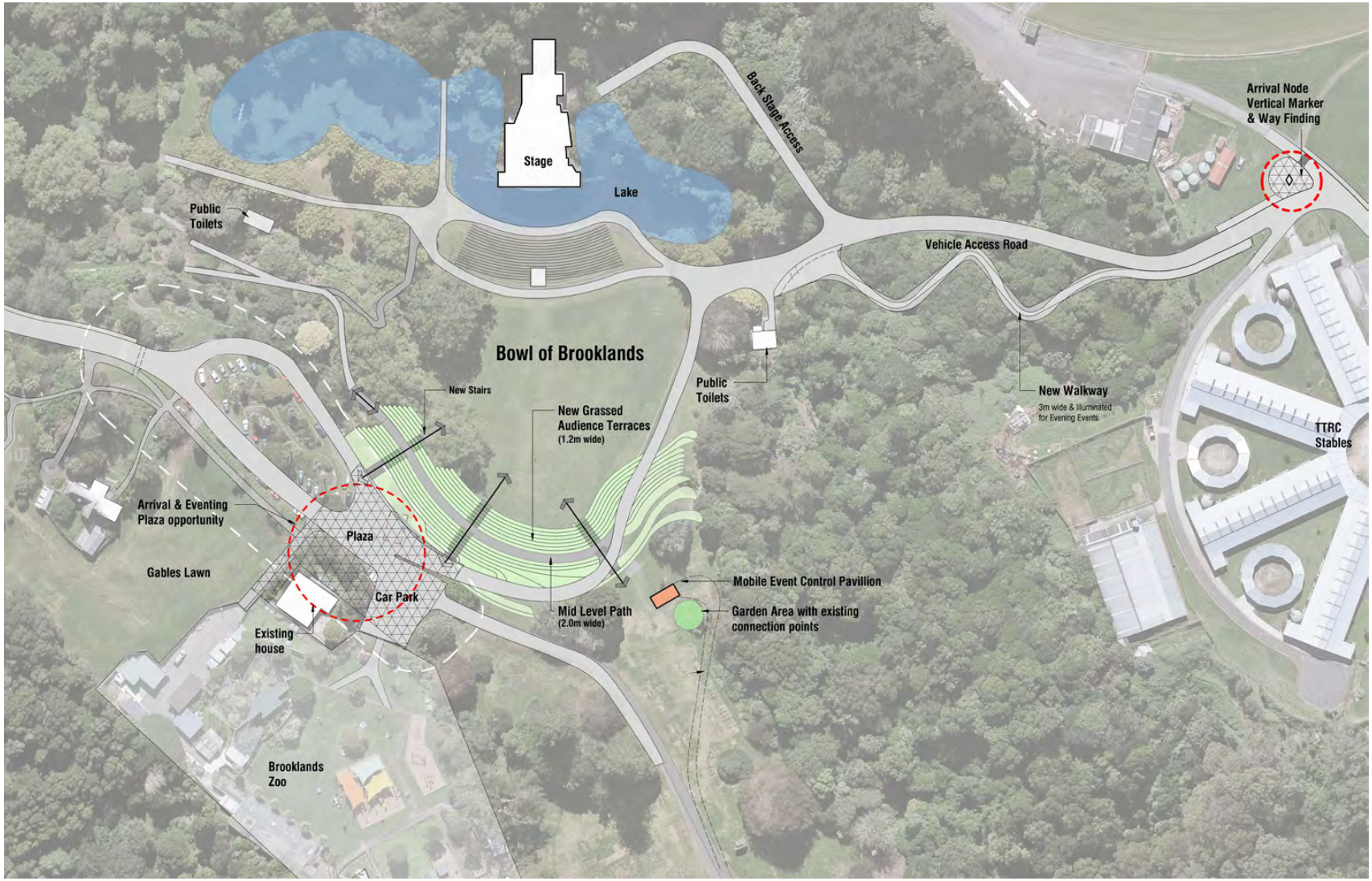
There is a balance between providing a facility which meets modern promoter needs, while still retaining everything that makes the Bowl such a special venue for performers and audiences alike. Therefore, what council has looked at is to see if there is a way to keep abreast of contemporary event requirements while still keeping the essence of the Bowl, such as the amphitheatre landscape and natural park setting. The primary changes would be:

A narrowing of the lake in front of the stage to facilitate prefabricated staging panels to be installed during events

- Grassed terracing on the steeper parts of the amphitheatre which are currently difficult to occupy
- A realignment of the boundary road to present a larger and more symmetrical audience area before the stage.
- It is worth noting for the last 75 of the 88 years since Brooklands became part of the park, that it has been an event venue and has been continually updated to meet event needs. An upgrade of the Bowl would be in keeping with its purpose and how the Bowl has been managed by previous generations.



Split Enz at the Bowl 1983



Conceptual Layout



Bowl Terraces From Stage



Stage With Modified Edge



Stage And Bowl Terraces



Stage With Temporary Platform

Conceptual Visualisations



Conceptual Layout

Brooklands Zoo



Brooklands Zoo

Brooklands Zoo, located within Brooklands park, was officially opened to the public in 1965. Jack Goodwin, a former Director of Parks, envisaged a collection of aviary birds and small animals for the community to enjoy.

The New Plymouth Jacee Chapter and the New Plymouth Cage Bird Club were key partners that contributed to the construction of the original habitats and the acquisition of bird and animal stock. Since its opening over half a century ago the zoo has undergone transformation as infrastructure and animal husbandry practices have evolved.

The long-term vision for Brooklands Zoo is to enhance connections between the zoo and the broader Pukekura Park and Brooklands environments. By doing this the zoo will feel more embedded within the landscape setting and build a basis for a more cohesive thematic concept that will make sense to the visitor.

The zoo will retain its smaller-scale and more intimate size, while enhancing visitor experiences through habitat immersion opportunities that elevate learning and conservation messaging while also improving habitat spaces for the animal collections in line with best practise animal welfare. In addition, more efficient animal husbandry and keeper movement and servicing will be provided for.

The zoo's animal collection will be rationalised around the core flora and fauna characteristic of social species. This provides an opportunity for the zoo collections to be populated with species that are more adept at coping with the noise and activity that location of the zoo within this multiple-use event site.

Animal habitats will focus on elevating the link betwen the public and the landscapes/habitats represented within the zoo environment. To give an impression to the visitor of the interwoven nature of the world.

Due to it's size, Brooklands Zoo's main role within the regional context will be of advocacy and education. To spark the interest of visitors to them move beyond the zoo to explore other wild places within the region e.g. the proposed Inglewood Wildlife Rehabilitation Facility, Purangi and Lake Rotokare.

The key direction provided for within the draft Brooklands Zoo Strategic Vision are as follows:

- To rationalise animal collections around core themes that enable a clearer story to be told to visitors
- To reduce the range of species held at the zoo and to focus on social species that are more adept at coping with the surrounding multi-use venue that is located at Brooklands Park/Bowl
- To upgrade current exhibits that are deteriorating and not likely to meet (Ministry for Primary Industries) MPI requirements in the short term
- To invest in best practise zoo design animal habitats that provide for high quality animal welfare through naturalistic exhibits
- Provide for updated education and learning spaces, including learning through naturalistic play that complements the animal habitats
- Continuation of support for local and global conservation initiatives
- Partnering with East Taranaki Environment Trust (ETET) in the Wildlife Rehabilitation Facility proposed for Inglewood on council land



Conceptual Layout

Tea House Plaza

Most people visiting the park will at some point encounter the Tea House; and will likely pause to take in the surrounds, views and refreshments. Given the importance of the location to the park experience, opportunities have been looked at to enhance the area for visitors while still retaining the character of this space. What has been investigated is if there are added experiences we can provide, upgrades to existing facilities which would be fitting and any other enhancements to improve the appearance and management of the area.



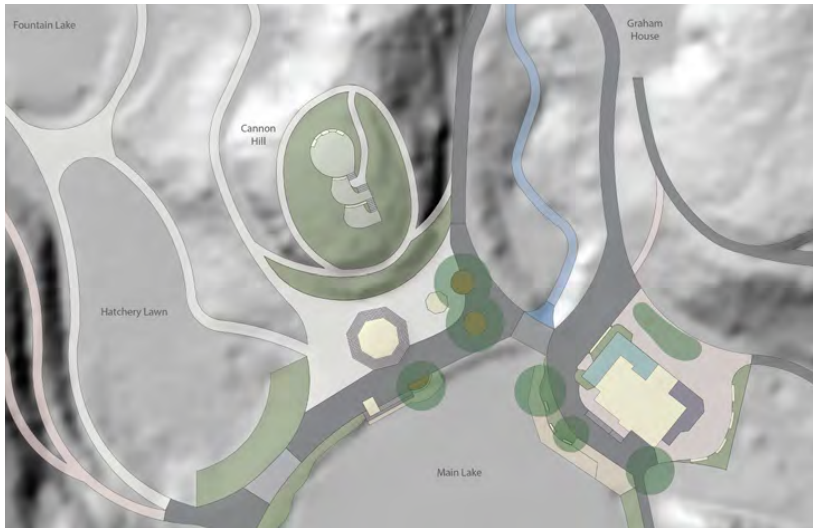
Charles & Ann Burgess, both M.B.E.

The Tea House building is of historical importance to the park, being gifted to the park in 1931 by former New Plymouth mayor C.H Burgess (1915-19) and his wife Ann on the occasion of their golden wedding anniversary. In addition to the Tea House, the Burgess' also donated a playground in Wallace Place, and five hectares of land and a family home which would become Burgess Park.

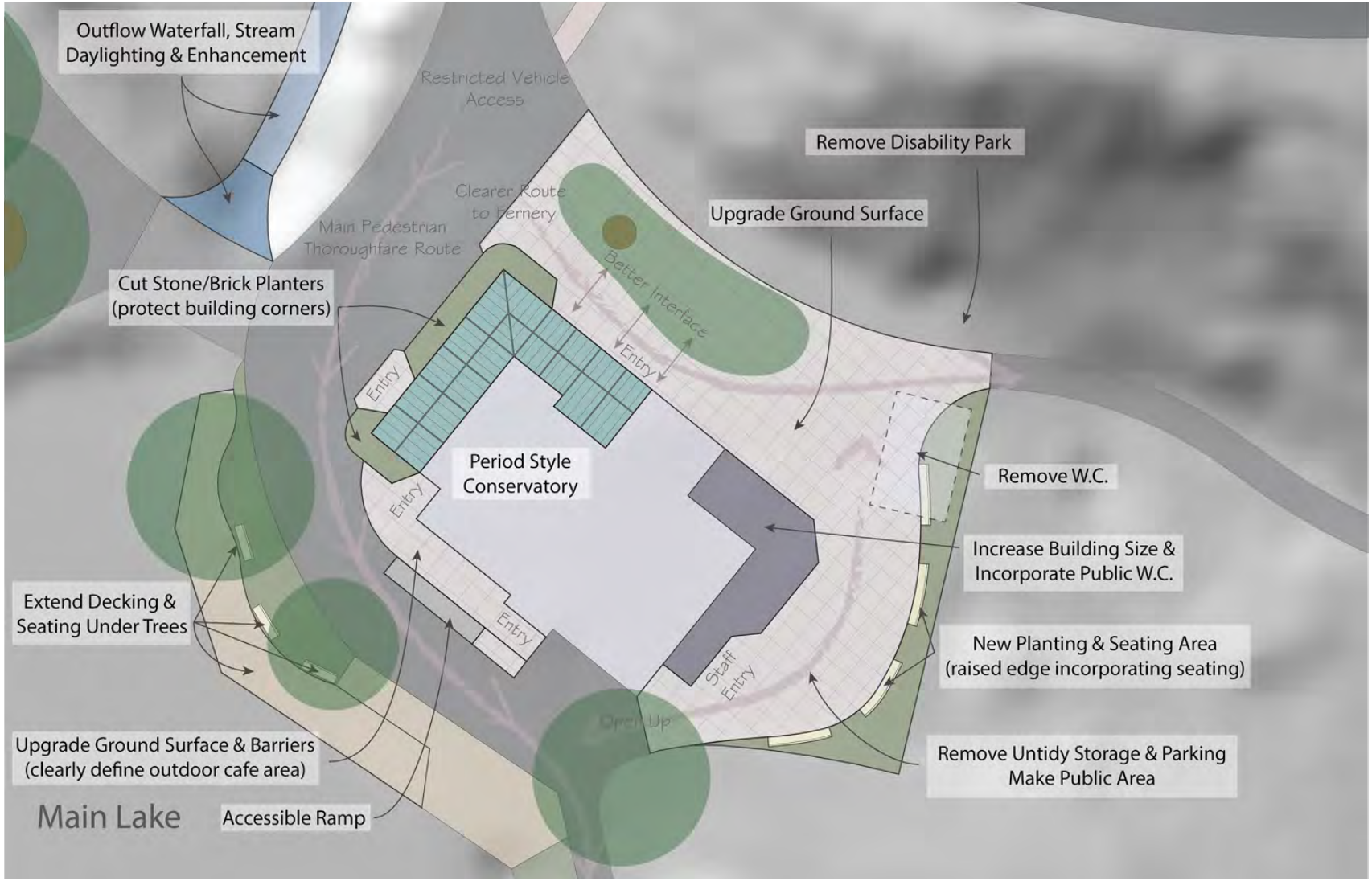
The Tea House has been modified a number of times over the years to meet evolving demands. Changes include internal refurbishments and the addition of a toilet block; as well as numerous external landscaping changes.

Tea House & Surrounds

- Create an all-weather dining option by building a period conservatory onto the north side of the building
- Expand the building footprint (in its current exterior style) to create more storage and kitchen space for operators
- Open up the entire surrounding area of the tea house to the public and creating another seating area to the south of the building
- Remove the existing public toilets and incorporating them into the expanded tea house footprint with external access.
- Expand the wooden deck further around under the trees and install seating which faces the lake
- Various ground surface treatments to upgrade the feel and further define individual spaces



Conceptual Layout



Conceptual Layout

Staff Operational Area

Currently, operational equipment and working areas for park staff are spread throughout the park. There is no easily accessible location for materials delivery, or a single, dedicated space for staff operational activities. To alleviate these difficulties and consolidate equipment and activities into a single, accessible location it is proposed to upgrade and expand the staff operational area by Band Building at the end of Rogan St. This will enable:

- Secure, accessible location for FoPP electric buggy and mobility scooters
- Secure storage of supplies, hazardous materials, tools and machinery
- Maintenance and charging areas for tools and equipment
- Green waste and rubbish storage and pick-up
- Drying area for wet weather gear
- Wash down area for machinery
- Easier access for deliveries
- Bulk material bays



Conceptual Layout

Viewshaft Protection

One of the key experiences when visiting the park is enjoying the vistas within the park and towards the mountain. It is important that these viewshafts are identified, and that we are able to ensure that they stay open for everyone to enjoy.

This means that developments within viewshafts will need to be considerate of the view, and that vegetation encroaching on the viewshafts may be trimmed or removed to retain the views.



Priority Viewshafts

Water Body Improvements

Water plays a key role in the park; with most of the waterways and lakes in the park being man-made. The lakes having been formed by a series of dams across the original streams which flowed through the area. The park is based on a series of gullies, and much of the stormwater from surrounding roads, neighbourhoods, and the racecourse finds its way into the park. This runoff contains sediment, excess nutrients and other materials; and also picks up a lot of gravel from paths throughout the park. It is estimated that sediment loading from upstream catchments is in the order of 80 tonnes per year, with 75% of this removed by the lakes. Leaf litter and waterfowl droppings also build up on the lake beds, which further contributes to water shallowing and degradation.

Particulates which end up in the lakes eventually have to be dredged to maintain sufficient depth to keep the lakes healthy. Reducing contamination and sediment, increasing oxygen in the waters and planting suitable vegetation can all help to improve waterway health, and reduce ongoing maintenance needs.

Other aspects affecting the waterways are climate change and increased safety standards.

Higher dam engineering standards and the increasing frequency and intensity of adverse weather events means that the dams need to be upgraded to meet standards and future requirements. In order to meet these, the main dam in particular needs some modifications to improve its integrity.

Plans are in place for following interventions:

- Aeration of the Lily Lake outflow
- Wetland planting in stagnant areas of the Main Lake
- Upgrades to the Main Lake outflow and construction of a spillway
- Improving the stream area between the Main and Fountain lakes

Others options that could be explored include:

- Pest fish eradication (Rudd and Perch)
- Fish passage improvements
- Monitoring and maintenance (desilting) programme
- Silt catching forebays and wetlands

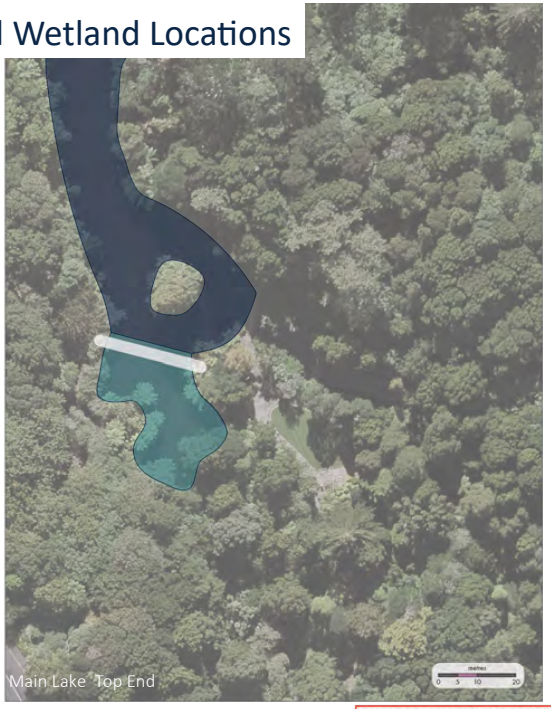


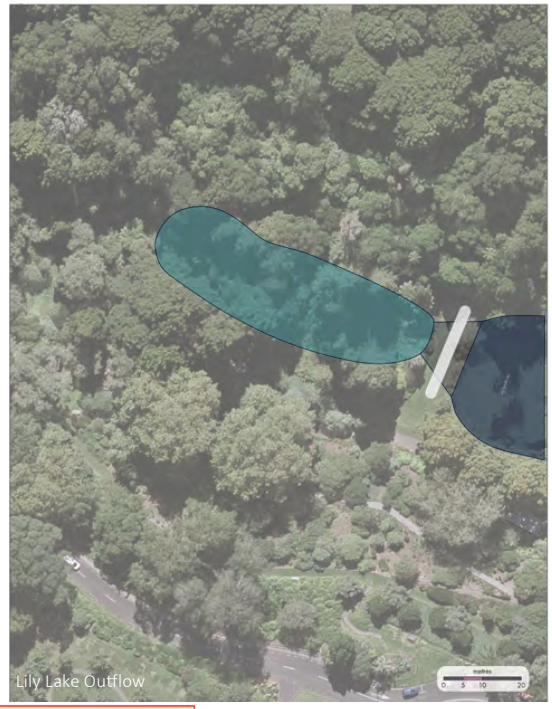
Flooding at Waterwheel



Natural Overflow Example

Potential Wetland Locations





Open Water
Wetland

Egmont Restoration Planting Guide recommends the following native species:

Trees	Cabbage Tree	Shrubs	Karamu, Swamp Coprosma
Grasses	Toetoe, Swamp Millet	Rushes	Giant Rush, *Juncus planifolius*
Herbs	Raupo, Harakeke	Ferns	Swamp Kiokio
Sedges	*Machaerina*, Pukio, Swamp Sedge, Coastal Cutty Grass, Sharp Spike Sedge, Kuta, Kuawa, *Isolepsis distigmatosa*		


Cabbage Tree
Cordyline australis


Harakeke
Phormium tenax


Swamp Kiokio
Parablechnum minus


Isolepis
Isolepis distigmatosa


Raupo
Typha orientalis


Pukio
Carex secta


Kuawa
Schoenoplectus tabernaemontani


Machaerina
Machaerina rubiginosa/tenax


Swamp Coprosma
Coprosma tenuicaulis


Giant Rush
Juncus pallidus

Main Lake Dam & Edge Protection

The main lake holds a significant amount of water which could cause significant damage to the park and downstream infrastructure if it was ever to fail.

Under the *Building (Dam Safety) Regulations 2022* a classifiable dam is one which:

a. has a height of 4 or more metres and stores 20,000 or more cubic metres volume of water or other fluid; or
b. has a height of 1 or more metres and stores 40,000 or more cubic metres volume of water or other fluid.

It is likely that the main lake dam is a classifiable dam. The dam has been measured at between 4-4.3m high, and is estimated to have a volume of 35,000m3 (including 8,400m3 of sludge).

Neither Fountain Lake nor Bowl Lake dams reach the thresholds for classifiable dams, both of them having a volume of around 5,500m3.

Dams should comply with *NZSOLD Dam Safety Guidelines 2015* which outline appropriate practices to consider during the investigation, design, construction, commissioning, assessment, rehabilitation and operation of dams.

Main Lake Dam

In order to meet modern engineering and safety standards and to stay abreast of forecast climate change impacts; upgrades to the main dam, its main outflow and overflow spillway are required.

Council has procured a number of studies over the previous years, 2001, 2009 and 2015. The catchment areas of the four main tributaries to the water flowing into the park totals 164 hectares, with the catchment being relatively short, impervious and steep. With a large amount of stormwater being piped or directly running off ground surfaces, there is little opportunity for water to infiltrate the ground. This results in high, fast peak flows during events, and a less consistent and reliable flow at other times.

Initial recommendations from engineers for the main lake dam are for a higher capacity main spillway, and an auxiliary overflow for extreme weather events.

No design is currently proposed and a work will continue to define an acceptable, fit-for-purpose, future-proofed solution. It is likely however, to require a change to the current dam spillway, including extent. This will require work at the spillway adjacent to the Tea house and new infrastructure.

Council will procure suitable expertise from recognised engineering firms to work alongside and come to the best solution. There is still a major process to go through to study the existing and future site conditions, potential failure modes and the projected impacts of any dam failures.

The final design outcome will be determined through a thorough study of the site conditions, and which design solution will best accommodate the recommended flow allowances, safety considerations and fits the character and future projections.

It is intended that any design would follow a naturalistic aesthetic to best align with the character of the area and become an integrated and attractive water feature within the park environment.

Lake Edges

Parts of the main lake edge are in need of reinforcing as they are beginning to slump. This is of particular concern where the pathways have been cut into ledges alongside the lake edge

This project will look at the retention of lake edges along vulnerable spots - especially along pathway shelves on east side of main lake where the asphalt path is being affected by ground movement down towards the lake.

Specific solutions have not been identified yet, and specific locations may require the use of different techniques depending on their circumstances. This project will investigate areas of concern, and determine the best solution to remedy any issues. Following these determinations, a plan will be developed and implemented on a priority basis.

Design Guide

The wide range of uses, large physical area, and accessibility means that Pukekura Park needs to provide a wide range of infrastructure to cater for all types of visitors. The park, being nearly 150 years old, has also been developed over a long time; with different parts of the park representing quite different eras of design and social thinking.

It is easy in this circumstance for the park to present a disjointed appearance unless care is taken to ensure that all of the elements within the park work well together.

The park's character is defined in part by the design of the elements and infrastructure contained within it. The facilities and design of the park should present an image that we want the park to portray.

It is proposed to implement a design guide for the park which will provide a development approach which maintains consistent, high quality interventions in keeping with the character of the park.

A documented set of design principles and implementation guidelines should help to ensure that interventions in the park represent consistent thinking no matter who is responsible for implementing them.

A design guide would include how to approach different character areas within the park, as well as the types of park infrastructure that be suitable for different purposes. A design guide would address the following park aspects.

Priority Themes

- Quality
- Accessible & Inclusive
- Legacy & History
- Fit-for-Purpose
- Sustainability

Parkwide Areas

- Brooklands
- Pukekura

Character Areas

- Community Lease
- Formal Entry
- Formal/Plaza
- Formal Sports
- Informal Native
- Lawn Parkland
- Operational
- Semi-Formal

Design Elements

- Art
- Fittings
- Furniture
- Infrastructure
- Landscape Features
- Park Edges
- Paths, Tracks and Trails
- Play Features
- Signage
- Structures
- Surface Materials

APPENDICES



Appendix A – Land Parcel Descriptions

Appendix B – Detailed Modern History

Appendix C – Legacy Feature Details

Appendix D – Botanical Appendix (currently being updated based on earlier report)

Appendix E – Key Native Ecosystem Summary (currently being updated)

A - Pukekura Park Land Parcels

Landonline

Toitu te Land whenua Information New Zealand

Title Plan - LT 416954

Survey Number	LT 416954
Surveyor Reference	4820.nzt
Surveyor	Colin Robert Jackson
Survey Firm	Bland & Jackson Surveyors Ltd
Surveyor Declaration	

Survey Details

Dataset Description	Lot 1 being Lot 2 DP 5439, Lots 1 and 2 DP 6095, Lots 2 and 3 DP 335457, Lot 1 DP 9521, Lot 1 DP 1361, Lot 2 DP 19071, Lot 27 DP 4443, Lot 1 DP 15913, Parts Lot 1 DP 5670; Sections 1066, 1084, 1086,1087, 1104, 1106 to 1108, 1110 to 1116, 1124 to 1126, 1130 to 1136, 1143 to 1157, 1161 to 1177, 1185 to 1195,1203 to 1212, 1218 to 1226, 1234 to 1243, 1257 to 1262, 2380, 2381, 2415 and 2416; Part Sections 1064, 1065, 1085, 1105, 1140, 1180, 1227, 1244, 1254, 1255, 1256 and 1263, Parts Sections 1109 and 1129, Part Section L and Parts Section M, and Part Closed Street, Town of New Plymouth; Part Section X New Plymouth Town Belt; Sections 2, 207 and 238 Parts Sections 34, 35 and 48 Fitzroy District and Section 1 SO 414215.
Status	Initiated
Land District	Taranaki
Submitted Date	
Survey Class	Class I Cadastral Survey
Survey Approval Date	
Deposit Date	

Territorial Authorities

New Plymouth District

Comprised In

RT 573140
RT TN144/309
RT TN134/216
RT TNK2/978
RT TN148/43
RT TN177/81
RT 573136
RT 573446
RT TN28/224
RT TN139/179
RT TN38/138
RT TN15/254
RT 562750 Ltd
RT TN133/280
RT 145298
RT TNH2/621
RT 606481 Ltd
RT 475244

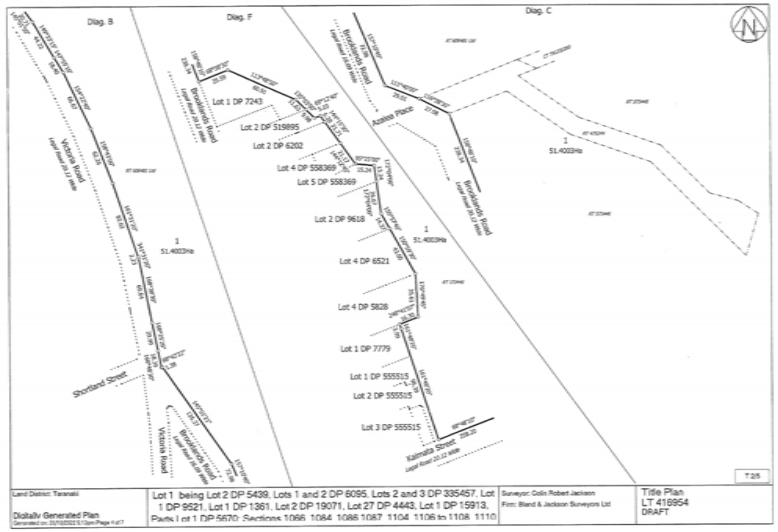
Landonline

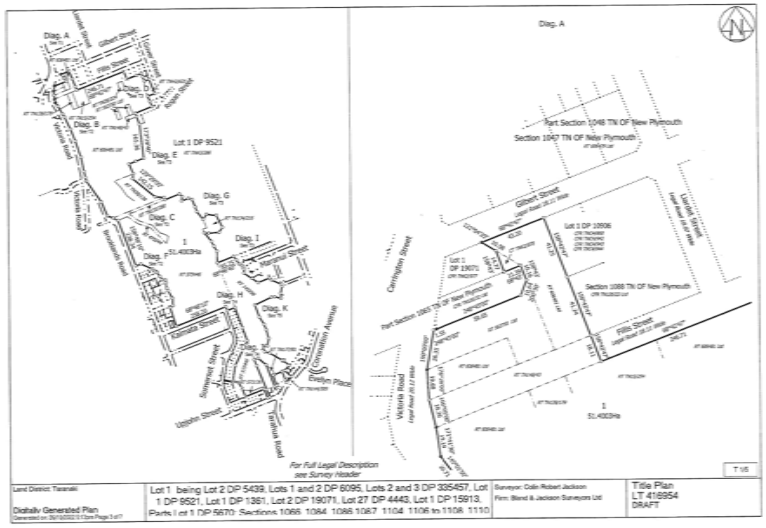
Toitu te Land whenua Information New Zealand

Title Plan - LT 416954

Created Parcels

Parcels	Parcel Intent	Area	RT Reference
Lot 1 Deposited Plan 416954	Fee Simple Title	51.4003 Ha	465182
Total Area		51.4003 Ha	




Diag. A
Diag. B
Diag. C
Diag. D
Diag. E
Diag. G
Diag. H
Diag. I
Diag. J
Diag. K
Lot 1 DP 9521
Lot 1 DP 19071
Lot 1 DP 10805
Section 1088 TN OF New Plymouth
Part Section 1046 TN OF New Plymouth
Section 1047 TN OF New Plymouth
Part Section 1087 TN OF New Plymouth
Gilbert Street
Victoria Road
Carrington Street
Fillis Street
Coronation Avenue
Brougham Street
Liardet Street
Kelmarna Street
Stratford Road
Upton Street
Tarahua Road
Eliot Place
Vivian Street
Cornwall Street
Somerset Street
Queensway
Lot 1 DP 20662
Lot 2 DP 20662
Lot 31 DP 6845
Lot 32 DP 6845
Lot 33 DP 6845
Lot 34 DP 6845
Lot 35 DP 6845
Lot 36 DP 6845
Lot 37 DP 6845
Lot 38 DP 6845
Lot 39 DP 6845
Lot 40 DP 6845
Lot 41 DP 6845
Lot 42 DP 6845
Lot 43 DP 6845
Lot 44 DP 6845
Lot 45 DP 6845
Lot 46 DP 6845
Lot 47 DP 6845
Lot 48 DP 6845
Lot 49 DP 6845
Lot 50 DP 6845
Lot 51 DP 6845
Lot 52 DP 6845
Lot 53 DP 6845
Section 238 Fitzroy DIST
Lot 1 DP 335457
Lot 24 DP 4443
Lot 1 DP 19369
Lot 2 DP 504510
Lot 1 DP 504510
Part Lot 2 DP 5390
Lot 28 DP 4443
Lot 27 DP 4845
Lot 26 DP 4845
Lot 25 DP 4845
Lot 24 DP 4845
Lot 23 DP 4845
Lot 22 DP 4845
Lot 1 DP 10335
Lot 1 DP 350271
Lot 1 DP 540586
Lot 2 DP 540586
Kent Street
Bedford Street
Section 1119 TN OF New Plymouth
Section 1118 TN OF New Plymouth
Section 1117 TN OF New Plymouth
Section 1181 TN OF New Plymouth
Section 1182 TN OF New Plymouth
Section 1196 TN OF New Plymouth
Lot 1 DP 8419
Lot 3 DP 8419
Rogan Street
Lot 2 DP 8492
Lot 3 DP 10905
Lot 4 DP 10905
Lot 2 DP 7678
Lot 22 DP 7194
Lot 23 DP 7194
Lot 1 DP 6288
Lot 2 DP 6288
List Street
Section 246 Fitzroy DIST
51.4003Ha
For Full Legal Description see Survey Header
Land District: Taranaki
Digitally Generated Plan
Lot 1 being Lot 2 DP 5439, Lots 1 and 2 DP 6095, Lots 2 and 3 DP 335457, Lot 1 DP 9521, Lot 1 DP 1361, Lot 2 DP 19071, Lot 27 DP 4443, Lot 1 DP 15913, Parts Lot 1 DP 5670, Sections 1066, 1084, 1086 1087, 1104, 1106 to 1108, 1110
Surveyor: Colin Robert Jackson
Firm: Bland & Jackson Surveyors Ltd
Title Plan
LT 416954
DRAFT

A - Pukekura Park Land Parcels

Placeholder Insert relevant details once surveying completed.

B - Pukekura Park Detailed Modern History

Full Modern History of the park (Courtesy Ken Davey)

1841	Captain Henry King RN allocated land he calls 'Brooklands' It was developed into a farm and it is said that the first butter produced in Taranaki probably came from here
1842	September to March 1843 possible dates of house building, and then occupation
1845	The farm was well established
1840s	Some of the largest exotic trees that exist today in Brooklands Park were planted. At some time in this period timber for St Mary's Church was obtained from the Pukekura valley
1851	Two Norfolk Island Pines (Araucaria heterophylla) planted in what is now Brooklands Park
1860	The house at Brooklands was abandoned as a result of the land wars, as it was outside the safe boundary of the fledgling town. On August 11 the house was ransacked Fort Herbert established on a Pa (?) site on the ridge above The Sports Ground southern terraces, some of the gun pits are still visible It was manned by militia and/ or volunteers, and also to protect those Maori who felt they needed protection At the same time a block house and redoubt, Fort Carrington, was built on the end of the ridge that is now the northern end of Victoria Road, this was also possibly a Pa site as there are several (kumara?) pits still to be seen
1861	February, Captain King's only son, a Captain in the Volunteer rifles, was ambushed and killed while riding alone to his farm at Woodleigh
1861	All buildings, including the house were burnt down. (Another house was built after the cessation of hostilities) Shortly after the fire in March, a 17 year old member of the Rifle Volunteers, Edward Messenger was killed in an ambush while out with a party raiding an abandoned Peach orchard, the area is today known as Ambush Gully At some time in this period, probably before 1860, a 550 metre rifle range was built with the Target Butts and the escape trench still visible on the hillside above the eastern end of the Poets Bridge
1874	Captain Henry King dies
1874	George Cutfield, his brother in law lives at Brooklands
1875	Robert Clinton Hughes and Thomas Kelly promoted and moved, the creation of the park as Botanical Garden and Public Recreation Ground Bill on 30 June, (it was to be the last bit of legislation passed by the Provincial Government, and was then validated by the Colonial Government on 18 September of that year) July 30, was the first meeting of the Park (Recreation Ground) Board
1875	August 6, Board Meeting, a five pound premium offered for the best design for laying out and ornamentally planting the grounds In August of that year two Germans, Heinrich Biedecker and his son Johann, leased an area of hillside in what is now the southern side of Stainton Dell to establish what could have been New Plymouth's first vineyard. They also grew strawberries
1875	Board meeting discussed the layout of the grounds with the natural features to be utilised and other conditions set, including entrances, cricket grounds, an archery lawn and an ornamental pond
1875	September 2, Reginald Bayley's design for laying out the Grounds was accepted

1875	October 8, A tender let to Newell and James to clear Furze
1875	December, Malony's tender for a ditch and fence accepted
1876	February 24, Malony's tender replaced with one from Hugget
1876	T.K. Skinner, surveyed and laid out a park plan Gratis
1876	March, Path from the main entrance in Carrington (later Victoria) Road formed on the west side of the (Pukekura) stream, as far as the flat near the Cutfield property boundary
1876	The Custodian was given authority to impound straying cattle
1876	May 29, the formal opening took place on Cannon Hill, Mr F.A. Carrington made the appropriate speech and his daughter Jane planted the first trees on the hill. The spade she used is held in the Museum at Puke Ariki
1876	September, Christchurch Botanic Gardens donated 2000 trees and shrubs, including Ash, Elm, Chestnut, and Pinus radiata (known in those days as P. Insignis) The seed for these trees probably came from the Royal Botanic Garden at Kew in London, as it is known that Dr (later Sir) Julius von Haast had been exchanging and purchasing seed from there in the 1860's 300 young Puriri trees were sent in exchange Captain W.B. Messenger sent 320 Pohutakawa trees from Pukearuhe. Later many native plants were collected from Raglan by the Park Custodian and shipped free of charge by the Union Steamship company
1876	A track, now known as the Hughes Walk, was constructed; its grade was carefully formed with the intention of constructing a tram line to serve Vogeltown. At some time in 1876 voluntary work from the public on the 'half-holidays' becomes the order of the day (and continues for at least the next 20 years), with the ladies supplying the refreshments
1877	By now vandalism had become a problem, and bylaws were put in place in an attempt to control it
1877	July, Poplar slips (large cuttings) are planted all around the Grounds Main lake dam construction proposed The Board now controlled Victoria Park Reserve, and the reserve known as The Botanical Gardens, under the name of the Recreation Board September 22, The board received plans for the proposed dam from Kelly December Tenders called for the dam construction (excavation of the foundations and the construction of the dam) Planting of the two Sequoiadendron giganteum near the old Curators Office at the foot of the Horton Walk, donated by J T Davis
1878	January, James Niel's tender for the partial construction of the dam accepted Concerns were voiced about safety of the proposed work Hursthouse's recommendations meant a better job was done
1878	Main Lake formed by damming the stream that flowed down from what is now Brooklands Park The lake only extended back to where the Poets Bridge is now. (The upper end of the lake was dug out by hand over a period of later years)

1878	September 13, A permanent Custodian was appointed at 20 Shillings a week and a rent free three roomed cottage with half an acre of ground A pleasure boat was presented by Mr Hirst Fund raising continues December, Fookes donated some Swans
1879	January, A swimming club formed January 18, Permission is given to build a bathing shed, but no bathing until after the bathing shed is built Bathing was then to be free before 8 am each morning Later in April 1879, with the aid of public subscriptions a bathing house was built in front of where the Tea House is today, a spring board was also put up
1879	George Cutfield dies
1879	John Boulden becomes Resident Caretaker at Brooklands
1881	Well's tender for the removal of earth from the surrounding hills to fill in a swamp to form a cricket ground, was accepted (current Sports Ground)
1882	O'Carroll and Furlong donate fountains to the park; the latter also gave some Statuary October, New tenders called for filling in the swamp, three received, Thompson successful
1883	Lily pond created on what is now Hatchery Lawn
1883	February 23, Heavy floods damage Hugh's ornamental pond, and a large number of Russian carp were lost Also in 1883 a ladies committee held a fancy dress ball, the funds from with paid for finishing the cutting, through the ridge in front of the present main gates, all spoil was used to help fill in the swampy area that is today's sports ground
1883	April 24, J.T. Davis makes a proposal for building a bridge (Poets Bridge) using some of the winnings on the horse 'Poet' , that won the Auckland Autumn Handicap Sweepstake of 1883 June 18, J.T. Davis offers to erect an iron bridge across the upper end of the lake from any design approved by the Board July, Barclay's design accepted August 7, Tender from Hooker and Campbell accepted
1883	November 19, Work started on building Poets Bridge The lake was lowered to allow foundation work to begin
1884	February, Bridge work completed March 11, At 7pm first Poets Bridge opened by the Mayoress Mrs Bayly September, Grass seed sown on the Cricket Ground October, (Barrett's?) Cannon mounted on concrete in the Park December, Original cast iron double entrance gates donated for the 'Rec' as the Recreation Grounds were known, gift of Mr Rhind (New Main entrance to Park)

1885	February, Chew Chong offered to present a Flagstaff to the park
	March 14, The last of the alabaster Nymphs (sylphs) toppled into the lake
	April, Chew Chong's Flagstaff erected
	First use of the Recreation Ground (Sports Ground) for football practice.
	June 15, Two cast iron (name?) plates arrived from Auckland
1885	December, Band Rotunda project started with a gift of 25 Pounds from Mayor J. Paul
1886	March, Scott Bros of Christchurch were sent the plans for the Band Stand to be built near Flagstaff Hill for cost estimates
1886	April, In those times public swimming was supposed to be segregated, but perhaps people had become a little bit lax, as the Board resolved that 'Women and Girls should bathe in the lake between 8am and 1pm, Sundays excluded'(under suitable supervision of course!)
	By July of this year after seven weeks hand excavation the main lake had been extended to the south of Poets Bridge by more than an acre
	October 25, The flagstaff was hit by lightning
1886	November, Fireworks display raised ten pounds ten shillings toward the Bandstand, giving The Park Board sufficient money to start the project off
1887	March 1, Bandstand earthworks completed and building started by contractor Mr H Hooker
	Stand for a cannon presented by W Skinner
	April, Large portions of the Bandstand foundations damaged by vandal(s)
1888	Mr Newton King purchases lease for Brooklands
1889	Richard Cock, S. Avann, and B. Tooke buy up most of Brooklands estate
	Newton King demolishes Cutfield's house and builds a two story house overlooking valley with a swamp at the bottom- now the Bowl of Brooklands
	First major development of the sports ground underway, and called The Recreation Grounds
	October, Park Custodian Darby Claffey works on sports ground turf establishment, includes turfing of the terraces
1890	Robert Hughes Snr obtains money for completion of the main gates at the Sportsground entrance (addition of side wing fences and turnstyles). Hughes and Roy at their own expense help complete the Liardet St entrance. (These gates were shifted to the start of Hughes Walk to enable construction of new main gates in 1938)
1891	March, Band Rotunda roof completed in time for the Taranaki Jubilee Celebrations
	September, J.T. Davis found dead and naked in lake, opposite the bathing shed (suicide?)
1892	Maze developed using boxthorn hedges in what is Rhododendron Dell by Mr A. Hood. The maze was abandoned by the late 1890's as the upkeep was too expensive.
	December 15, The first cricket match held on The Recreation Ground
1893	Fountain Lake dam construction, with the assistance of prison labour
	An island used to exist where the fountain is today, on this island W.W. Smith, the park custodian from 1908-1920, successfully researched the behaviour of Kiwi (especially their ability to swim) of Kiwi's raised in captivity in the Park. The cutting of the paths and installation of cannon's on Cannon Hill. The construction of the original Boatshed Bridge and Boatshed

1896	Mr Newton King purchases Brooklands after lease finishes
1897	The drinking fountain was constructed to commemorate Queen Victoria's Diamond Jubilee and unveiled on June 22 by the Mayor Mr H. Brown
1899	The development and planting of a large island (aka "Manhattan Island") at the south end of the Main Lake. The Plants came from the Meeting of the Waters Reserve
1900	Sports ground improvements undertaken Native trees planted where the maze used to be
1903	Clement Wiggins Memorial built on Monument Hillside
1904	The Gables, originally built as a hospital in 1848 and situated on Mangorei Road, survived the Lands Wars, then was purchased by Mr Newton King, carefully demolished on its site in the grounds of the present New Plymouth Girls High School, transported by horse and wagon and faithfully rebuilt, on its present site at Brooklands
1905	First Teahouse built in the Park
1907	The name Pukekura Park becomes official
1908-1920	W.W. Smith was custodian of the Park Somewhere in that time he had water piped from the main lake to a trout hatchery built at the southern end of The Hatchery Lawn The main lake extended to the southeast, creating the "Serpentine"
1909	Planting of the margins of the Main Lake serpentine
1910	Public appeal for funds to run the Park
1910	June 6, Pukekura Tennis Club granted use of land on the Victoria Road boundary. Along with other clubs the tennis club relocated to its present site in 1953
1911	First Kauri, Agathis australis, planted in the Park, near the Boatshed Bridge
1912	Public fundraising to raise funds for Park maintenance, street appeals etc.
1914	Rose Garden planted on the site that is now called Palm Lawn
1916	The Sports Ground handed back to the Park Board
1917	The first palms planted on what is now called Palm Lawn. The palms came from clement Lindley Wragge in Auckland and include the cliff date palm, Phoenix rupicola and the cabbage palms Livistona australis
1918	Fernery development discussed
1918-1920	The largest trees in Truby King Dell were planted They include Juniperus chinensis 'Alba Picta', Cryptomeria japonica, Sequoiadendron gigantean, Abies nordmaniana, and Picea smithiana
1920s	The bathing shed falls into disuse and the spring board is removed
1924	W.W. Smith retires and Thomas Horton becomes Park Curator, and remains until 1949
1925	Most of the Kauri, Rimu, and Tatara trees along Horton Walk planted
1926	July 4, A letter was sent to all New Plymouth residents appealing for funds for Pukekura Park
1926	Fernery construction begins

1926-28	Thomas Horton supervises the excavation and construction of the original three houses of the Fernery
1927	Fernery roofs with ponga supports constructed
1927	July, Mr. Newton King dies
1928	January 28, Mayor H.V.S. Griffiths opens the Fernery and Dells As the result of vandalism the cannons on Cannon Hill were removed to the Taranaki Museum
1929	October 17, Mayor H.V.S. Griffiths accepts Park for the Borough, and plants commemorative Kauri on lawn Hugh's appeal asking the Mayor 'To treasure the Park for New Plymouth, to regard it as a sacred trust and never to part with an inch of it'
1931	The bathing shed is moved to a site on the path to the Fernery, this makes way for the construction of the Tea House
1931	November 14, Tea House opens It was a gift to the people of New Plymouth from former Mayor Mr and Mrs C. H. Burgess. (1915-1919) to mark their Golden Wedding Anniversary
1933	Brooklands bequeathed to the Borough
1934	March 10, Brooklands Park officially opened and The Gables gifted to New Plymouth
1934	List's Garden, about half way up the Maranui Gully was given to the Borough, the first part coinciding with the bequeathing of Brooklands, and a further area being given in the 1940's To be found in this garden is a very large Ginkgo biloba probably planted in the 1880,s and a North American Shaggy Bark Hickory, Carya ovata Land also gifted by Mr C.A. Wilkinson including the remainder Maranui gully and the Welbourn area where the tennis courts are
1934	April, Robert Clinton Hughes planted a kauri next to the pine tree he planted on the opening day in 1876 to commemorate his nearly 60 years of service to the Park Sanders Rhododendron Dell planted from Saunders bequest
1934-1935	The planting of the Fillis Street Botanical Reserve (Kindergarten Gully) using New Zealand native timber trees
1935	Robert Clinton Hughes dies
1936-1938	The area now occupied by the Kauri grove on the corner of Brooklands Park Drive and Brooklands Road was stripped of its turf and planted under the supervision of Thomas Horton, with the range of native timber trees that you see there today
1936	Brooklands two storied house demolished
1937	Poets Bridge rebuilt
1938	New main gates erected to commemorate the valuable benefactions of Charles Score Sanders, and the old gates re-erected at the Victoria Road entrance
1939	First Begonia House built at the Fernery, using timber and glass salvaged from the grape house at Brooklands
1942	Lawson Cypress shelter belt planted at Kaimata Street
1943	Mr T.C. List dies, and a further part of his property known as Maranui was gifted to the Borough Council

1949	January 27, New Plymouth becomes a city Jack Goodwin starts work in the Park
1949-1951	Children's playground site cleared of macrocarpa trees and initial developments take place
1951	Mr and Mrs W. Graham left money for park buildings – Ladies Pavilion, Park Administration Building/Curators Office also rebuild of Boatshed Bridge
1954	January, HRH Queen Elizabeth II and Prince Phillip visited the Park December, First year of lights over the summer period
1955	The Fountain completed, commemorating the Queens visit the previous year The spoil removed from the lake, and its small island when the fountain was constructed was used for the final filling of the small pond situated where the Hatchery Lawn is today
1957	Development of The Bowl of Brooklands commences. The large Copper beech, Fagus sylvatica, at the bottom of the bowl hill is shifted from the middle of the bowl to its present site
1958	February 25, First Festival of the Pines held Old bathing shed demolished
1960	Bowl of Brooklands committee established (1987 Bowl of Brooklands trust established) Paddling pool in the Children's Playground constructed by the local Jaycees and the installation of the original Don Driver "Cats" sculpture
1961	Development and planting of the Brooklands Pine Dell
1964	Fred Parker, a well-known horticulturalist and member of the Pukekura Park committee donates a large collection of Cymbidium orchids to the Fernery and house two is converted to house them
1964	Stainton Dell named for Percy Stainton, Secretary to the board for 44 years. At this stage it is the whole gully
1964	Arbour day on the Western hillside above main lake, many of the trees planted were to become replacements for the rapidly aging pines that were becoming dangerous and needed felling
1964-1965	New Plymouth Jaycees organised the completion of the original Brooklands Zoo. It was officially opened in March 1965
1965	George Fuller starts work at the Park
1965	Arbour day, the ridge to the south of Stainton Dell was replanted with the same range of trees as the Western hillside had been planted with the previous year, also Arbor Day plantings at Brooklands and the Zoo
1966	Silt removal from the Main Lake, by sluicing
1968	Arbor Day plantings at Kaimata Street, western end, following removal of some of the 1942 Lawson cypress trees
1969	At the Fernery, the original Begonia House is replaced with a structure four times its size, and was known as The Kibby House, a gift from Mr and Mrs G. Kibby. Arbor Day plantings in Ambush Gully and Zoo deer pen (now farmyard)

1970	The Waterfall was completed, and formally opened on 21 October; it is 10.7m high and circulates approx 182,000 litres of water per hour
1976	The Waterwheel was dedicated, it was built using the iron frames of the wheel that had powered the Omata Dairy Factory until the 1930's Centennial commemorative plantings take place in May, around Fountain Lake and on Cannon Hill
1978	January, Fernery marks its 50th Jubilee, special lighting features installed to celebrate the occasion Silt removal from the Stainton Dell Ponds
1979	Silt removal from the Main Lake using a dragline
1980	Traffic Island at Brooklands created using silt dredged from the Bowl Lake
1982	The last remaining pine and macrocarpa trees removed from Western Hillside
1983	Arbor Day plantings on Western Hillside where pines had been removed
1984	The Gables restored by the City Council and the Historic Places Trust
1987	Development of the Rogan Street car park Children's playground remodelled (named at this time "TSB Children's Play Area', the TSB bank being a key sponsor of the project) Viewing deck opposite the teahouse constructed
1989	Planning for a major redevelopment of fernery begins George Fuller retires as Curator of Pukekura Park
1990	Anthony Joines takes over role of curator, and is in the role till April 1994
1993	The first stage of plantings on Japanese Hillside after pines were cleared from the site Silt removal from the Stainton Dell Ponds Annual summer decorative lighting established/branded as "Festival of Lights" (the concepts/origins for the summer lighting in the Park date back to the illuminated fountain installation)
1994	April, Ian McDowell appointed as Park curator and holds this role till June 1999
1995	Silt removal from the Main Lake using a suction dredge. The dewatering plant was located to the north of Brooklands Traffic Island near the path into Rhododendron Dell
1996	Development of the Victoria Road Car Park Redevelopment of the Bowl of Brooklands stage New outlet culvert for the Pukekura stream created to reduce flooding risk
1997	The redevelopment of the Zoo Deer pen to become a Farmyard feature
1998	Stage one of fernery redevelopment, new roof structure for houses two and three (includes 2A and annex) completed
1999	Rhododendron Dell extended onto bank below the Brooklands Traffic Island Bryan Gould appointed as Park Manager and is in this role till the end of 2006

2001	May, 125th anniversary of the opening of the Park, commemorative plantings by Mayor Claire Stewart, at Palm Lawn Second stage of fernery redevelopment, the rebuild of Kibby House completed Remodelling and re contouring Brooklands Bowl Tori gate installed on Japanese Hillside, a gift from New Plymouth's sister city Mishima, and the development of the lower section of Japanese Hillside. Highlands Block land purchased from the Education Department (formerly part of Highlands Intermediate), to become part of the Park
2002	Plans for the final stage of the Fernery rebuild, drawn up, but put on hold
2003	Filming of parts of the movie "The Last Samurai" on the sports ground The first New Zealand Womad festival at Brooklands Park Scanlan Lookout developed amongst Bowl Skyline Pines Paddling pool and "Cats" sculpture in the children's playground removed
2004	Construction of Kunming Garden starts October/November One of the two Torrey Pines at the Children's Playground removed (remaining tree is the sole survivor of plantings of Torrey pines in 1888)
2005	February 27, Kunming Gardens officially opened October/November, New Waterwheel installed Parks Nursery disestablished and buildings demolished
2006	Torrey Pine by Bellringer Pavilion removed Teahouse renovated and refurbished
2007	January Chris Connolly takes over role of Park curator. Victoria drinking fountain vandalised (Lions faces and bowls), restoration undertaken to repair the damage Michael Smither sculpture "Aotearoa" installed in the Bowl Lily Lake Centennial of the naming of the park "Pukekura Park", commemorative plantings took place on Eastern Hillside
2008	Dead top removed from the northern most of the two Norfolk Pines at Brooklands
2009	March, 75th anniversary of the gifting of Brooklands to New Plymouth City Revamp of the Gables Garden with the assistance of the "Friends of the Park" Wisteria Arbor by the teahouse rebuilt by Tenix Robert Stone to commemorate their 60th anniversary
2011	Introduction of new fibreglass boats into the Main Lake boat fleet

2013	Third and final stage of Fernery redevelopment completed including new administration offices Redevelopment of the Children's Playground and the installation of a replica of the Don Driver "Cats" sculpture. The original was restored and is now housed in the Govett Brewster Art Gallery collection. Refurbishment/restoration of the Band Rotunda Redevelopment of the Kaimata Street Entrance at Brooklands Installation of "Geotech" bags as revetments for the Main Lake and Fountain Lake, silt removal undertaken in the Main Lake
2015	Redevelopment and landscaping of the Fillis Street frontage New retaining walls installed on Racecourse Walk and the sealing of Racecourse Walk New administration office built at the Zoo
2016	New signage installed at Park entrances and track intersections throughout park Rogan Street entrance remodelled December, Removal of the Pine tree planted by Robert Clinton Hughes on the opening Day in May 1876
2017	Redevelopment and landscaping of the Shortland Street entrance Lighting on waterfall upgraded with new LED lights installed
2018	February 27, Removal of the last two 1876 pines in Goodwin dell. March, Myrtle rust found in the Park for the first time. (This plant disease was first found in New Zealand in May 2017) April 10, Abies relgiosa, which had been planted in 1965 blown over in a storm. The Storm coincidentally occurred on the 50th anniversary of the Storm that caused the inter-island ferry Wahine to sink at the entrance to wellington Harbour and was of similar intensity June – August, Landscape redevelopment of the Victoria Road frontage. September – December, Redevelopment of the Tea House external landscape, new viewing deck and paving. November 23-30, Removal of two of the 1876 pine trees on Eastern Hillside. New Arbor frame installed for climbing rose 'American Pillar'
2019	January Chris Connolly retires as park curator and Kristian Davies takes over as new curator February, Large American elm removed from the gables garden Sports Ground Eastern and Southern terraces new timber retaining walls installed May, A storm topples a scarlet gum on the sports ground southern terrace
2022	August Kristian Davies resigns as curator

C - Legacy Feature Details



Legacy Feature Locations

Feature			Physical		Management
Item	District Plan ID	HNZPT	Construction	Description	Tier
The Gables Former Colonial Hospital & Morgue	SCHED1 #56a #56b	Cat 1 #29	1847-48 1904	One of four hospitals planned by Governor Sir George Grey. Frederick Thatcher was commissioned to design the building and it was built by George Robinson. Originally located on the site of New Plymouth Girls High School, Mangorei Road, it was purchased by Newton and Mary King in 1904 and relocated to its present site at Brooklands.	1
Tea House	SCHED1 #41	Cat 2 #897	1931	Completed during 1931 as a gift from former Mayor Mr C. H. Burgess and his wife on their golden wedding anniversary.	1
Band Rotunda	SCHED1 #1	Cat 1 #882	1887	The concrete foundations for the rotunda were completed in 1887. Steel work was completed during the 1890s as funds allowed.	1
Poet's Bridge	SCHED1 #39	Cat 1 #7238	1884 (abutments) 1937 (remainder	The first bridge was completed in 1884 using £150 of winnings from the 1883 Auckland Autumn Handicap Sweepstake donated by J.T. Davis. The winning horse was called 'The Poet". Rebuilt in 1938 and at some point the colour changed from white to red, with its colour said to be inspired by the red-lacquered Shinkyo Bridge at Nikko, Japan.	1
Queen Victoria Fountain	SCHED1 #42	Cat 1 #908	1897	Completed to mark the Queen Victoria's Diamond Jubilee in 1897.	1
Lower Lake Fountain			1955	Constructed to commemorate the visit of H.M. Queen Elizabeth the Second and the Duke of Edinburgh in 1954. Construction of the fountain was enabled following a bequest from the estate of Leah and Walter Graham.	1
Sportsground Terracing			1900s-1920s	First terraces completed during the 1880s-90s, although most of the present terraces date from the first decades of the twentieth century.	1
King Fireplace	SCHED1 #29		1842-43	Chimney breast made of local andesite. Part of Henry King's first homestead constructed 1842-43, and destroyed during the First Taranaki War. The surviving chimney was likely integrated into King's second house erected on the same site following the War, surviving until the late 1800s. Following removal of the house, the chimney was retained by Newton King as a garden feature.	1
Sanders Gates (Liardet St)			1938	Completed during 1938 following a bequest from the Estate of Charles Score Sanders, designed by New Plymouth architects Griffiths & Stephenson.	1
Fernery Earthen Tunnels			1924-	A series of display houses cut into the hillside and linked by earthen tunnels, completed in stages from the 1920s onwards.	1

Feature			Physical		Management
Item	District Plan ID	HNZPT	Construction	Description	Tier
Main Lake Dam			1878-	Earthen 'puddle core' dam constructed 1878 to create Main Lake. Recent work on the concrete outlet uncovered cut andesite stone blocks associated with the original dam outlet.	2
Taonga (Cannon Hill)			1892-93	Remnants of a Baleen whale stranded at the mouth of the Katikara Stream in early December 1892. The bones were taken to the Recreation Grounds to be displayed in March 1893.	2
Boatshed Lawn Bridge			1953	Construction of the bridge was enabled following a bequest from the estate of the Leah and Walter Graham. It replaced an earlier bridge.	2
Former Superintendent's House (Victoria Rd)			1930	Constructed 1930, home to park curators from completion until 1990.	2
Waldyve King House (Brooklands)			1925	Californian bungalow constructed for Newton King's son Waldyve in 1925. Later occupied by park staff. Designed by architect T. H. Bates.	1
Carrington Road Blockhouse Site	SCHED3 #163		1860	One of nine blockhouses put up around New Plymouth in winter 1860 during the First Taranaki War, maintained until at least 1869.	2
Fort Herbert Blockhouse Site	SCHED3 #162		1860	One of nine blockhouses put up around New Plymouth in winter 1860 during the First Taranaki War.	2
Terraces Blockhouse Site	SCHED3 #731		1860	One of nine blockhouses put up around New Plymouth in winter 1860 during the First Taranaki War.	2
Caretakers Sheds (x2), Brooklands			1920s-30s?	Probably constructed 1920s-30s, either for Newton King or New Plymouth Borough Council.	2
Original Main Gates (Victoria Rd)			1886-1890 1938	Original main (Liardet St) entrance gates constructed between 1886 and 1890. Relocated to Victoria Road entrance prior to construction of Sanders' Gates in 1938.	2
Sportsground Ticket Boxes			1931	Two ticket boxes constructed during 1931 at the request of the Sportsground Committee.	2

Feature			Physical		Management
Item	District Plan ID	HNZPT	Construction	Description	Tier
Lower/Fountain Lake Dam			1893	Earthen dam constructed 1893 to create lower/fountain lake.	3
Site Only- Rifle Range Bank (Main Lake East)			1864	Earthen embankment constructed during 1864 to protect neighbouring properties from stray bullets associated with a rifle range that existed in the Pukekura Stream Gully between 1863 and 1868.	3
Sports Pavilion (original portion)			1923-24	Completed early-1924, designed by NP architect T. H. Bates, replaced earlier timber and corrugated iron buildings. Extended 1950s and 1980s.	3
Former Curators Office			1951-52	Constructed following a bequest from the estate of Leah and Walter Graham.	3
Site Only- Probable Well			?	Possible nineteenth century well, located beneath the copper beech, east of the chimney.	3
Concrete Steps (Sportsground West Terrace)			Circa 1910s-20s	Probably constructed during the 1910s-20s to provide better access to the western sportsground terraces.	3
Main Lake landing steps and platform			1917	Completed December 1917, designed by architect Frank Messenger.	3
Site Only- Old Tea House			1917	Remnants of concrete building constructed next to the timber tea house in 1917 to house hot water apparatus, designed by NP architect Frank Messenger.	3
Site Only- Newton King's Villa			Late 1880s Early 1890s	Newton King constructed a large two-storey villa near the north end of the Brooklands lawn during the late-1880s or early- 1890s, this survived until it was deconstructed and sold during the 1930s.	3
Saw Pit, Brooklands			Circa mid 1800s	Nineteenth century saw pit.	3
Brooklands Ticket Office			1965	Donated by the New Plymouth Lions Club in 1965.	3
Cannon Hill Concrete Platform			1904	Remnants of a platform on which cannon(s) were mounted when they were shifted from the base to the summit of Cannon Hill in 1904. The cannons are now housed in Puke Ariki.	3
Site Only- Old Tennis & Croquet Platforms			1910	Level platforms created for the lawns of the Park Tennis and Croquet Club, which operated on this site from 1910 until 1953.	3
Site Only- pre-1900 cottage (x4)			Pre-1880	Site of pre-1900 cottage. Building indicated on T. K. Skinner's 1880 Map of New Plymouth.	3
Site Only- Bathing Shed			1879	The bathing shed was completed in 1879 and originally located near the site of the present Tea Kiosk, it was later relocated at least once. Building indicated on T. K. Skinner's 1880 Map of New Plymouth and pre-1900 photographs.	3
Site Only- First Caretaker's Cottage			Circa 1875	The first caretaker's cottage was constructed in the vicinity of the present building circa 1875. Building indicated on T. K. Skinner's 1880 Map of New Plymouth.	3

Legacy Features Management Overview

Management Tier	Tier Description	Management Principles
1	• Significant built features that require ongoing and relatively maintenance and management to retain their integrity.	• Will be actively managed to prolong its life and retain as much of its original appearance as possible • All reasonable and feasible attempts will be made to retain the item or place in its original form and location unless exceptional and irredeemable circumstances dictate that it is necessary to assess with an appropriate expert (also considering any associated Heritage status) the removal or relocation due to: o Becoming a threat to people or property o Its integrity and safety becoming threatened in its current location (e.g. vandalism, erosion, deterioration, natural disaster etc.)
2	• Built features and/ or sites that require periodic maintenance to retain their integrity.	• Will be reactively managed if required • Will be left in-situ until such time as the item or place: o Becomes a threat to people or property o Deteriorates to such a point that it is no longer sound or recognisable in its original form o The area in which it is located is required for park development or upgrades, in this instance the item will be assessed with an appropriate expert (also considering any associated Heritage status) to inform any decision on removal and/or relocation.
3	• Features and/or sites that don't require or warrant any ongoing maintenance to retain their integrity.	• Will be unmanaged • Will be left in-situ until such time as the item or place: o Becomes a threat to people or property o Deteriorates to such a point that it is no longer sound or recognisable in its original form o The area in which it is located is required for park development or upgrades

Landscape features and man-made landforms (e.g. pits, platforms, terraces, hills, lakes etc.) which are unable to be relocated may disappear if developed or through natural environmental processes. This may be acceptable depending on the management tier and surrounding circumstances.

For clarity, the items that are identified in this management plan to be impacted by proposed development are limited to the original portion of the Bellringer Pavillion, former curators office (at sportsground location) and the Brooklands ticket office.

D - Botanical Information (currently being updated)

E - Key Native Ecosystem Summary (currently being updated)

Te Kaunihera-ā-Rohe o Ngāmotu
New Plymouth District Council

New Plymouth District Council
Pukekura Park
Reserve Management Plan
Version 1.0
2023

To be reviewed no later than 2033

PUKEKURA PARK

Te Kaunihera-ā-Rohe o Ngāmotu
New Plymouth District Council

Our Pukekura Park

Guiding the next chapter



Discussion Document 2022



What is a Reserve Management Plan?

Reserve Management Plans (RMPs) act as a guide for Council in making both day-to-day and long term decisions about how Council administered reserves are used, managed or developed. RMPs contain Council's overall vision for a reserve (or set of reserves) as well as identifying the objectives, policies, and actions needed.

Why are Reserve Management Plans important?

Most importantly the plans ensure we are using our reserves effectively and that they meet the needs of our community. Council is required to prepare and review RMPs for reserves that it manages or controls under the Reserves Act 1977. This Act also outlines the process for reviewing these plans. RMPs provide for the enjoyment, maintenance, protection, preservation and development (as appropriate) of our community reserves.

Why are we reviewing Pukekura Park's Reserve Management Plan?

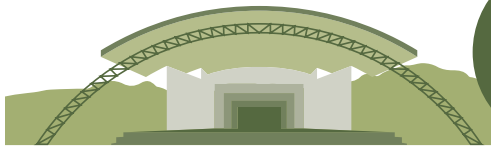
Once an RMP is adopted, it is required to be subject to 'continuous review' to address new issues and opportunities for each reserve. The Pukekura Park plan has not been formally reviewed since 2004. Since that time the New Plymouth community and environment have experienced substantial change. Therefore, it is important that the plan is reviewed to reflect current issues, opportunities, and future aspirations for the reserve.

What about other Reserve Management Plans?

Council has begun a review of all of its existing RMPs, and we will also be preparing plans for some reserves that are not currently covered. There are a substantial number of reserves to review, so to ensure that the review of these plans is undertaken with care and to allow for meaningful consultation, the plans will be reviewed over several years.

Why should you get involved?

RMPs tell us how the community wishes to see the District's parks and reserves managed, developed and used, currently and into the future. Community input into the review and preparation process of these plans is essential. We want to hear your views on the plans that are currently being reviewed. Through this process you can guide and shape the next ten years of our Pukekura Park.



Introduction

Content

Reserve Management Plan Process 2

Park Principles 3

Key Issues 4

Key Opportunities 9

Questions to Consider 35

How to Get Involved 36

The Park

Pukekura Park has provided public open space in the heart of New Plymouth since 1876. The park has been added to and developed over the years; and now comprises around 52 hectares of tranquillity and entertainment for the city's residents and visitors.

As the understanding of, and lessons from, local physical and social environments have developed, so has the park. The park has evolved along with its people to now represent a unique amalgam of historic character, local conditions and contemporary influences. A distinctly Taranaki park, loved by generations of locals who have known no other place of belonging, and admired by visitors from all corners.

Originally managed by a board of trustees, the park was handed over to the then New Plymouth Borough Council in 1929 and the park was administered by a committee of citizens until the mid 1960s.

Over the years the park has steadily increased in size with the addition of Brooklands and the Maranui Gully in the 1930s and a further 2.5ha bought from the Ministry of Education in 2004. Through years of waxing and waning fortunes and a changing city, the park has been a constant in the lives of generations of locals and deservedly celebrated, enjoyed and loved.

Admiration of the park led to Pukekura Park receiving the most votes in deciding which of 56 nationwide landmarks would be placed on the New Zealand version of Monopoly in 2007 – receiving the most votes and garnering the prominant 'Mayfair' spot on the board.

The park has also been granted the prestigious Green Flag Award for the last nine years in a row.



RMP Process

1. Publicly notify intent to develop or review RMP
2. Discussion and input from key stakeholders

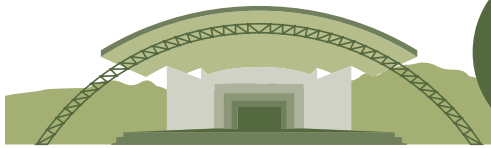
What we've already done

3. **Consult on Key Issues and Opportunities**

Where we are now

4. Prepare Draft RMP
5. Publicly notify draft RMP and call for submissions
6. Analyse submissions
7. Council hearing of submissions
8. Approve and implement RMP

What comes next



Park Principles

Park Purpose

Provide a place of relaxation and respite from the built city environment

Cater for public events and entertainment

Enable well-being activities in a convenient and pleasant location

Represent a rich botanical, historical and cultural environment

Be a place of positive social interactions that reinforces community ties and identity

Park Objectives

Character

To retain and enhance existing character areas within the park.

Conservation and Preservation

To protect, enhance and promote items and areas of prominent cultural, botanical, ecological, social and historic value.

Development

To respond to current and future needs with high quality developments while respecting the character and history of the park.

Function and Use

Provide a safe, fit-for-purpose, accessible and pleasant environment encouraging public access to the park; to experience a range of positive experiences in a natural setting.

Management

Protect the physical and social integrity of the park and make sufficient investment to ensure the ongoing presence of the park as a significant visitor destination.

Key Issues

Challenges for the park

While we all regard the park as an amazing place that is well loved by nearly everybody who uses it, there are still some challenges and issues facing the park and how we manage it into the future.

Some of these issues relate to the fact that the park is so popular. Some are a result of the age of the park and sections of its infrastructure. Others have surfaced due to changes over the last 18 years to the surrounding environment, community and expectations.

Through Council's work managing the park, and feedback from stakeholders and users, we have identified some key issues that we consider should be addressed in the new RMP. Some potential approaches have been explored, and we would like community feedback on how you feel about these ideas. We would also like to know if you have your own suggestions for the issues within the park.

We have categorised these issues into three main areas; People, Places and Purpose to help us understand and explain the problems and potential solutions a bit better.

People

- User Conflict
- Confusing Path Network
- Interaction with Racecourse Reserve

Place

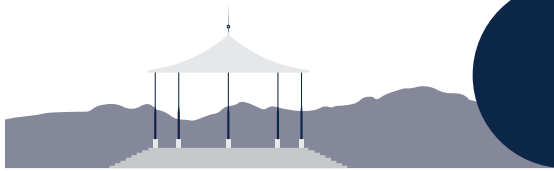
- Water Management
- Park Vegetation
- Development Consistency and Quality
- Meeting Modern Standards

Purpose

- Maximising Potential of Key Features
- Brooklands Zoo
- Suitability for Events



Capybara at Brooklands Zoo



Key Issues

1 User Conflict

With so many people wanting to enjoy the park there are a number of activities which don't always work well together in common spaces. Primarily pedestrians, cycles and vehicles.

2 Complex Path Network

Around 20 kilometres of paths criss-cross the park, leading to a variety of destinations, or even no destination at all. A complex path network with signage that lacks wayfinding clarity makes it hard to easily navigate the park.

3 Maximising Key Features

The park has a number of key features and characteristics which need to be formally identified and supported.

4 Water Management

At times the water quality in the waterways can become compromised. Climate change and increasing extremes of weather also need to be accommodated.

5 Park Vegetation

As park vegetation grows, it naturally matures and eventually dies. Succession planning to retain the botanical variety and historical integrity of the park while providing an aesthetically pleasing and well maintained tree-scape will be critical going forward.

6 Brooklands Zoo Purpose

Zoos have come a long way since the Jaycees started Brooklands Zoo in the 1960s; and the current zoo doesn't necessarily have a clear purpose, or relate to modern zoo ideas. The increasing conflict between ensuring animal welfare and catering for Brooklands events such as WOMAD and concerts needs to be addressed alongside development of a vision for the future.

7 Development Consistency

As a large park that has been developed over nearly 150 years, the park has seen a lot of different styles and quality of interventions. These don't always sit well together within the park nor have been subject to consistent oversight.

8 Suitability for Events

Expectations and requirements for sporting and event facilities continue to increase. At times the park does not fit the needs or desires of event holders. Some infrastructure is past its best and needs renewing.

9 Meeting Modern Standards

Due to the age of the park, at times some older developments and features may not meet modern needs, standards, rules and expectations.

10 Interaction with Racecourse

The proposed Tuparikino Community Well-being Hub at Racecourse Reserve will almost certainly impact the way people approach and use the park.

Opportunities

Issue	Opportunity Ideas
User Conflict	• Minimise the number of motor vehicles entering the park in some pedestrian spaces • Make bicycle prohibitions clearer • Provide separate shared commuter paths for cycles in a restricted number of locations
Confusing Path Network	• Review the path network and outline a range of pathway types • Prepare a wayfinding strategy which implements suitable attractive and clear signage
Maximising Potential of Key Features	• Upgrade Cannon Hill to enhance use • Enhance the Tea House and surrounds • Renew lakeside pathways and provide a sealed and accessible loop route from Fillis St/Tea House • Identify and protect key viewshafts around the park
Water Management	• Seal or consolidate paths next to waterways to reduce gravel and sediment runoff • Upgrade main lake dam and spillway • Aerate still or slow moving water • Create wetlands in appropriate locations to manage stagnant water areas
Park Vegetation	• Remove plants that are dead, dying, diseased or in decline; and plant suitable species with the best chances of long-term success but that also complement the botanical variety and history of the park
Brooklands Zoo	• Enhance the zoo – giving it a clear direction and vision, and ensure this direction is compatible with Brooklands events
Development Consistency and Quality	• Develop a design guide with guidelines for materials, consistency in design and suitable representation of character spaces
Suitability for Events	• Investigate options and suitability for Bowl of Brooklands to: o Increase capacity to around 20,000 o Mitigate cost and performance issues around stage lake o Streamline accessibility and venue management infrastructure • Investigate options at the Sportsground to: o Replace the compromised Bellringer Pavilion with a facility suitable for park events and first-class sport
Meeting Modern Standards	• Certain features need upgrading or renewing to meet contemporary needs such as: o The dam and spillway o Pathway lighting and security o Bellringer Pavilion o Brooklands and Fillis St entrances o Staff operational areas
Interaction with Racecourse Reserve	• Consider options to maximise connectivity with Racecourse Reserve and identify likely locations for development to complement the anticipated increased use of the park from the eastern side

Organising the Park

Identifying Character Areas

Pukekura Park encompasses 52 hectares in the heart of the city which has been evolving for over 100 years. Having this expanse of public open space and its associated history allows for, and has led to, a number of distinct character areas arising throughout the park.

These areas have discrete personalities which reflect a number of characteristics of their environment, location, history and use.

Most of these characteristics can be placed on a spectrum, and the combination of these qualities gives an indication of what an area is all about, and what types of management would be best suited for them. The goal is to continue to enhance successful character locations, or identify what may be needed in order to change the character of (relatively) less successful areas.

An assessment of these traits has enabled Pukekura Park to be subdivided into a range of distinct character areas, which each have their own management challenges and priorities.

Each of these character areas will be managed to maximise their existing traits and to minimise the dilution of their character over time. That is, only activities, features and developments which fit into that space will generally be allowed.

This protects the history of the park as well as making sure we remember what it is about the park that makes it so popular and special in the first place.



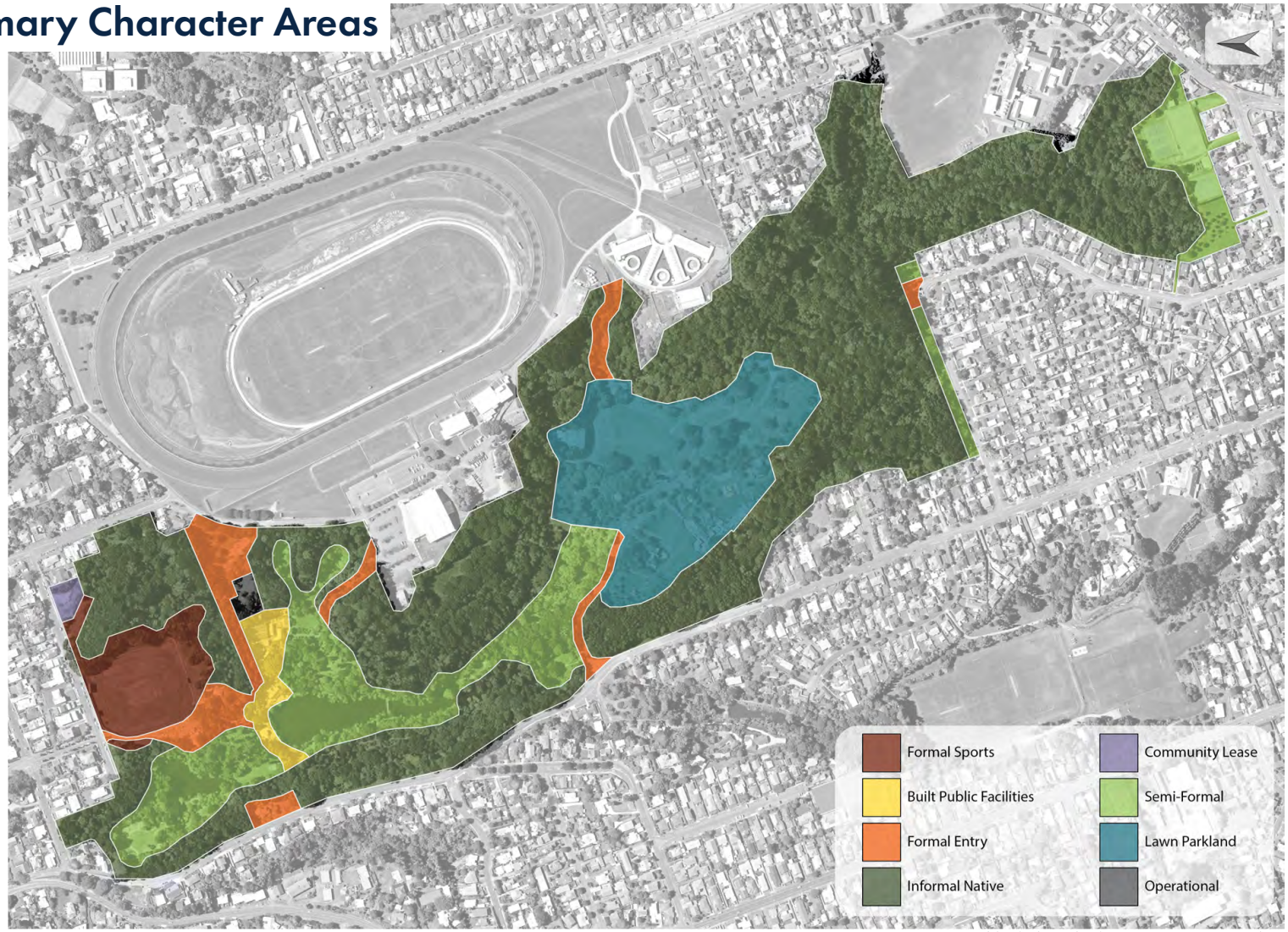
Semi-formal character area example



Lawn parkland character area example

Organising the Park

Primary Character Areas



High level character areas plan

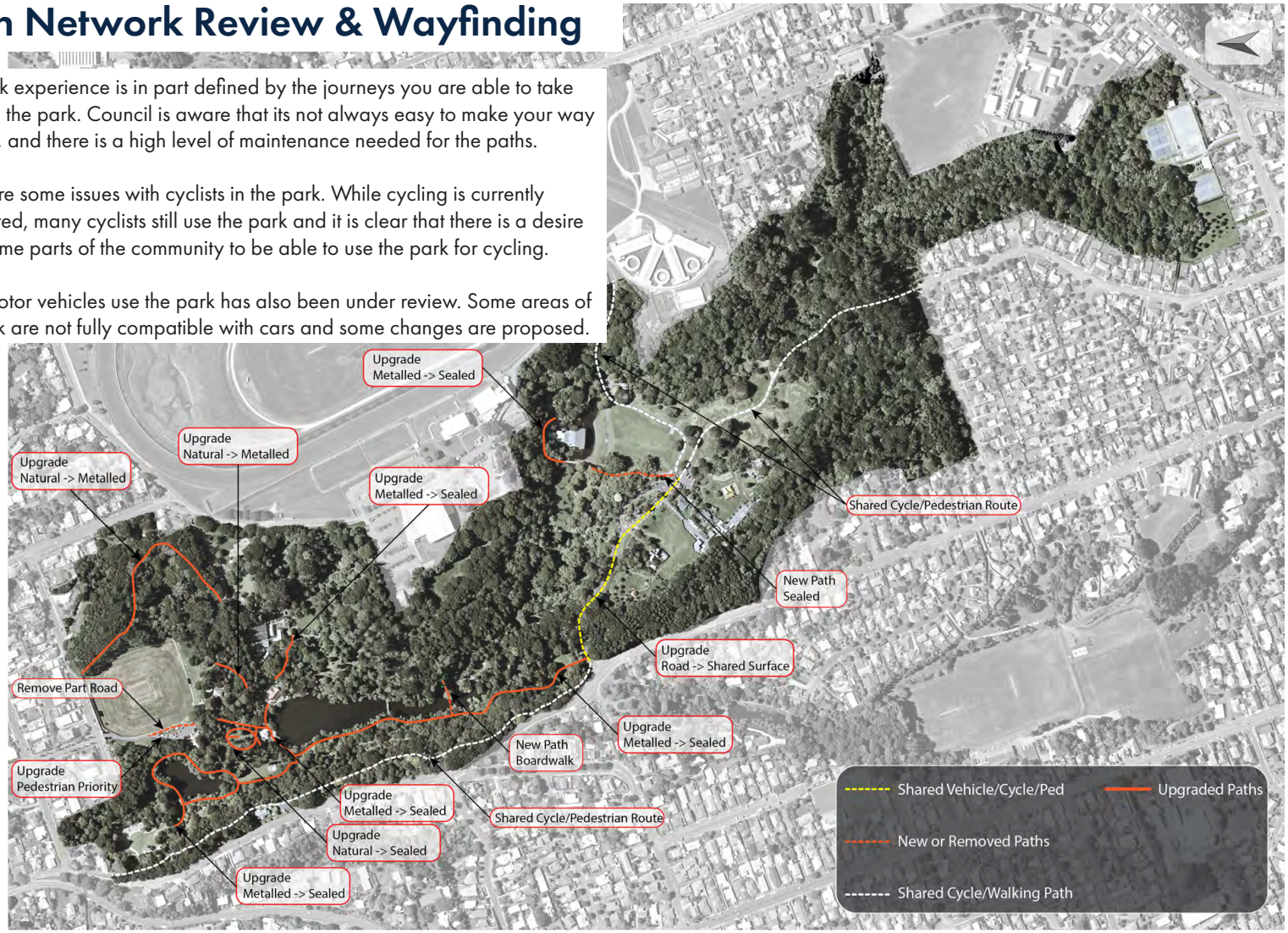
Key Opportunities

Path Network Review & Wayfinding

The park experience is in part defined by the journeys you are able to take through the park. Council is aware that its not always easy to make your way around, and there is a high level of maintenance needed for the paths.

There are some issues with cyclists in the park. While cycling is currently prohibited, many cyclists still use the park and it is clear that there is a desire from some parts of the community to be able to use the park for cycling.

How motor vehicles use the park has also been under review. Some areas of the park are not fully compatible with cars and some changes are proposed.



Key Opportunities

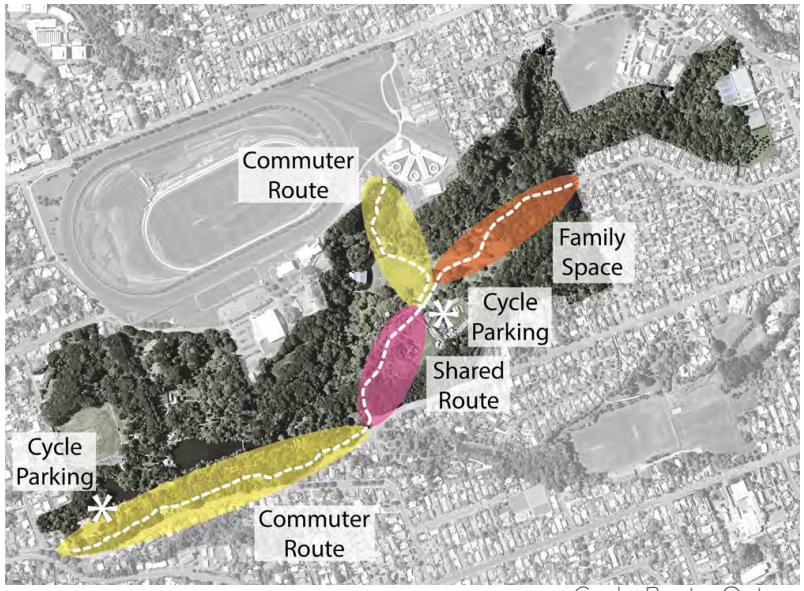
Path Surfaces
It is proposed that a small number of key pathway surfaces could be changed to improve visitors' experience and accessibility, and to reduce maintenance requirements. More popular paths will gain increased durability. Paths next to the lakes will be upgraded to reduce the amount of gravel and sediment entering the waterways, as this will improve water quality and reduce the amount of dredging needed.

Wayfinding
A wayfinding strategy will be prepared which identifies key routes and proposes a new system of signage which better fits into the park, making it easier to know where you are and where you might like to go.

Cycling
While there is a desire from some people to use the park for recreational cycling, it is not considered that this is a compatible activity within the majority of the park. The predominance of narrow pathways with multiple routes and intersections does not lend itself to safe use of the park by both pedestrians and cyclists. Cyclists would continue to be prohibited from most park areas.

That said, there is an increased impetus for alternative modes of transport, and the likely development of the Tuparikino Community Well-being Hub on Racecourse Reserve may increase the desire for cycle travel across the park. There is a possibility for a shared path commuter route to be created, using some lesser-frequented paths along the edge of the park, Brooklands Park Drive, Bowl roads and the broad flat path to the south of Brooklands. This would be a wide, durable surface designed for transit of both cyclists and pedestrians. This would come in conjunction with bike parking at key locations along the way, such as at the current Bellringer Pavilion site and Brooklands Zoo.

Restrictions on cycle use would be made much clearer and there is likely to be a firmer line taken with people who thereafter continue to refuse to comply with the management plan rules around cycling in the park.



Cycle Route Option


Main Fillis St entry current appearance

Key Opportunities

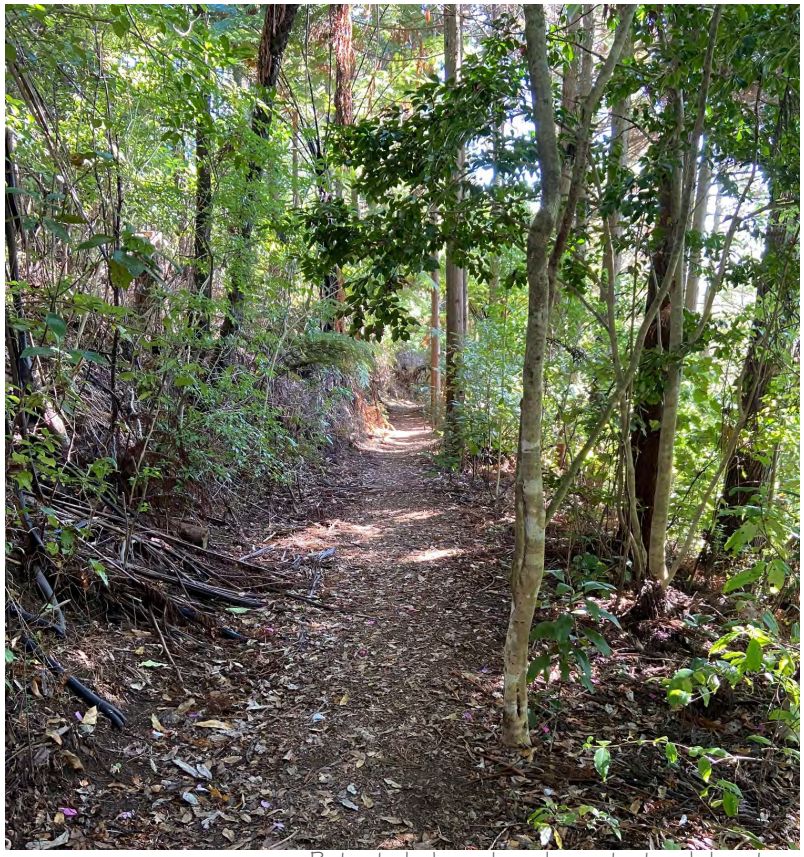
Vehicles

A change to how the park is currently used is a proposal to modify how vehicles access the park at the main Fillis Street entry. With increasing numbers of users, it is not tenable to continue to allow vehicles priority access to the park interior. For many people it also detracts from the beauty and enjoyment of the park. Conflicts between vehicles and other park users are common with pedestrians needing to avoid and move out of the way of cars. The number of carparks being accessed are limited.

With this in mind it is proposed that vehicles are no longer permitted to enter the park from Fillis Street through the main park gates, with disability access for the park and Tea House being provided by a drop-off and pick-up shuttle with the buggy run by the Friends of the Park. As a primary entrance to the park it is felt that it could be better presented than as a carpark.

To offset this, the same number of carparks would be created along Fillis St and disability parks would be instituted at the main gates to the sportsground (50m difference in distance). Only service vehicles for the park, such as those for deliveries, events and operations, would be able to use the entry road.

Brooklands Park Drive would be reformatted as a shared surface, making it more of an equal priority for pedestrians, vehicles and cyclists. Vehicles would still be allowed to enter the road and park next to Brooklands Zoo, but there would be equal rights to the space for walkers and cyclists.



Potential shared cycle route track location

Things to think about:

- Would upgraded path surfaces in key areas make the park easier to get around?
- Should cycles be allowed on shared paths in the park in strictly defined locations?

Key Opportunities

Renew Bellringer Pavilion & Update Fillis St Entrance Areas

In 1892 the first cricket match was played on the grounds, after extensive work filling the existing wetland and creating the terrace seating. In 1918 the first 'pavilion' was constructed as a cottage at the main entry into the park. The cottage sat nestled into the bush and stood for more than 30 years before being demolished to make way for the current pavilion.

The current pavilion, built in the early 1950's, replaced the original cottage to cater for the greater needs of the park and cricket. In 1988 the pavilion was extensively modified and dedicated to Councillor Brian Bellringer in recognition of his services to cricket and the district.

The 1988 alterations have compromised the structural integrity of the building. It has seismic issues, does not meet current building standards and the subfloor at ground level is deteriorating rapidly. There are accessibility and capacity issues and it no longer meets the requirements for first-class cricket.

The old curator's office behind the sports dugout was built in 1952 following a bequest from Mr & Mrs Walter Graham. The adjacent women's dressing room and toilets were constructed separately in 1948. Unfortunately both of these facilities are no longer fit for purpose.

Council has looked at various options over the years but no resolution has ever been reached. With the recent loss of first-class cricket status, and the latest assessment showing the full extent of the pavilion's compromised structure, it is a good time to reassess this whole area of the park.

A working group of council officers and key stakeholders has looked at multiple options for the area and has settled on the following option for public consultation through the management plan.

The proposal introduces a new pavilion incorporating the needs of the park and sportsground users. The pavilion would incorporate:

- New public toilets
- An adaptable, bookable pavilion space for up to 100 people
- Facilities and changing rooms fit for first-class cricket and other sports
- A park information 'kiosk'
- Low-impact design such as water recycling, green roof and insulation
- Accessible options to the second storey and terraces (ramp and lift)

The entrance area to the park through the Sanders Gate up to the new pavilion would incorporate:

- An open plaza area with new planting, furniture and signage
- Upgrades to the western terraces and sportsground fencing
- Upgrades to ground surfaces
- Enhancement of the bank to the west of the gates facing Fillis St
- Ability and infrastructure to host stalls etc. for events such as sports matches and festival of the lights
- Opening up and enhancement of the area occupied by the current pavilion through planting and maximising potential of the stream
- Exclusion of public motor vehicle access through this entrance

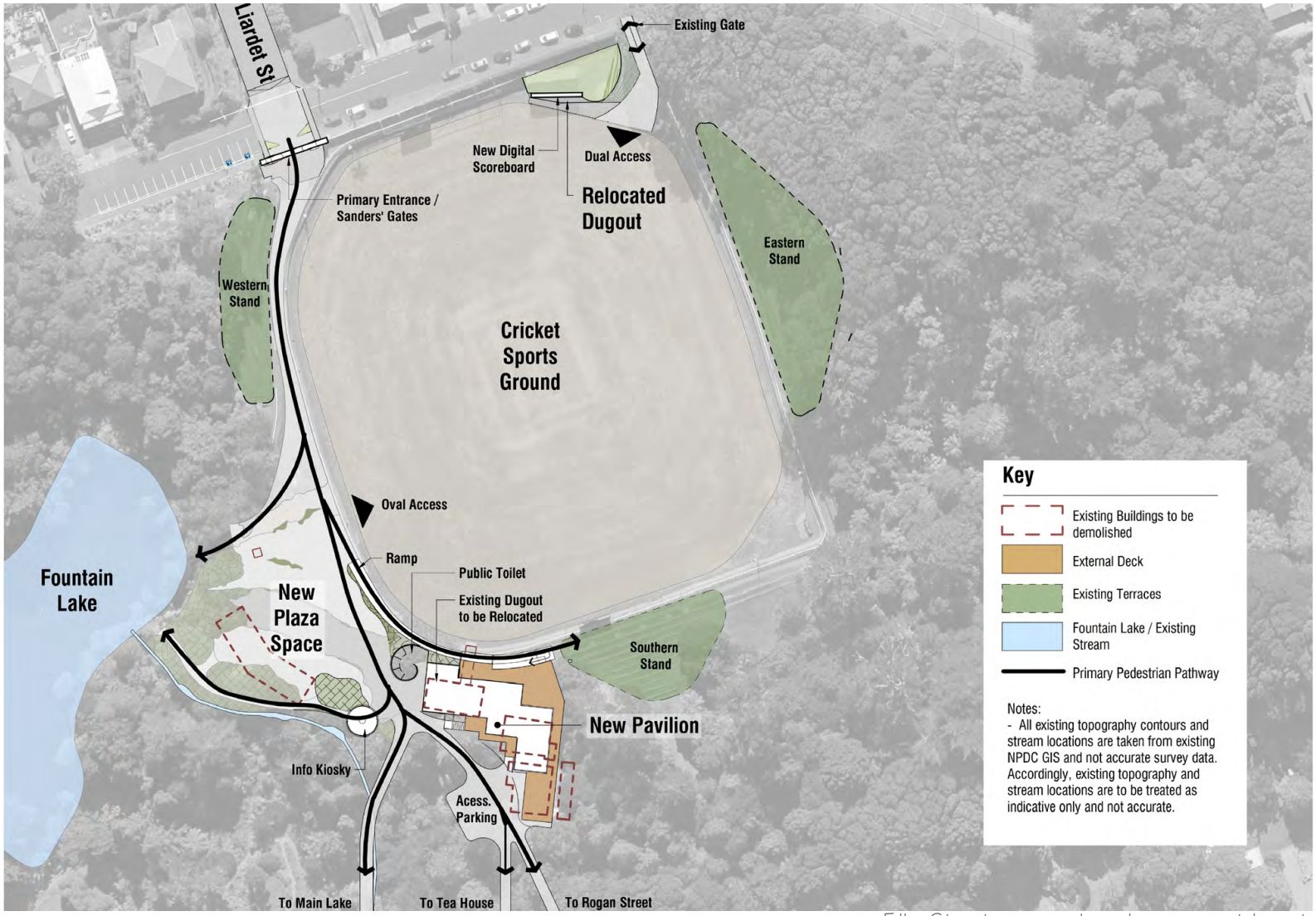
This option would also require building a new dugout. This would be located where the current scoreboard is. The design would be built into the slope and include a new digital scoreboard. Access from this corner would be retained.

To mitigate loss of parking, it is proposed that the end of Fillis St could become a laneway with 90 degree parking in order to retain the same number of carparks.

Things to think about:

- Does the sportsground need to meet first-class cricket standards?
- Do we need a sports pavilion, and if so should it be a new one?
- Should the Fillis St area be upgraded?
- Do we need parking in the middle of the park?

Key Opportunities



Fillis St entrance and pavilion concept layout

Key Opportunities



Pavilion concept visual simulation

Key Opportunities



Pavilion concept visual simulation

Key Opportunities



Dugout and scoreboard digital model

Key Opportunities



Simulation of current pavilion site with building removed and enhanced entry plaza

Key Opportunities

Bowl of Brooklands Review

The Brooklands area of Pukekura Park became part of the wider park in 1934. Development of what was to become the Bowl of Brooklands was first mooted in 1954, and physical work started in 1957. Further modifications to the area have occurred over time, with a major remodeling project occurring in 2001.

As one of New Zealand's premier large event venues the Bowl has seen many great performances, with the most notable likely being in 1968 when The Seekers played before 37,000 people over three nights (that number being greater than the New Plymouth population of the time). Recently acts such as Six60 and L.A.B. have also played before large and enthusiastic audiences.



Split Enz at the Bowl 1983

While the Bowl has done its best to keep up as a modern venue capable of hosting top level performers, there are some drawbacks to the venue which may be considered detrimental for some performers. The primary aspects of concern are the overall capacity and the lake in front of the stage.

The lake can cause health and safety concerns as well as separating the performers from the audience. The current solution is to erect a temporary stage over the lake. This takes the audience closer to the performance and provides a temporary capacity increase, but comes at great cost to Council.

The current maximum capacity for the Bowl is around 15,000. In today's event environment, most larger acts prefer to perform at venues with a minimum capacity of 20,000. At times this means that New Plymouth will miss out on performers who may otherwise have likely held concerts at the venue.

To test what updated facilities may look like for the park, we have investigated options to increase the Bowl capacity, and to provide a more cost-effective solution for the lake staging while retaining the essential character of the Bowl.

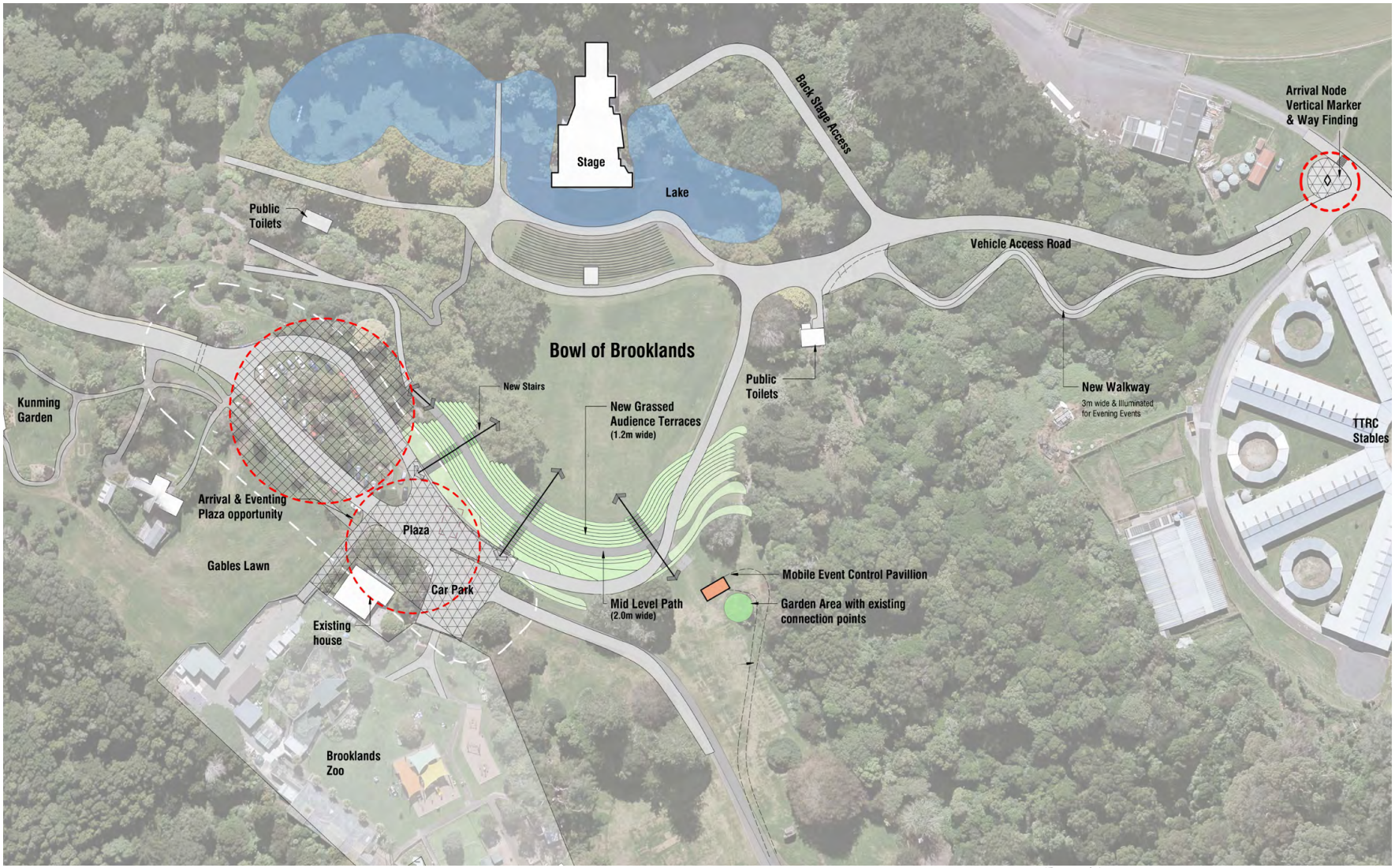
There is a balance between providing a facility which meets the needs of contemporary events, while still retaining everything that makes the Bowl such a special venue for performers and audiences alike, such as the amphitheatre landscape and natural park setting. The primary changes proposed are:

- A small expansion of the stage and a reinforced lake edge to facilitate installation of prefabricated staging panels during events
- Grassed terracing on the steeper parts of the amphitheatre, which are currently difficult to occupy
- Setting aside a platform area at the top pf the bowl for a temporary caravan for security and event oversight services

Things to think about:

- Should we increase the Bowl's capacity to attract more acts?
- Would wide terracing on the slopes fit the site and make for a better audience experience?

Key Opportunities

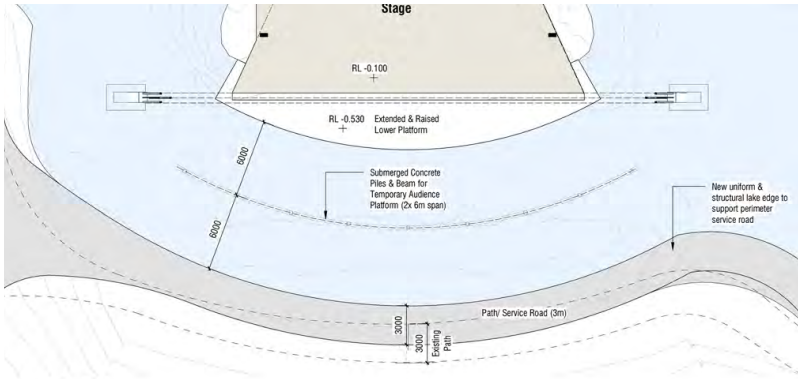


Brooklands precinct concept overview 19

Key Opportunities

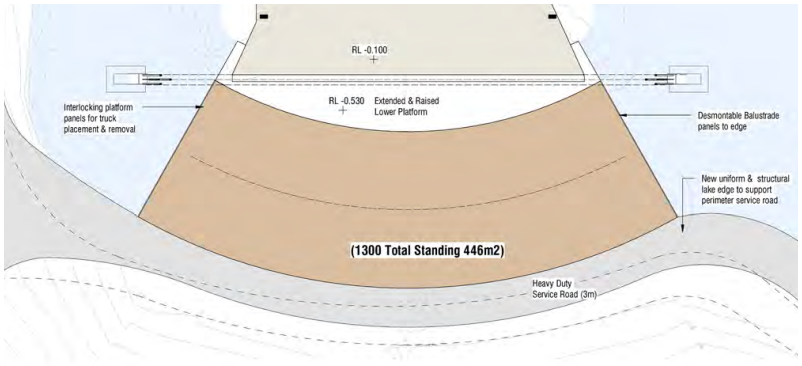
Brooklands Stage Flexibility

The existing lake will remain as a feature in front of the Bowl stage, and modular, temporary stage panels would only be installed as required for specific events that request them. A temporary stage provides more flexibility for acts that need this type of audience experience and interaction.



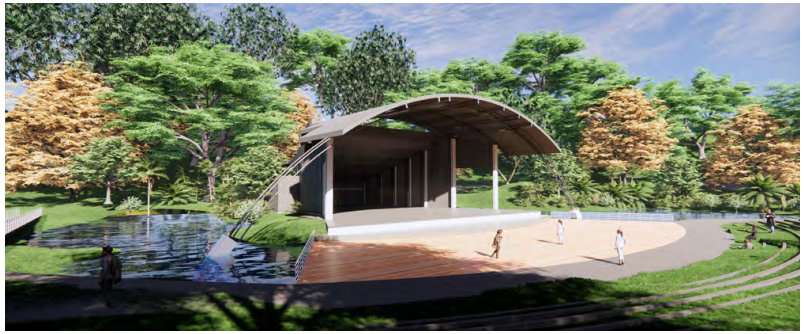
Scenario 1: Park

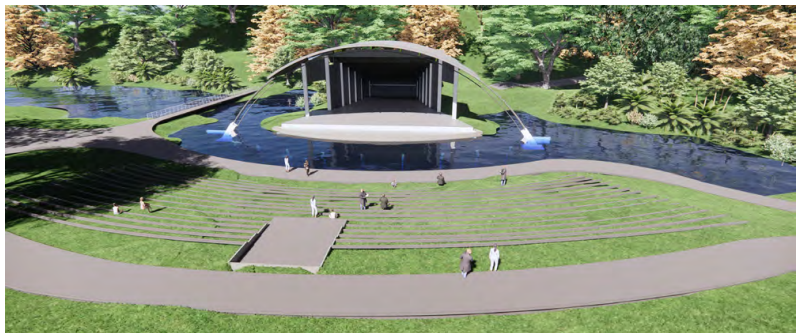
Modular flexible stage concept plan everyday appearance

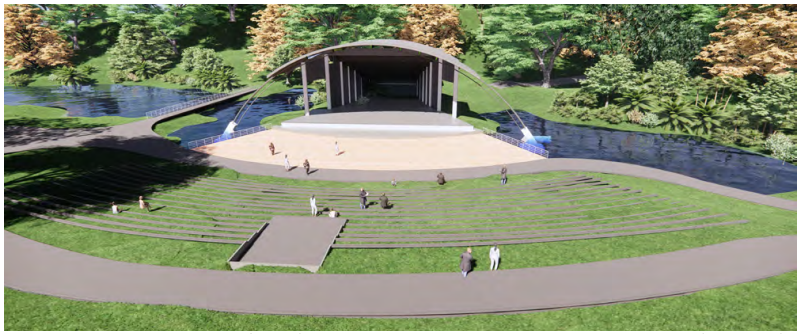


Scenario 2: Concert

Modular flexible stage concept plan with temporary panels installed



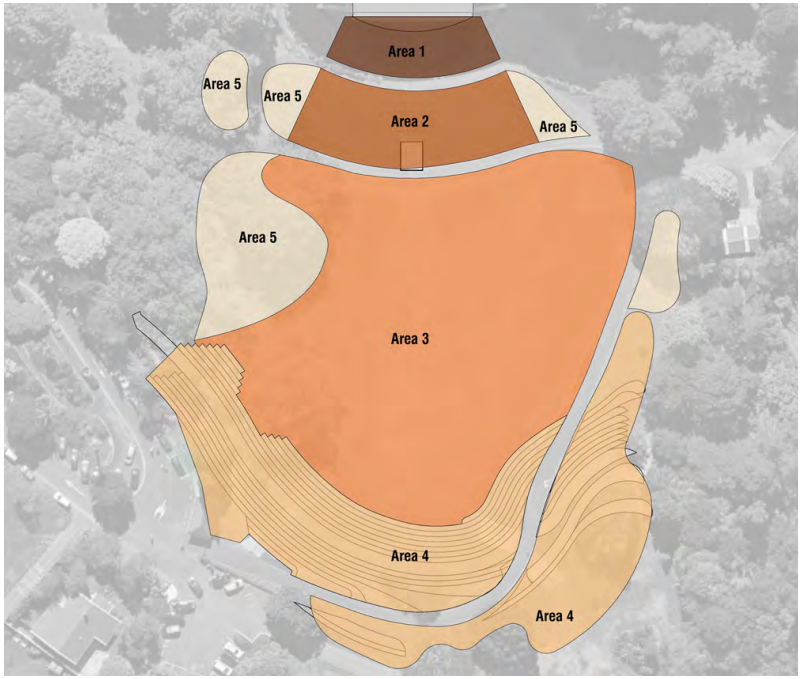




Modular temporary stage concept digital models

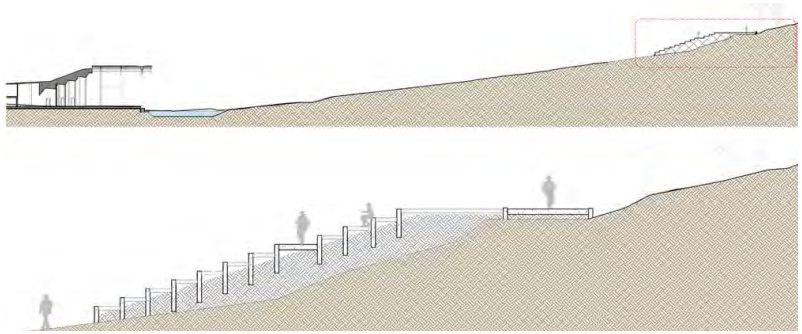
Key Opportunities

Brooklands Terracing Capacity

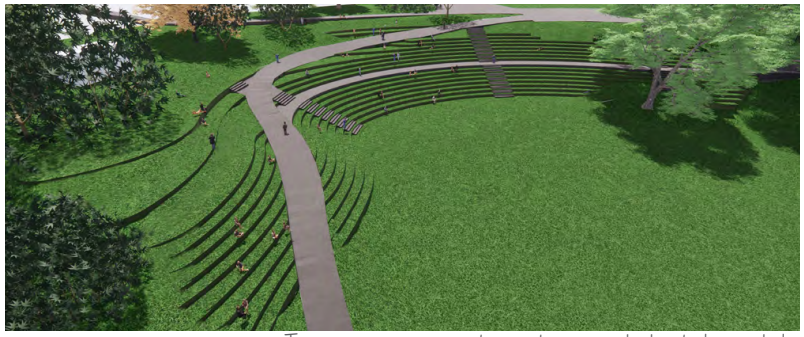


Area	Proposed Capacity	Existing Capacity
1	1,210	1,080
2	1,190	1,052
3	11,116	9,300
4	5,080	1,790
5	980	1,786
Total	**19,576**	**15,008**

Terraces concept plan and estimated capacity







Terraces concept section and digital models

Key Opportunities

Brooklands Entry Area

The entrance to Brooklands has a tendency to become very congested at times. The roading layout is also unsuitable for larger vehicles such as buses and delivery vehicles.

With vehicles able to access the area immediately in front of the zoo entrance there is also the potential for conflict and accidents between pedestrians and vehicles. With the large number of children that visit the zoo, the chances of a serious incident occurring increase dramatically.

One proposal is to remove cars from the area directly in front of the zoo and turn this space into a welcoming entry plaza, where visitors can pause and congregate before heading off into other areas of the park, and a comfortable spot where people can rest or wait for friends and family.



Brooklands, Newton King House 1890

This option would require a redesign of the main carparking area and road which goes around the central, lozenge-shaped garden. The design would seek to slightly increase the number of carparks, improve the ability for all types of vehicles to move through the space, and make parking opportunities clearer for people to remove the need to park on grassed areas during normal use.

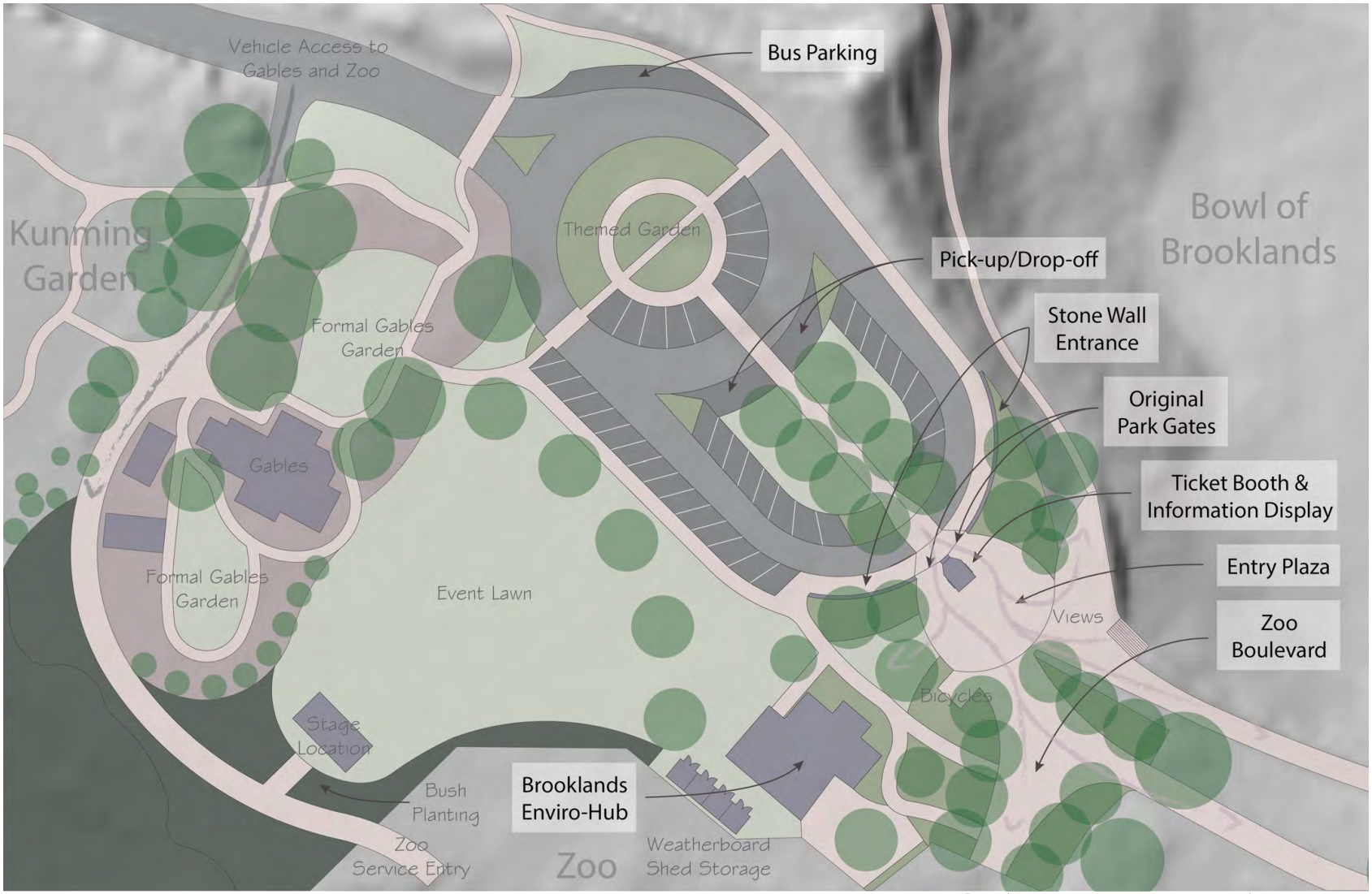
There is an opportunity to extend the perennial and rose garden around the Gables, creating a new lawn area and providing a scenic vegetated backdrop to the large grassed event space. There would be improved connectivity to the proposed Enviro-Hub and relocation of the service entry for the zoo, alongside pathways to connect these spaces and make more use of this part of the Park.

It is hoped that these changes will provide an improved overall experience, and a better presented entrance to this main park entry point. It would encourage people to gradually transition from car driving mode to park enjoyment mode in a relaxed manner. It should also make the look and experience of the entrances to the zoo, Bowl and wider Brooklands parkscape much more enjoyable.

Things to think about:

- Should we improve the look and usability of Broolands entry?
- Would further gardens and pathway connections enhance the space and way people use the lawn area?

Key Opportunities



Brooklands entry plaza and parking concept

Key Opportunities

Brooklands Enviro-Hub

Over the years Council has received a number of requests to support a centre promoting sustainability and the environment, which could be available for community groups to use.

There are a large number of groups (approximately 40 to date) that have expressed interest, and it appears that this type of facility has the potential to be very well used and provide a number of community benefits.

One proposal is repurposing the old curator's house next to Brooklands Zoo. This would open up a part of the park currently not used for public benefit, and may present opportunities for people to further engage with the park and environment.

A trial is to be implemented for the remainder of 2022 - coinciding with the beginning of the management plan consultation period. During this time we will be trying out a soft launch to see how the concept works, and to gather information on how the community responds to this activity in this location.

The surrounding gardens will be thinned to allow public access to the grounds and promote interaction with the building.



Old curator's house at Brooklands

The proposed outcomes for the space include:

- An inclusive place which acts as a catalyst for local groups and individuals to carry out and learn about appreciating, enhancing and protecting the local environment
- A space where people in community environmental groups can operate and concentrate on their main goals without worrying about securing and maintaining a physical facility to work from
- A hub for working together, sharing resources and learning from each other. Building upon each other's strengths to build a stronger local environment
- A visible, accessible location to engage with people; showcasing achievable, everyday interventions which make a positive contribution to the local environment
- A positive space promoting a future where people can live sustainably as part of a healthy, flourishing local ecosystem
- Encouraging and helping everybody to learn about their local environment and contribute to a sustainable future

The space could also be used for event-related management at the Bowl and other Council-related activities, reducing the number of caravans on site during events. The proposed Enviro-Hub will connect with and complement the educational activites that occur at Brooklands Zoo.

Things to think about:

- Is the park the right spot for a community Enviro-Hub?
- Is this a good use for the old curator's house?

Key Opportunities

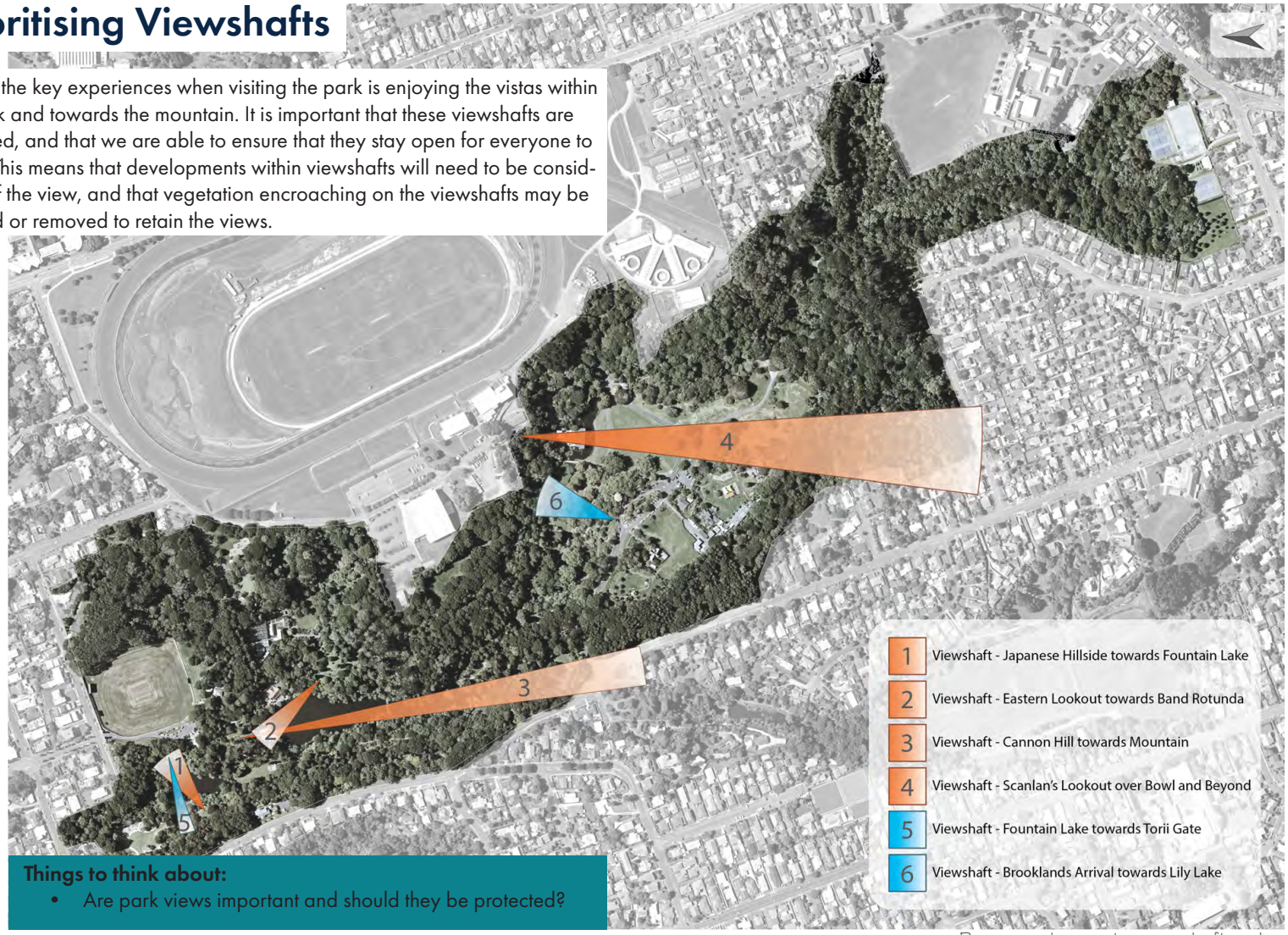


Brooklands Enviro-Hub concept layout

Key Opportunities

Prioritising Viewshafts

One of the key experiences when visiting the park is enjoying the vistas within the park and towards the mountain. It is important that these viewshafts are identified, and that we are able to ensure that they stay open for everyone to enjoy. This means that developments within viewshafts will need to be considerate of the view, and that vegetation encroaching on the viewshafts may be trimmed or removed to retain the views.



Things to think about:

- Are park views important and should they be protected?

Proposed priority viewshafts plan

Key Opportunities

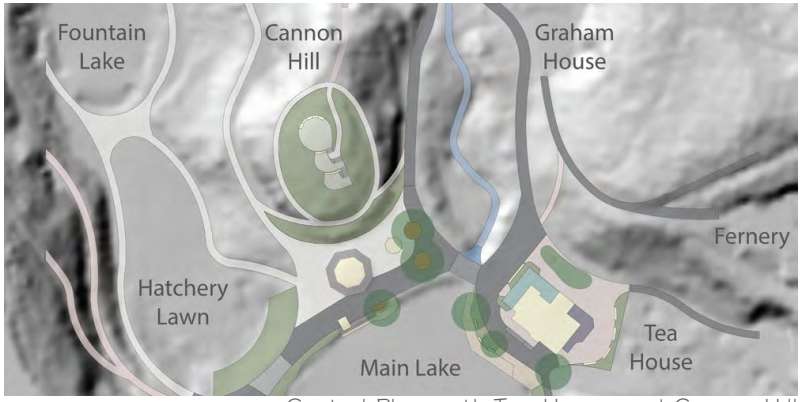
Tea House Plaza Upgrades

The Tea House and central plaza area, including the rotunda, fountain and Cannon Hill is an important and popular park location. It is a 'pivot point' for visitors; being a welcoming pause point which leads off to a number of other locations.

Most people visiting the park will at least pass through this area, and most likely pause to take in the surrounds, views and refreshments. Given the location's importance to the park experience, we want to see if there are opportunities to enhance the area while retaining the essential character of this space.

We have considered what added experiences we can provide, upgrades to existing facilities which would be fitting, and other enhancements to improve the appearance and management of the area. There are three main features in this area: the Tea House and surrounds, the dock, and Cannon Hill.

There are also some changes planned for the dam and lake overflow. These are more related to water management (although they will impact this space), and are covered in more detail in the Water Management section.



Central Plaza with Tea House and Cannon Hill

Cannon Hill

- Upgrade hill paths to make them durable, welcoming and obvious
- Create terraced areas, seating and look-out spots on top of the hill
- Change some vegetation to be more natural and fitting

Tea House & Surrounds

- Create an all-weather dining option by building a period style conservatory onto the north side of the building
- Expand the building to create more storage and kitchen space
- Open up the tea house surrounds and create another seating area
- Remove the existing public toilets and incorporate them into the expanded tea house footprint with external access
- Expand the deck under the trees and install lake-facing seating
- Update the ground surface treatments

Dock

- Upgrade the existing garden bed edging on either side of the dock
- Widen the dock slightly to make it more secure and welcoming to get down to the water's edge
- Create a small seating area by the dock, at water level, to provide a different experience and viewpoint of the lake and surrounds

Things to think about:

- Should Cannon Hill be more of a feature in the park?
- Would it work to have more Tea House space and seating options?
- Would you like to more easily get to lake level?
- Should more seating options look over the lake here?

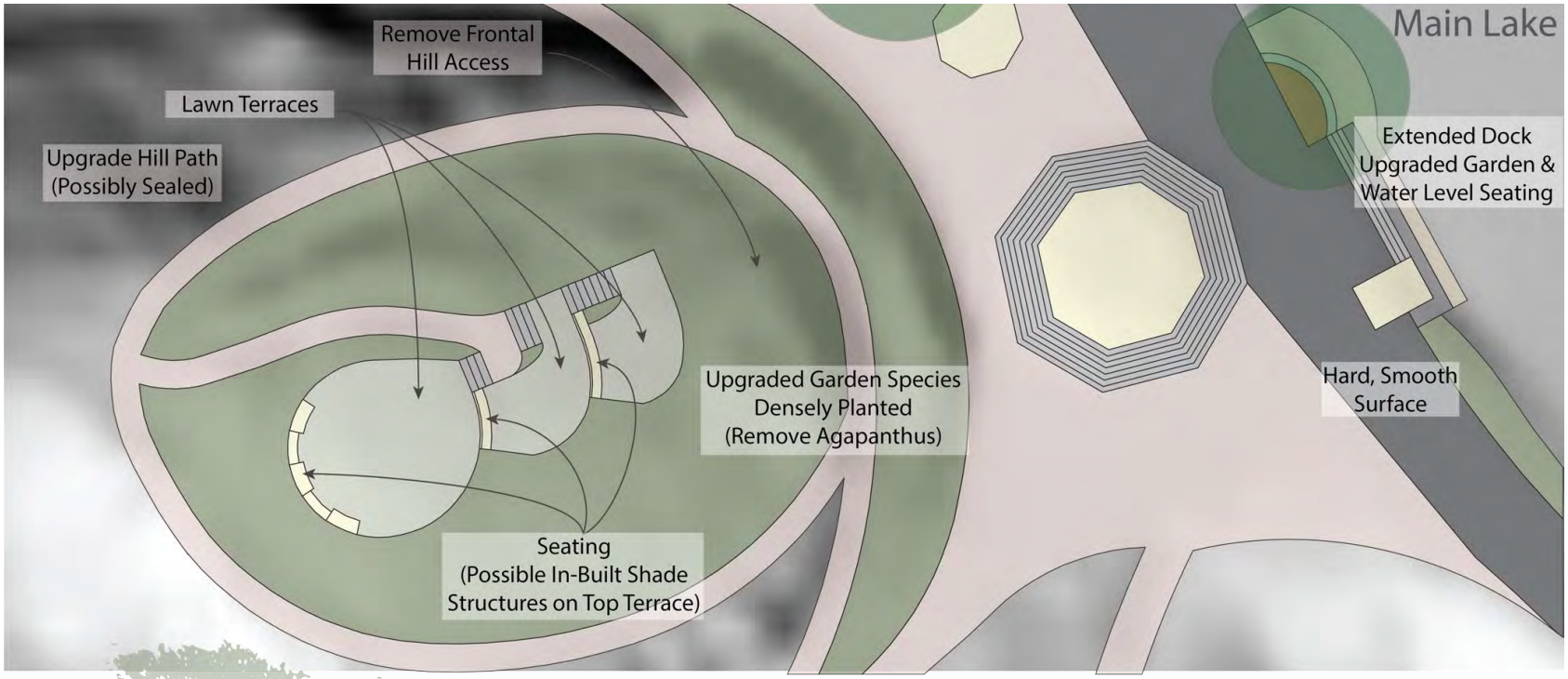
Key Opportunities

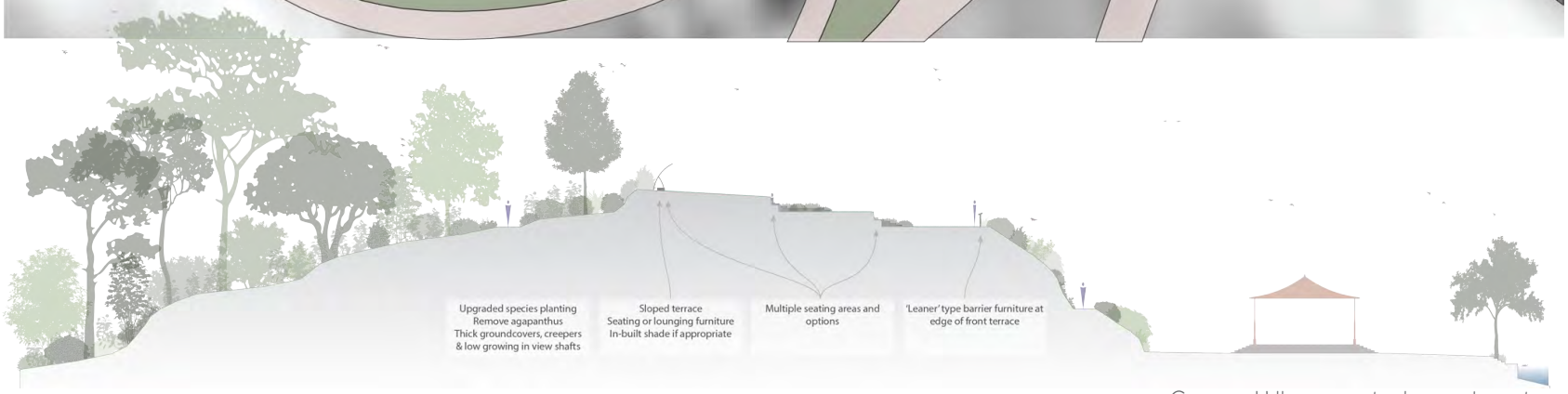


Tea House and surrounds concept plan

Example look and feel for Conservatory

Key Opportunities





Cannon Hill concept plan and section

Key Opportunities

Zoo Refocus

Zoos have come a long way since the Jaycees started Brooklands Zoo in the 1960s, and the current zoo needs a refreshed purpose. As our community and wider society have changed, so have many people's outlooks on the purpose of zoos and how they fit into a modern world.

Our zoo staff do amazing work caring for the animals in the zoo and providing them the best opportunities they can, however they are still only able to work within the constraints of the existing zoo environment. The increasing conflict between animal welfare and Brooklands events needs to be addressed. Activities such as WOMAD, concerts, and people trying to access events by climbing through the zoo all add stress to the lives of many of the animals living at the zoo, as well as staff responsible for their welfare.

In addition zoo opportunities need to be integrated with the proposed new native birds wildlife rehabilitation and education facility on recently purchased Council land in Inglewood. This partnership with the East Taranaki Environment Trust will help inform the proposed zoo vision and enhancements.

We understand that the zoo is well-loved and patronised by many people. We intend to keep the zoo where it is and ensure that it continues to provide a valuable community service while enabling the animals to live their best lives.

To this end there is an opportunity to review what the vision of the zoo is in the wider park and community context, and to better meet modern zoo education and conservation outcomes. It is proposed to review the zoo design and the species makeup to maximise animal welfare, and provide an even better visitor experience. This may mean that some adjustment of the species displayed is needed to fit with new habitat, welfare and education outcomes.

A draft concept plan is currently in development with the help of zoo industry professionals and will be part of a concurrent but separate consultation process.

Early opportunities identifed include:

- Theming the park habitats around relevant local environments
- Having more social/group species in the zoo
- Engaging more with the surrounding park environment
- Improving the entrance, activity, shelter and wayfinding experience
- Improving habitats to reduce stress on the animals and improve the interaction possibilities between animals and visitors



Free-flight enclosure at Brooklands Zoo

Things to think about:

- Is the current zoo appropriately focused?
- What changes would make the zoo more relevant and a better fit within the park?

Key Opportunities

Water Body Improvements

Water plays a key role in making Pukekura Park a green paradise. Without the water which flows through the park there would be no lakes, nor would there be the lush vegetation which frames the spaces people enjoy.

What may be less well-known is that most of the current waterways and lakes in the park are man-made. The lakes are formed by a series of dams across the original streams which flowed through the area. The park is based on a series of gullies, and much of the stormwater from surrounding neighbourhoods finds its way into the park. This runoff contains sediment, and also picks up a lot of gravel from the paths throughout the park.

The particles which end up in the lakes eventually have to be dredged to maintain sufficient depth to keep the lakes healthy. Shallow lakes with contaminants from stormwater tend to breed pest weeds in their waters as well. Reducing contamination and sediment, increasing oxygen in the waters and planting suitable vegetation for different areas can all help to improve waterway health, and reduce ongoing maintenance needs.

Another aspect of the environment and society affecting the waterways is climate change and safety standards. The engineering standards required for the dams is now greater than they were when they were built. In addition the increasing frequency and intensity of adverse weather events means that the lakes need to cope with higher peaks of water flow than ever before. In order to meet these requirements, the main dam in particular needs some modifications to improve its integrity.

Plans are being developed for the following work:

- Aeration of the Lily Lake outflow
- Wetland planting in stagnant areas of the Main and Fountain lakes
- Upgrades to the Main Lake outflow to cater for higher flows
- Construction of a spillway for the Main Lake
- Improving the stream area between the Main and Fountain lakes



Flooding at the water wheel



Example look and feel for lake overflow opportunity

Key Opportunities

Staff Operational Area

Currently, operational equipment and working areas for park staff are spread throughout the park. There is no easily accessible location for materials delivery, or a single, dedicated space for staff operational activities and equipment storage.

To alleviate these difficulties and consolidate equipment and activities into a single, accessible location, it is proposed to upgrade and expand the staff operational area beside the Band Building at the end of Rogan St. This would also include storage areas for the Friends of Pukekura Park's electric buggy, mobility scooters and Festival of Lights equipment.



Ground staff at the sportsground

Things to think about:

- Is a single, larger operational depot a better fit for the park than multiple smaller locations?
- Is this the right spot for an operational depot?

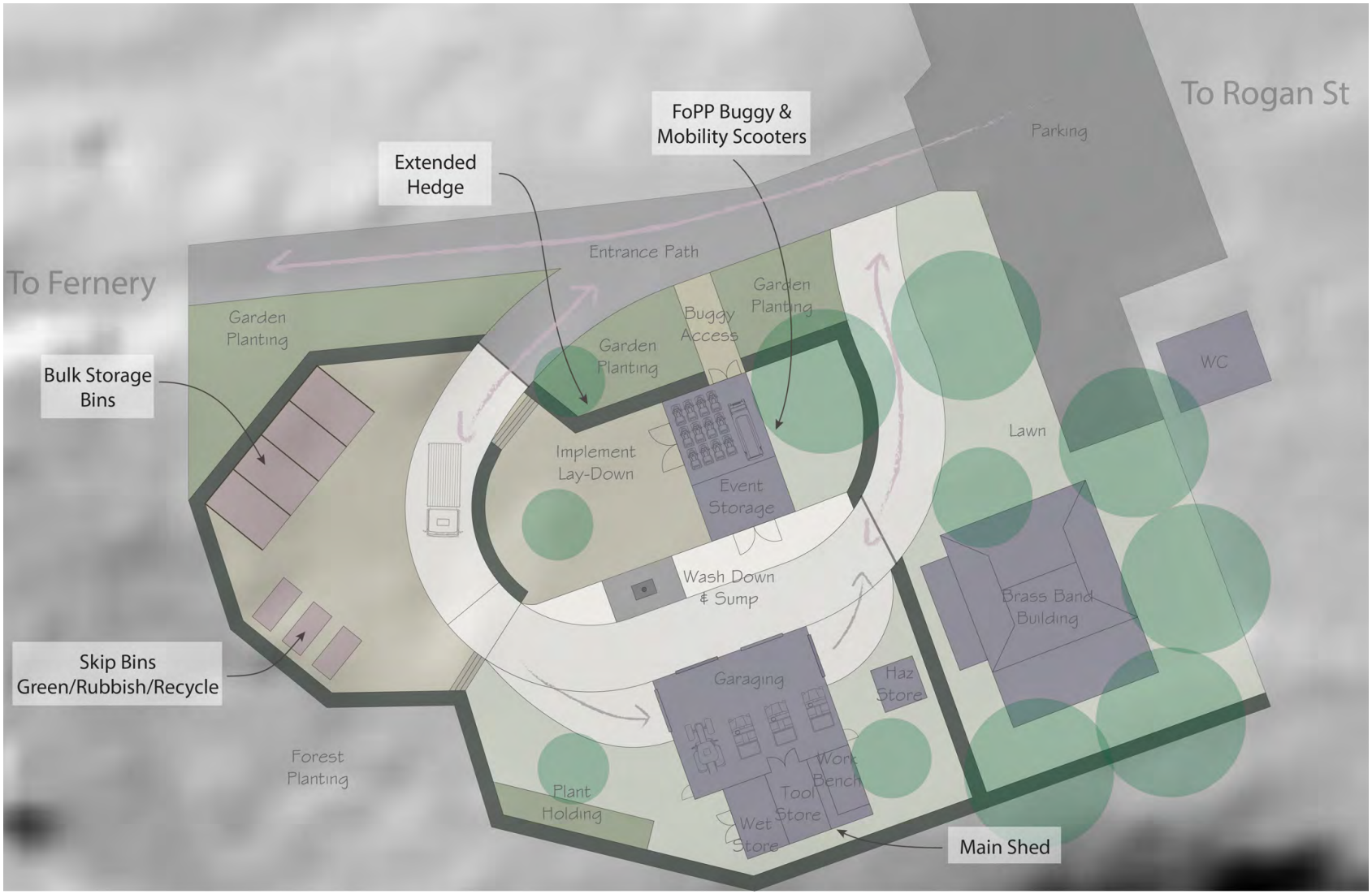
This would enable:

- Easier access for deliveries
- Secure storage of supplies, hazardous materials, tools and machinery
- Green waste and rubbish storage and pick-up
- Bulk material bays
- Maintenance and charging areas for tools and equipment
- Secure, accessible location for FoPP electric buggy and mobility scooters
- Drying area for wet-weather gear
- Wash-down area for machinery



Parks staff tending plants

Key Opportunities



Your Thoughts?











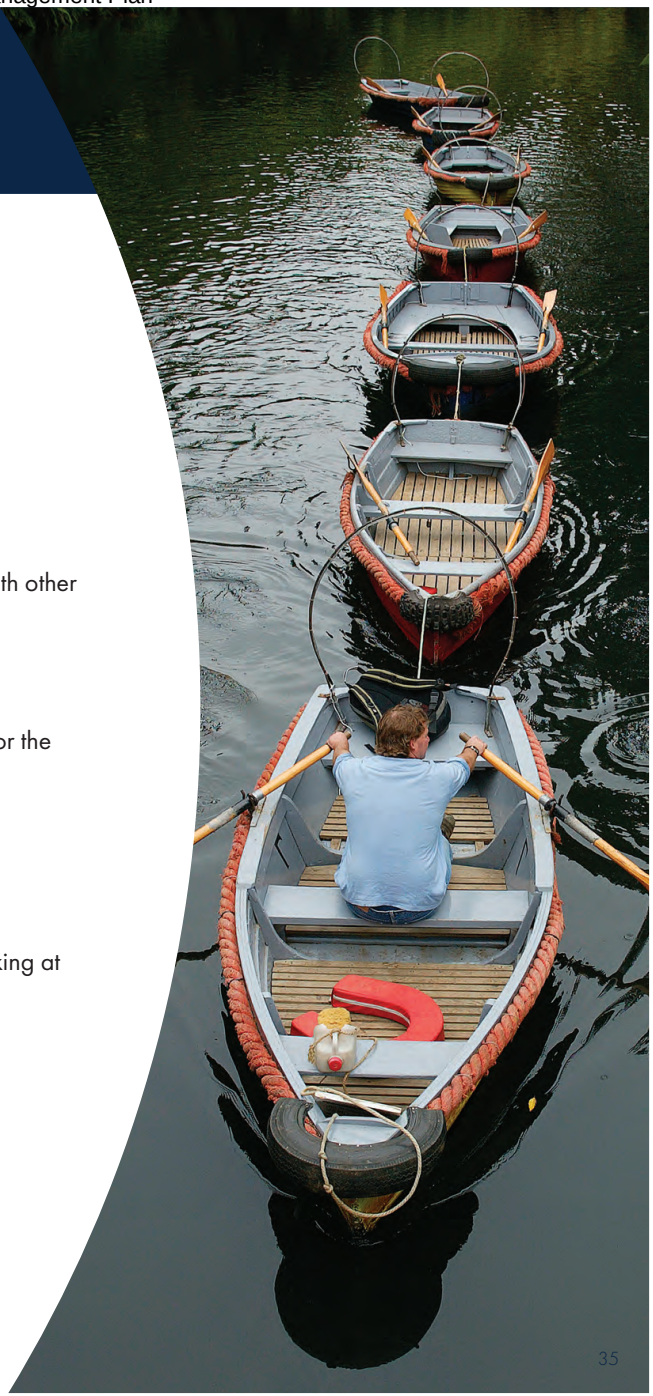








Questions to Consider



Does the park need a pavilion by the sportsground? What should it try to achieve?

Do we need to make the Fillis St entrance more appealing and create a better experience here?

Should we change how we allow vehicles to use the park?

Should we continue to prohibit bicycles from the park?

Does it make sense to provide a dedicated route for cyclists to transit through the park without getting into conflict with other users?

Does an Enviro-Hub fit into the purpose of the park and is Brooklands a good location?

Would upgrading some paths, making it easier to find your way around and identifying short loop walks be good for the park?

How important are the views around the park?

Would the central plaza containing the Tea House benefit from an upgrade?

What is most special about the park? What should we be seeking to protect and retain, and what should we be looking at changing?

How much should we do to cater for the Bowl of Brooklands as an event space?

Would you like to see the zoo enhanced with improved educational playground and animal habitats?

How to Get Involved

Online

Give us your feedback online.

Just complete the submission form at npdc.govt.nz/OurPukekuraPark



On Paper

Fill in a paper form or write your thoughts down and send feedback to us at:

Pukekura Park RMP
Reply Paid DX
DX Box NP90081
New Plymouth

or email it to:
submissions@npdc.govt.nz



In Person

COVID-19 and weather permitting, we will be out and about in the park.



Submissions close at 2pm Friday, 19 August

Like to find out more?

More information is available online at npdc.govt.nz/OurPukekuraPark



Festival of Lights

Pukekura Park

New Plymouth District Council
Pukekura Park
Reserve Management Plan Discussion Document
Version 1.0
2022

Te Kaunihera-ā-Rohe o Ngāmotu
New Plymouth District Council

Pukekura Park Reserve Management Plan

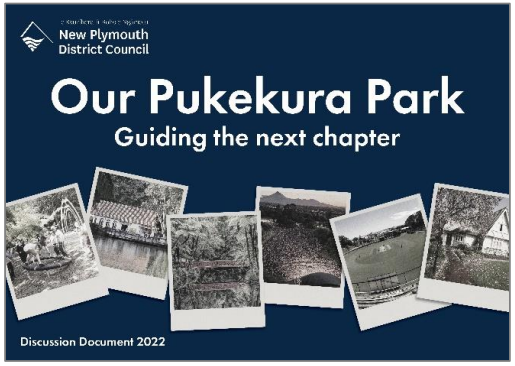
Phase One Public Discussion

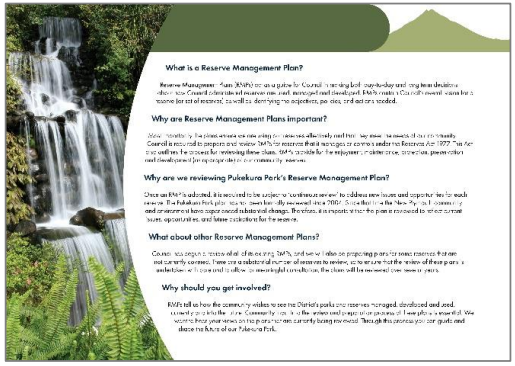
Summary

As part of the preparation work for the drafting of a revised Pukekura Park Reserve Management Plan, Council has undertaken the first phase of public consultation on issues and ideas for the park.

This discussion and exploration stage included:

- Weekly advertisements in the Daily News
- Online advertising
- Dedicated webpage on the NPDC website
- Dedicated submissions email address
- Online survey
- Physical 'drop-in' sessions at the park
- Meetings with identified stakeholder groups
- Digital and physical copies of the Discussion Document
- Large display in Council reception





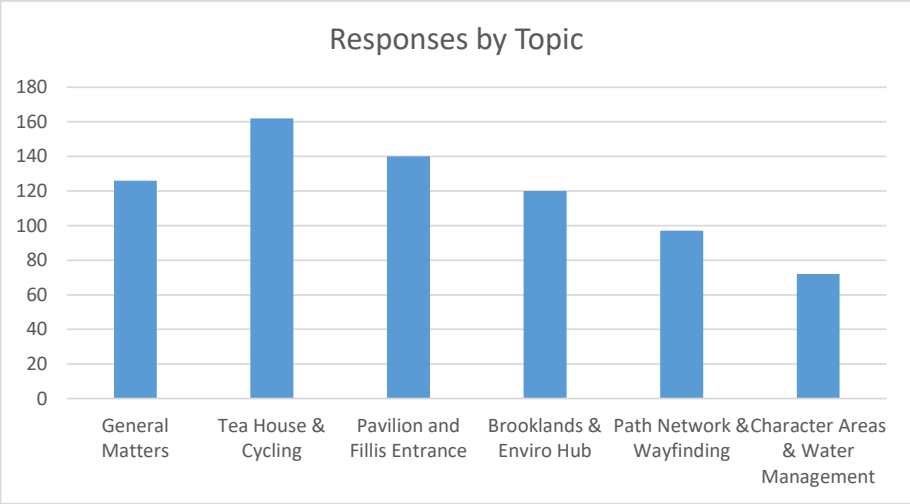
The primary focus of this phase of consultation was the identification of a number of key issues and idea for the park, and to request feedback from the community on these, as well as asking if there were any other concerns or ideas that people wished to share with us. The consultation was separated into different areas to help with organising the discussions, and to allow and encourage people to submit on topics that they were interested in without having to go through all the issues. The areas we broke the discussion into are:

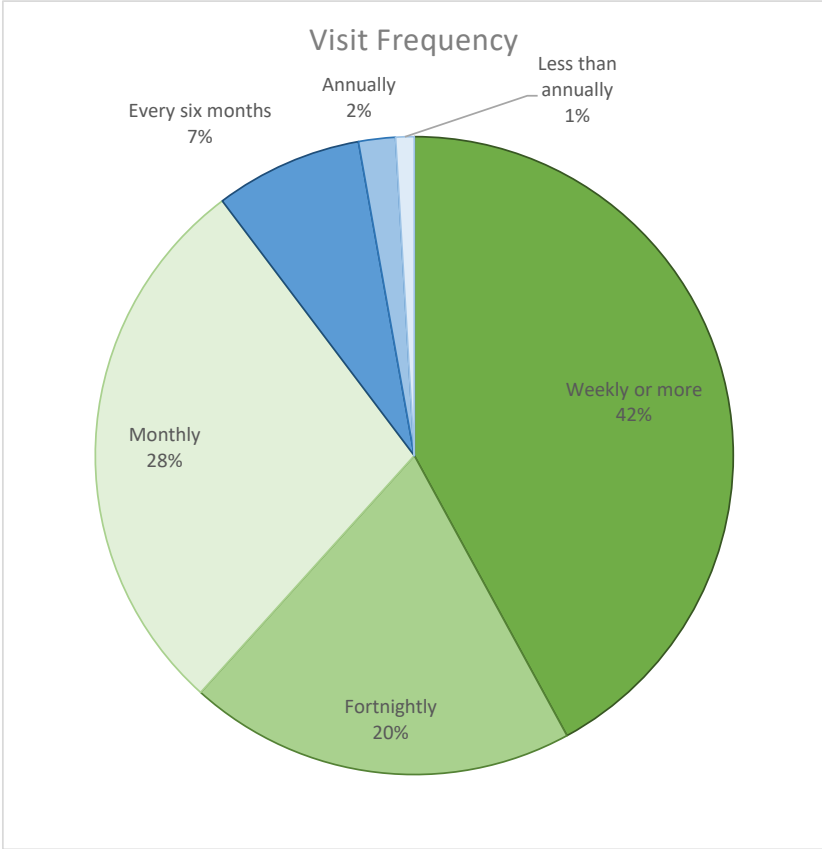
- General Feedback & Favourite Features
- Brooklands & Enviro-Hub
- Character Areas & Water Management
- Path Network & Wayfinding
- Pavilion, Sportsground & Fillis St Entrance
- Tea House & Surrounds & Cycling

A number of questions were asked on the different topics. In some cases the questions were variations on the same wider issue, and where the specific responses for these all align, only one summary has been provided for the wider issue. **97%** of respondents lived in New Plymouth City with the remaining 3% coming from the rest of Taranaki. A summary of the results of this feedback has been prepared, alongside some preliminary initial recommendations for the next stage of the project. The next step being the preparation of a draft Reserve Management Plan, which will then be reviewed by elected members before being released for a second, formal phase of public consultation.

Overview

Topic	Survey Responses	Direct Responses	Total Responses
General Matters	110	16	126
Tea House & Cycling	136	26	162
Pavilion and Fillis Entrance	126	14	140
Brooklands & Enviro Hub	108	12	120
Path Network & Wayfinding	89	8	97
Character Areas & Water Management	66	6	72
Total Responses	**635**	**82**	**717**





Key Comments – General

- *Keep it simple, don't overdo things*
- *Keep it affordable and make sure we can maintain everything*
- *Improve pest plant control*
- *Support wildlife in the park*
- *Retain and improve accessibility and mobility parking*
- *More play opportunities*
- *Focus on one major thing rather than trying to do everything at once*
- *Tea House catering needs improving*
- *Major users of the park (cricket and promoters) should pay for improvements they request*

Summary

On the whole it was observed that there are four main points of view to the feedback:

- Updates to key features would make the user experience better
- The park is already perfect, don't change anything
- Don't spend any money
- Specific comments on individual items according to personal or group interest

All of these views provide guidance to the range of perceptions that submitters had for the park which were then summarised and grouped according to the intent presented by the submitters.

Updates to key features would make the user experience better

Many people see opportunities to make better utilisation of parts of the park, even if they don't always agree on what changes would be best. These generally come with a more in-depth evaluation of a proposal, often with suggestions for changes which they see as being of higher priority, or more in keeping with how the park is used.

The park is already perfect, don't change anything

It is encouraging that many people believe this to be true and certainly the overall feedback indicated that Pukekura Park is highly valued and loved by the community. It is agreed that change, without a good rationale is wasteful, however, a requirement of the Management Plan process is to look at opportunities to improve all types of park user experiences. Many of these comments reflected a sense of nostalgia, indicating that people don't want us to change anything that they already know and love. The balance that needs to be kept through the Management Plan will be keeping that much-loved character while allowing appropriately located evolution in response to changes to needs from the community. The park is a highly modified environment which has undergone constant change since it was created. There is a place for select and well-planned contemporary changes if supported by the community. It is recognised however that ensuring that the special character is retained is of critical importance and the intent through the character area definitions and associated policies will be to ensure this respect.

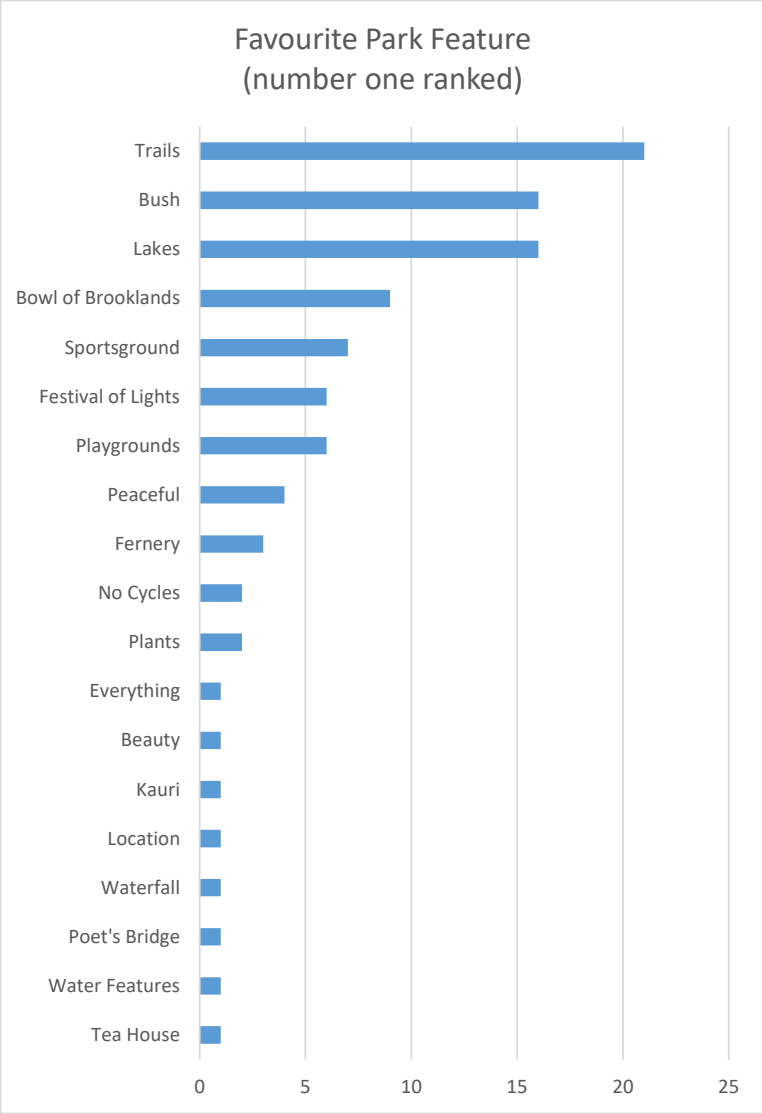
Don't spend any money

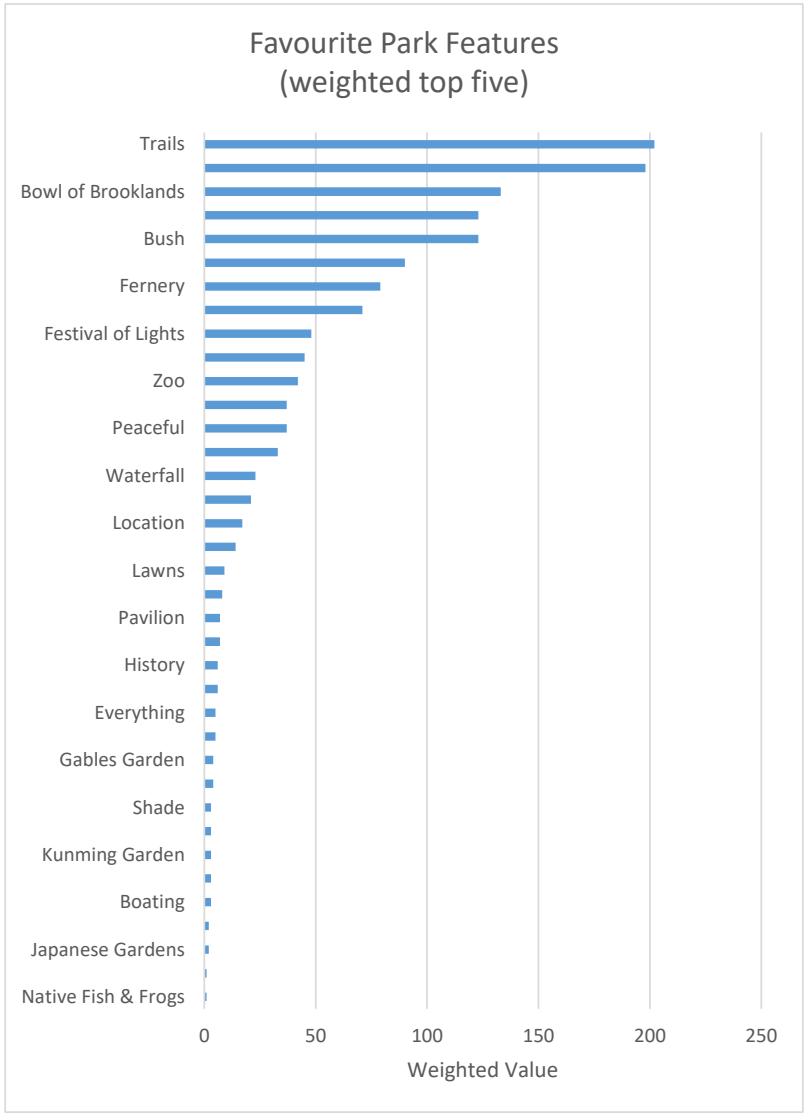
As might be expected with the cost of living constantly on the rise, any proposal which has the potential to increase rates will be under the microscope.

Specific comments on individual items according to personal for group interest

These generally come from users with a vested interest in particular items or activities in the park. On the whole they come in three primary areas of interest: Friends of Pukekura Park, Sportsground Users and Accessibility interest groups.

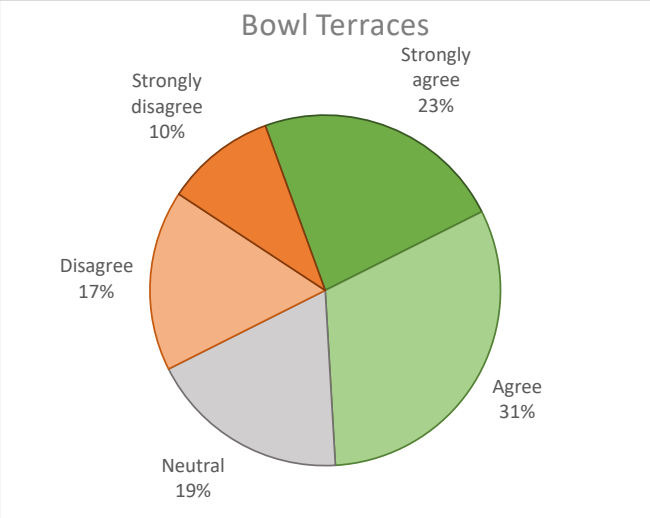
The main message is that we should only be doing essential things which don't detract from the existing character of the park and the things that people already love and value about this space. It is also vital that we do what is best for the park and wider community.





Bowl of Brooklands **108 Responses**

Q –What do you think of increasing the capacity of the Bowl by building terraces into the hill?





Key Submitter Comments

- *Great idea, better concert experience than slipping down a bank*
- *Only promoters' benefit from increased capacity, concert-goers definitely do not. Toilet and food and drink outlets struggle to adequately meet the needs of current numbers; as do security and safety services.*
- *It's pretty much wasted space at present, even when the ground is dry, because the hill is too steep to comfortably sit on.*
- *Ok as long as the terraces don't detract from the relaxed and visual aspect of the iconic Bowl of Brooklands.*
- *Unnecessary. Be realistic about the acts that will be attracted even with more capacity. We are a small provincial city and cannot compete with the larger centres. And why would we want to.*
- *I'm not sure if the promoters are really accurate in saying we need more seating when we don't often fill the venue as it is.*
- *Why break what isn't broken?? Increasing capacity would only be to boost profits! This is an awesome, natural amphitheatre that doesn't require ruining.*
- *It's a great intimate venue and I don't feel we need to increase capacity*

Assessment of Concerns

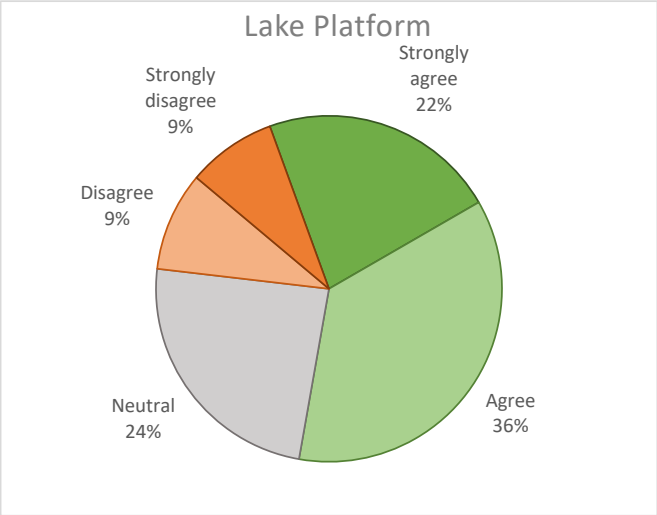
Consideration	Response	Recommendation & Reasoning
Development shouldn't detract from the current physical environment	The last thing we want to do is detract from the existing atmosphere which makes the area so special, and which so many people currently value	Design should be sympathetic to the existing environment and minimise the impacts of any necessary hardscaping and artificial materials. A wider design view should be taken to mitigate impacts and make integrated improvements to the space.
Will increased capacity attract big acts to a provincial centre?	The advice from the Council events team is that increased capacity will attract certain acts that currently don't come here due to the capacity of the venue.	An more in depth evaluation should be undertaken to ascertain the likelihood of increased capacity attracting more/bigger performances.
If it isn't broken don't fix it	While we don't consider the venue broken, there are a number of questions around whether the Bowl is meeting its full potential in certain areas.	Making better use of an area which is difficult to utilise and enjoy is a positive move. Terraces should increase the usability of the steeper slopes both during events and for everyday use.
Only promoters will benefit – not Council or the community	Council may not derive much direct financial gain from hosting events, however there are wider benefits to local businesses as well as providing opportunities for high quality events to be experienced by the local community that they may otherwise miss out on.	Actual costs and benefits to Council and any local economic benefits (including assumed or actual investment multipliers) should be transparently communicated and assessed (within the bounds of commercial sensitivity agreements).
We already struggle to service existing capacity with toilets etc.	This is a valid concern. The majority of these issues pertain to movement within the event site and accessibility of services to patrons, which is important to consider if the space is developed.	Any Bowl development should include improvements to movement corridors within the venue and further consideration of how best to accommodate temporary services such as vendors and toilets.
Can we believe those who say that capacity is an issue?	At this early stage we have taken advice of Council's event team who work in the events area that there would be increased opportunities with capacity hitting the next scale of venue size.	Before any development takes place a scoping and feasibility study would be required to verify any assumed or provided information.

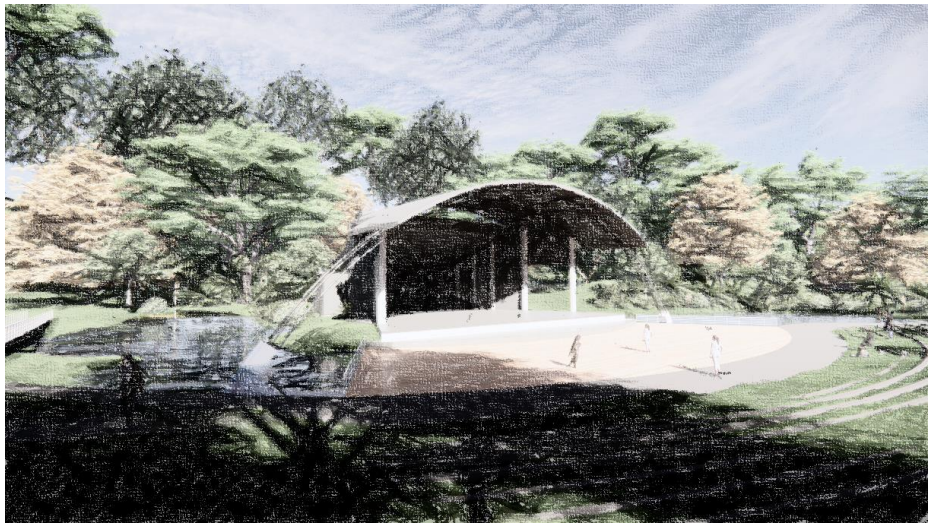
Summary

There is a sense that promoters are calling the shots to council, and some valid questions about what an increased capacity may genuinely achieve by way of attracting additional performances, and what benefits the community may realistically accrue (as opposed to promoters and acts). There is also a feeling that if the Bowl isn't suitable as it is, then those acts who don't like it can go to other venues, or that large capacity concerts could be held at Yarrows Stadium instead. The fear is that by acceding to promoters' desires that we end up detracting from the very character which makes the venue appealing in the first place.

Incorporating terraces into the currently underutilised slopes which don't detract from the overall 'feel' of the bowl is the recommended proposal. It is also likely to increase use of the space during normal operation by providing better seating and accessibility.

Q – What do you think of the new temporary platform for events (sited over the lake)?





Key Comments

- *A temporary platform sounds great, as long as it is actually temporary and removed outside of event times. The water around the bowl stage is one of the highlights of that area and gives the place significant character.*
- *Platforms are currently built for some concerts so why can't we leave as is.*
- *The only reason this venue is regularly spoilt by platforms is so promoters can charge premium prices and make more money. Why is the council even paying for this? If promoters choose squeezing people in at inflated ticket prices let them pay for it.*
- *Not sure why this is necessary, but if it means that more events would come to the Bowl, then yes, maybe it is viable.*
- *If the promoter of the concert is wishing to have this seating erected over the lake, then THEY must bear the cost of erecting it. It should not fall on the Council/Ratepayers to fund this.*
- *The number of occasions that extra seating over the lake is needed is not enough to warrant an expensive new option.*
- *Good for those wanting to get closer to the acts.*

Assessment of Concerns

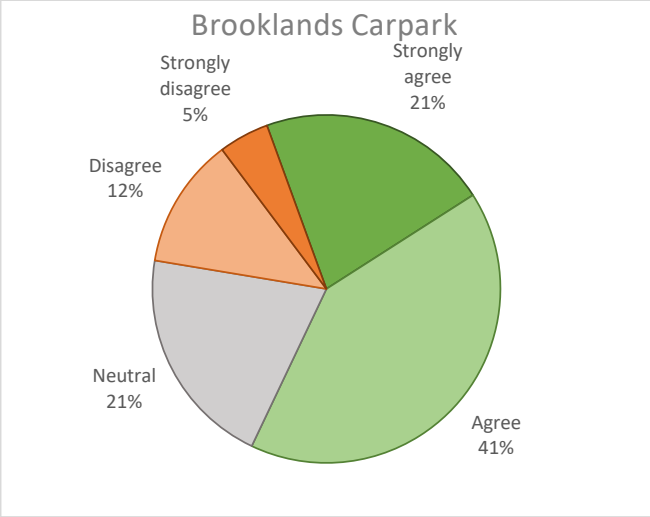
Consideration	Response	Recommendation & Reasoning
If necessary it needs to be temporary and not left in-situ for long periods	A primary consideration for this proposal is that a bespoke platform should be quicker, easier and cheaper to install and remove compared to the current method, and hence would not need to be in place for long periods.	If adopted there would need to be operational guidelines for the maximum amount of time that a platform is left in place, including considerations of back-to-back weekend events etc. Whenever feasible the waterway should remain uncovered.
Do not remove the lake in front of the stage/fill in the lake	There is no suggestion that the lake in front of the stage will be removed or significantly modified. While the possibility was briefly explored to complete a full options assessment, it is not a preference.	The water is a fundamental, integral part of the existing Bowl environment and almost universally valued by park visitors. At the current time no proposals include major waterway changes.
It's all about money and only people with high-priced tickets enjoy it	This is a prerogative of the event holders who choose how they wish to use the venue. At this time Council is not in a position to dictate how a platform is used or sold by performers and promoters.	It does not seem feasible for Council as the venue supplier to dictate how a promoter prices and divides up the available space.
If promoters want this service then is this the right venue for them?	In some circumstances this may be a reasonable view. If however, the venue is suitable in all other respects, and a cost-effective, low impact option is available it may be reasonable to offer this option.	There may be a sound argument for Council to be more discerning and questioning of potential performances to make sure that the Bowl is the right venue for them, and not to chase a 'quota' of performances for the venue
Why are council footing the bill for this service?	As a venue owner the Council is responsible for costs associated with the infrastructure required to allow the capacity for any particular event that is negotiated to be held at the Bowl. A Council owned and operated bespoke platform (as opposed to the currently hired scaffolding service) could reduce ongoing costs to the point that this becomes a minor consideration.	Further exploration of the cost-benefit for this proposal would be required to be undertaken for any business case put forward for budget consideration.

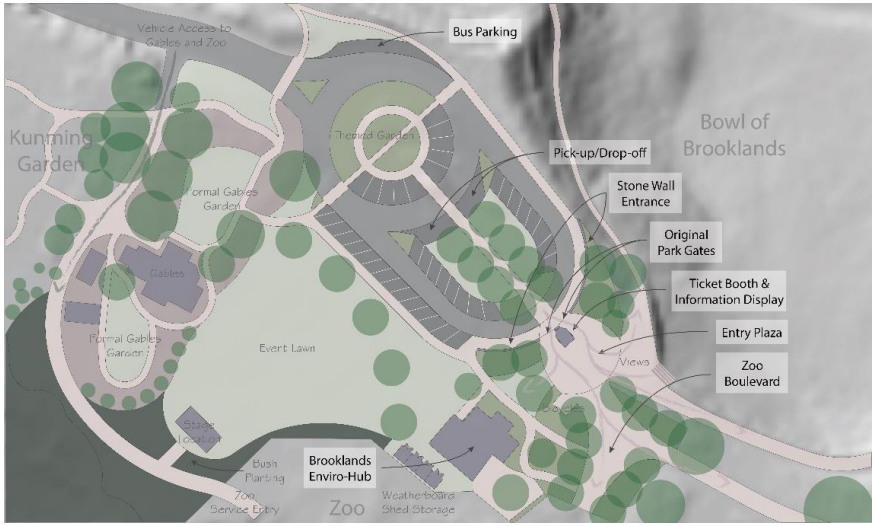
Summary

So long as the platform is only temporary and doesn't cost too much (in comparison to the return on investment it would bring) it seems to be a viable option for the public. There is concern about why council is paying for this service and not those people booking the venue. Similar to the capacity issue there is a sense from some submitters that if the existing venue isn't suitable for certain events as it currently is then perhaps promoters and performers should look at performing elsewhere.

Brooklands Entrance & Enviro-Hub **105 Responses**

Q – What do you think of revamping the car park area and beautifying the entry at the top of Brooklands Park Drive?





Key Comments

- *Nothing wrong with it.*
- *It's looking dated and needs to be improved.*
- *Its already beautiful and sufficient, spend the money elsewhere or save it.*
- *That area is looking pretty tired, and cars parking on the grassed parts of the central island have damaged the turf and it just looks rough.*
- *The plan will reduce the amount of parking which is already inadequate.*
- *Very low on my agenda for expenditure There is good parking there for visitors; perhaps some solution for staff parking can be worked out in the area.*
- *I think the zoo should be moved or better still closed, then bigger area to beautify and expand parking etc. for WOMAD too*

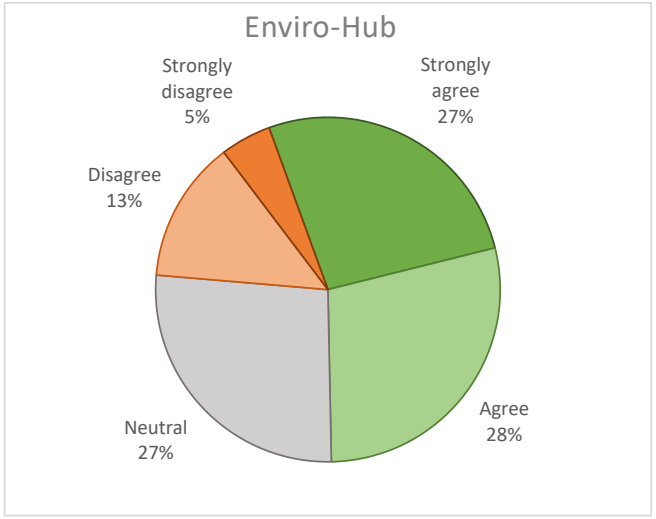
Assessment of Concerns

Consideration	Response	Recommendation & Reasoning
There's nothing wrong with it	While it is appreciated that some people are happy with existing arrangements, there are numerous aspects of the space which do not support the current use of the space and the surrounding park, event and zoo activities. For example the haphazard parking on the grass verges, inability for buses to easily turn, vehicles manoeuvring immediately adjacent to the zoo entry and within park pedestrian routes, and no visitor waiting or resting areas at the entrance.	This area is already compromised for zoo, park, event and gables activities. If the proposed Enviro-Hub continues there will be even more pressure on this space. The fractured nature of previous developments alongside the park's evolution, means it is necessary to re-evaluate the purpose and layout of this area to improve the experience, safety and functionality of the Brooklands entry space.
Parking which is already congested will be reduced	The intention would be for the same amount of parking to be provided in any final design. In terms of marked, sealed carparks there will be an increase. There is already scope to park on the adjacent lawn area during busy periods, and the frequency of this area being opened up may need to increased.	Peak parking will always be an issue in this location. A more clearly defined parking layout and process for managing overflow parking should help. There is an opportunity to improve parking at other park entrances to help alleviate pressures on the most popular parking spots. In particular, roadside parking along Kaimata Rd would leave visitors with only a flat, treelined 400m walk to get to the zoo.
Not a high priority compared to other park and city needs	In such a large and diverse park with so many experiences, there will be a variety of opinions on which areas are deserving of more attention depending on peoples favourite activities.	Proposals will be assessed against each other, and against projects in other Council areas, during the LTP budgeting process. All proposals will be prioritised accordingly in the greater scheme of council works.
Zoo needs to be moved	A separate, concurrent process is underway to determine the best outcome for the existing Brooklands Zoo. Brooklands Zoo is a much loved facility in this location and there was no brief for possible zoo relocation given through the Strategic Vision development for Brooklands Zoo.	The results of the parallel zoo project will be incorporated into the Pukekura Park reserve management plan upon completion

Summary

This doesn't appear to be a high priority for many public submitters. Any changes in this area will need associated car parking consideration, either through more regular opening of the lawn for overflow parking or creating new parking on Kaimata St. As an entrance to the Zoo, Bowl events, Gables and new Enviro-Hub there is room for improved amenity and functionality to give people the opportunity to appreciate entering a premier park. It also does not properly allow for buses to drive up and turn around. A tidy up of this area to create a coherent, integrated appearance and better arrival experience is still recommended due to the overwhelming popularity and high use of this space.

Q – What do you think of establishing an Enviro-hub next to Brooklands Zoo?





Key Comments

- *What's an enviro-hub?*
- *We don't have an Enviro-hub in New Plymouth. It would be a great opportunity for a hub to be situated in the park/green spaces with easy access for the public.*
- *White Elephant potential. So long as revamp of house kept to essentials it may be worthwhile. Note: only acceptable if Council employees DO NOT have to staff it.*
- *Utilizing the existing old curators house would be sensible if this concept was developed rather than trying to build a whole new place*
- *The real question you've avoided is the Zoo. It closes for almost a month each year for WOMAD. Is it really the best place for a zoo if that has to happen?*
- *What is wrong with setting it up at The Junction?*

Assessment of Concerns

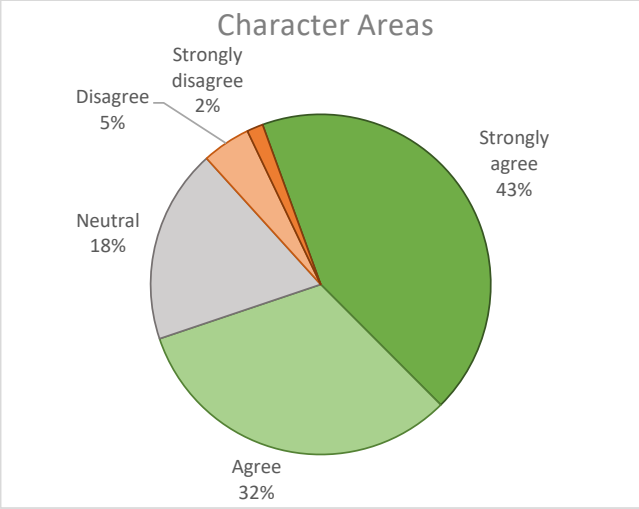
Consideration	Response	Recommendation & Reasoning
Lack of understanding about what the Enviro-Hub entails	The evolution of what the Hub becomes will be somewhat organic, so any definition is somewhat changeable. One of the reasons for having a trial, 'soft' opening period is to show what the space can, could and should aim to be. The current explanation for the Envirohub can be found at the following link: https://www.npdc.govt.nz/community/a-greener-district/brooklands-enviro-hub/	If the trial determines the Hub is feasible there will be an impetus to further advertise and promote the Hub and encourage wider use and understanding of the space.
Do not let it turn into a 'white elephant' or spend excessive resources on it	As a showcase for environmental responsibility one of the goals is to minimise ongoing resources and inputs needed to operate the space. As much work as possible is to be done with existing resources	The goal is for Council to manage the building, and for the users to 'self-manage' themselves and the space within accepted parameters set by Council. The space will also be available for Council related activities such as being a base for managing Bowl events, workshops, meetings and hot-desking. It also enables Council to better engage with community groups with environmental focuses
Why this location instead of the Junction?	The location within the park has a much higher public profile for showcasing everyday, residential-scaled, environmentally focused activities and promotions, and is much more accessible for the public to informally visit, quite apart from being in a much more attractive location. It also makes use of an existing building which would otherwise have limited scope for contributing to the park or community – it will complement the activities occurring at the Junction.	A site with existing infrastructure in a highly visited location is perfect for this type of volunteer-based activity. It has the opportunity to make use of the park environment to support 'green' activities as well as supporting Council work. Making a place for volunteers who may not otherwise meet each other, or have the opportunity to work in a dedicated space should enable all involved to build and grow through these relationships

Summary

Support for this proposal seems to be tempered by the thought that Council may have to spend large amounts of money to support the activity. While it is true that some modifications to the house would be beneficial to its operation as a public space, part of the ethos of the hub is to keep costs and resource use to a minimum, and to have the user groups be responsible for most of its operation, with council looking after the building (as it already does). An appreciation that this will make use of an asset that is otherwise unavailable for public use is also a positive. There are some concerns around if this is the best location, but with a better understanding of who plans to use it, and how the park environment complements this, those concerns should dissipate. Continuing with this proposal is recommended.

Character Areas & Water Management **65 Responses**

Q – Do you think it's important to identify character areas in Pukekura Park?





Key Comments

- *I am strongly supportive of this initiative. Too often Pukekura Park seems to switch between style of area with little reason.*
- *It's nice to have some designated special areas but I still love the wild nature of the outskirts.*
- *The entire park is has important character. Each area has special attributes depending on the visitors view.*
- *Seems like overkill, It is pretty obvious which parts of the park and different and why and a bit of common sense is all that is needed.*
- *For me these make Pukekura Park so special. Visitors to our city are regularly amazed and comment on how fortunate we are to have such varied botanical areas within the park.*

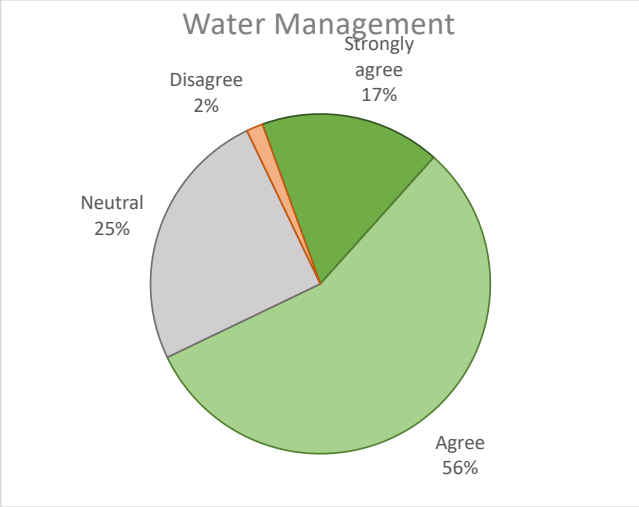
Assessment of Concerns

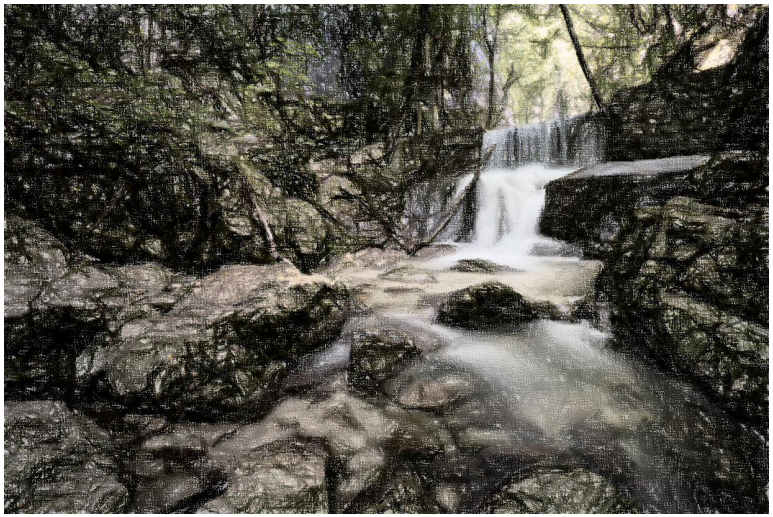
Consideration	Response	Recommendation & Reasoning
The areas seem self-evident. Why do they need to be defined?	Character areas are helpful in order to identify key park features and maintain a consistent management approach in the long-term (for example through staff and governance changes).	Having character areas with agreed upon goals and management principles will help maintain a long-term vision and consistency for the park regardless of staff or governance changes.
The park often seems to switch styles with no apparent reason	In places there have been times where there hasn't always been a clear direction or purpose for some spaces, and over time they have changed or become slightly diluted or muddled. Character area identification aims to maintain a coherent park purpose and consistent development programme.	As above.
Some areas seem better managed than others, there seems to be a 'one-size-fits-all' approach to the park at the moment	Maintenance is often carried out on a 'needs' basis and most effort generally goes towards the most visible, visited and popular areas. With limited resources it can be difficult to always give each area the attention it requires, to train staff in specific skills and to change the operational management approach when going between areas.	If character areas are formally identified, there is the possibility of further refining staff training and the approach to different areas. Although as with most Council activities, the effectiveness and efficiency will be based on resourcing. It is only possible for a small team to have so many approaches to maintenance and development.

Summary

There appears to be some slight confusion on some submitter's parts about the need for identifying character areas. This proposal is to assist with operational management and planning, and to ensure that different areas of the park are managed appropriately according to their character and purpose; as well as helping people understand why some areas are managed in certain ways and other areas may be managed differently. Character areas and the way they are managed are an important proposal to ensure consistent approaches to areas of the park through different generations of operations and planning staff.

Q – What do you think of the suggestions for better managing high flows in our lakes during extreme weather?





Key Comments

- *The streams and lakes are an important part of the character of the Park. Yet there are numerous times when streams are piped, not exposed. It would be great to have both streams from the Main Lake to the Fountain Lake being exposed all the way.*
- *The lake needs a good clean it looks terrible*
- *Anything to improve these so long as they don't take away from the look and feel of our beautiful park.*
- *Do what needs to be done in order to keep the integrity of the park.*
- *Balancing the benefit of soft surfaces with sediment reduction into the lake is a tough one.*
- *Water quality is a long term issue and any improvement must be a bonus.*
- *I have walked through in extreme weather events so fully understand what's needed.*
- *Managing high flows etc will become an increasingly common event and as much planning now is essential*

Assessment of Concerns

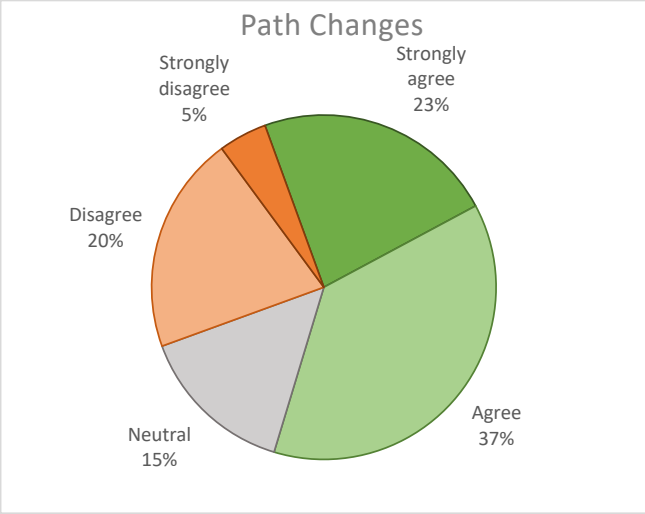
Consideration	Response	Recommendation & Reasoning
Do what needs to be done	This is a specialised subject requiring the input of trained engineers to recommend appropriate mitigating measures alongside the operational experience provided by staff. There may be an acceptable middle ground between the ideal engineering outcome and minimising changes to the park environment.	This is a subject which could result in the recommendation of some significant changes to well-known park features such as the waterways and dams. Best practice water management will need to be combined with a sympathetic understanding of the existing park environment and its values in order to come to a realistic and workable solution.

Summary

Submitters are overwhelmingly in support of improving water quality and safely managing high water flows. By and large there is an understanding that this is a necessary part of managing the park. The only caveats being that interventions should not detract from the park wherever possible, they should be long-term solutions and that natural responses are preferred to hard, unattractive engineering or high levels of ongoing maintenance. Their faith is being placed in those with experience in these matters and we need to do our best not to let people down by creating something that is not in keeping with the park character.

Path Network & Wayfinding **88 Responses**

Q – What do you think of sealing a small number of selected paths?





Key Comments

- *Park will lose character by sealing paths.*
- *As a runner, I hate the sealing of paths. However, it is clear that some paths require it.*
- *I like the natural feeling of the park. The high volume paths around the lake are already sealed, we probably don't need any more.*
- *This would make the park more accessible for wheelchair users and people who use walking frames.*
- *II understand the idea of sealing to ease gravel run off; my concern is the tree roots which push up sealed areas.*
- *I understand the need to keep metal from leaching into the lake. Can any sealed paths be as water permeable as possible?*
- *Could be useful for main routes only, but don't overdo such a plan, as the natural paths are part of the beauty.*

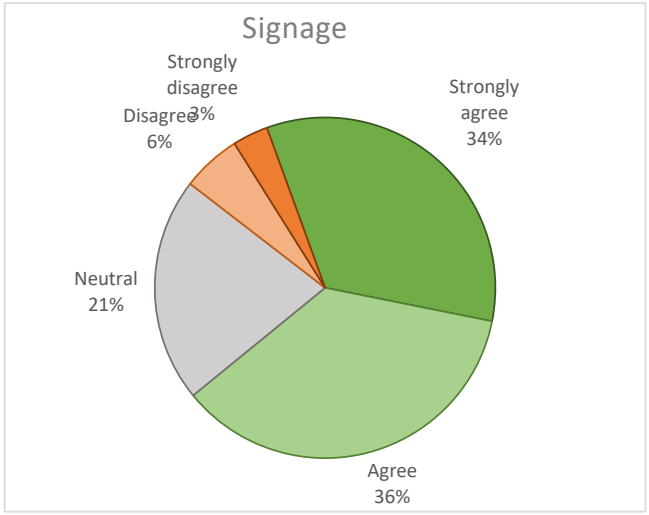
Assessment of Concerns

Consideration	Response	Recommendation & Reasoning
Natural paths are softer for running	The paths proposed are not extensive and primarily only next to the main waterways. There are still around 20km of unsealed paths available for jogging and other activities within the park.	Sealed paths are more suitable for a greater range of activities such people with accessibility and coordination issues, dog walking, narrow wheeled prams and walkers etc. It also reduces everyday maintenance needs on the highest use paths in addition to reducing sediment runoff.
There are enough sealed sections already/Don't overdo it	In relation to the total number of paths available there are very few sealed paths. It is proposed to only seal critical, high-use paths which will clearly benefit from this investment.	The proposed sealed sections would only be installed in areas where they would reduce gravel runoff into the waterways and to create clear, accessible loop tracks in the highest use locations.
It will detract from the natural feeling of the park	This is a possibility if care is not taken to be selective in the use of materials, construction and proposed locations. There are already sections of sealed paths within the park which don't appear to overly detract from the 'natural' feeling of this primarily man-made park.	It will be necessary to be critical and methodical when selecting the best surface materials and construction methods to ensure that any paths fit the surrounding environment properly while still achieving their goals.

Summary

Relatively divisive, some are happy to see greater accessibility, while others lament the potential loss of natural character and the sound of the 'crunch' of gravel. There is also a large contingent of joggers who much prefer the softer gravel surfaces, and some concern over slippery finishes. Interventions proposed are minimal, and only on high use routes which would benefit from reduced maintenance, or adjacent to lakes to reduce gravel infiltration, and to create a sealed 'loop' track around the lake from the Tea House area to provide a better varied experience for those who struggle to traverse the gravel paths which move underfoot. This minimal approach is still recommended.

Q – What do you think of installing a better signs system?





Key Comments

- *Get rid of the corten steel signs.*
- *The current signs are hard to read!*
- *I don't believe the current signage is inadequate. No-one gets lost. Part of the beauty of the park is "discovery", and that happens when you do take an unexpected turn or path.*
- *Even as someone who has used the park for over 40 years the paths and lack of signage can be confusing.*
- *I don't think this is necessary. A few years ago substantial amounts of money was spent on rusty signs that people couldn't read.*
- *It's hard to even find a reliable map of the park today*
- *Yes would be nice to know where you are going and what part of NP you are near to. Gives you some orientation as you go off the main track.*

Assessment of Concerns

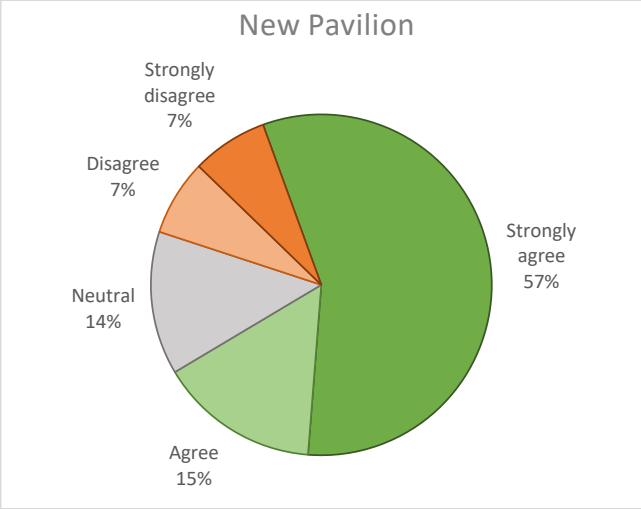
Consideration	Response	Recommendation & Reasoning
The current signs are not attractive	While this is a matter of personal taste, there are a large number of people who appear to agree. More pertinent is that the signs don't really fit the park environment very well nor do they serve their basic information function adequately.	A goal of the wayfinding project is to come up with a simple, inoffensive design which clearly shows relevant information without being a pronounced feature in itself, allowing the surrounding environment to continue being the primary interest.
A lot of money was already spent on signs and retrofitting them	Yes, some resource was committed to the most recent corten signage which was installed in a few locations. However it has become readily apparent that they are not fit-for-purpose and are not achieving much in contributing to wayfinding or attractiveness.	The wayfinding project has used a 'first principles' approach and is looking at the needs of the park and visitors as a whole. Anticipating journeys through the park and what people might need to help them navigate and enjoy the park has been a priority in preference to adapting existing infrastructure appears to have fundamental flaws.
It's not needed, nobody gets lost and accidentally discovering things is nice	Evidence suggests that this is not the case. There are many examples of people not being sure which way to go, or how to get to specific locations. It is not always a pleasant feeling to end up somewhere unexpected, particularly if you don't know how to get to where you had planned to go, or how to get back. There will be areas with less intensive way-finding that will allow for natural discovery to occur.	The wayfinding proposed should discretely help people navigate the park without becoming confused or disoriented. With around 20km of pathways criss-crossing the park it is important to help people be confident they are heading where they want to go. It will likely also encourage people to visit some of the lesser frequented areas of the park as people will be confident of where they are heading and the ability to continue to another area of the park without the concern of becoming lost or coming to a dead-end.

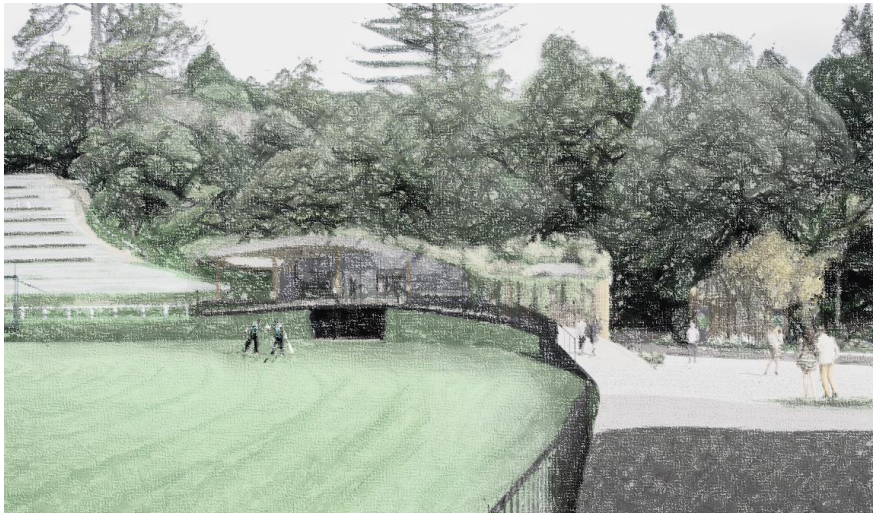
Summary

This proposal has a high level of support and a low level of disagreement. Of the few concerns presented, they are limited to costs on top of what was previously spent, and the need for better design in light of the discord which the previous corten steel signs engendered. A small number of submitters believed the signage is adequate and that 'discovery' (i.e. getting lost) is part of the park experience. This may be okay in a smaller park, but not in one which covers around 50 hectares, and has a large number of new as well as regular visitors. People need to be able to know where they are and where they would like to go. Provided new signage is fit-for-purpose, not too obtrusive and complements the park's character it is a high value park improvement which should be prioritised. With over 1,000 individual signs of various design around the park, there is a good opportunity to rationalise the numbers and make them look like they belong to the same place. Wayfinding and signage has been regularly raised as a criticism of the park through the Green Flag awards.

Pavilion & Fillis St Entrance **126 Responses**

Q – What do you think of replacing the Bellringer Pavilion?





Key Comments

- *Great idea. It should be a community hub within the Park*
- *Need to, it's well overdue*
- *Pukekura park is an amazing setting to top level cricket and I believe that the facilities need to be suitable to accommodate this*
- *It is a sore thumb in a beautiful setting. It severely needs a style update or removal*
- *This building is in need of a make-over but that's all... think of the ratepayers pockets please*
- *The proposed design looks amazing - it's great how it blends into the natural background.*
- *For many locals and visitors this is the gateway to the park and it is now an aging building that doesn't say 'come in and visit me'. A new building will add an additional focal point and be a strong attraction.*
- *If the Bellringer Pavilion absolutely HAS to be replaced, I feel Taranaki Cricket Assoc should make a significant contribution to the cost. All the cost of improvement of cricket facilities should not be borne by the ratepayers.*

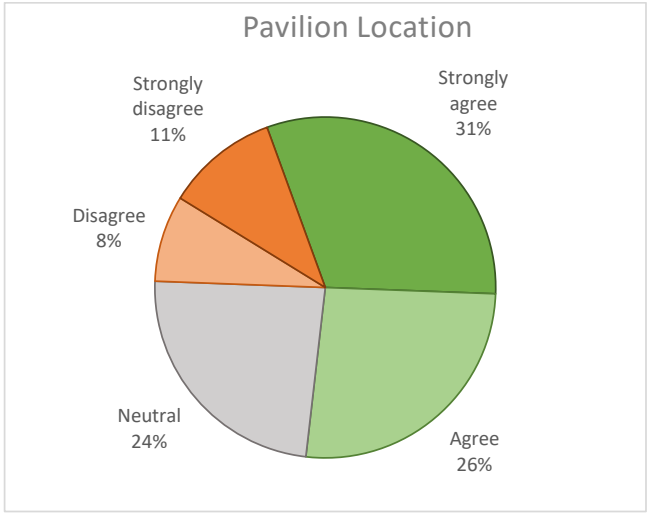
Assessment of Concerns

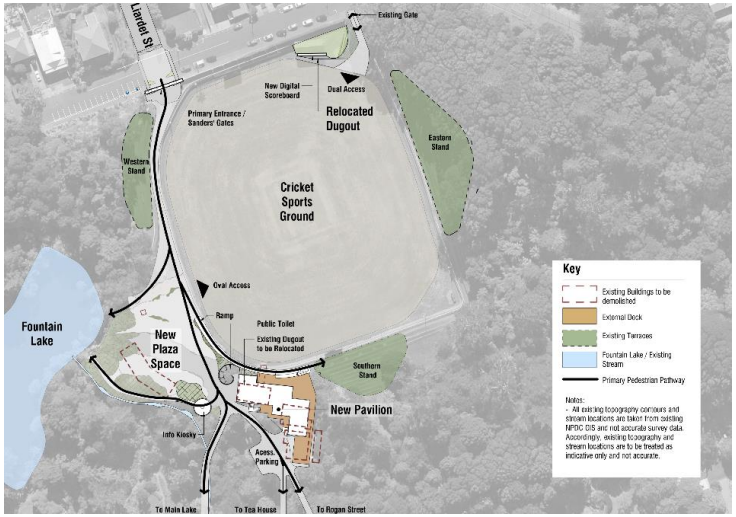
Consideration	Response	Recommendation & Reasoning
The building only needs a makeover	Reports indicate that the building has substantial structural issues, as well as no longer being fit for purpose for first class sport.	While it may be technically possible to 'makeover' the existing building, the costs would likely be as much as a new build, and many of the compromising features of the existing Bellringer pavilion would still be present.
Taranaki Cricket should contribute significantly	While a primary driver for a new pavilion is the ability to continue hosting first class cricket, the goal for a new pavilion is to be more widely available for other uses as well. With a more diverse user base and increased options for use, cricket will no longer have so much 'ownership' of any new pavilion space.	There is likely a discussion to be held with Taranaki/Central Districts/NZ cricket about their ability or willingness to contribute to the pavilion – particularly given the amount of operational money spent on the upkeep of the existing cricket sportsground to a first class standard for a scant number of annual matches.
Spend less on a minimum spend structure	This is one valid approach to the problem. However at this point the work has focused on trying to meet all the requirements for an attractive facility in this concept in preference to a minimum complying standard.	It is felt that this is a great opportunity to present a forward-thinking, high-quality building that meets many needs, particularly at a premier sportsground at the main entrance to our most visited park. It feels that something of substance could be more fitting than a bare bones structure.
The design should be traditional/Victorian	The park has nearly 150 years of history and development. At each point in its history there have been structures created which are contemporary with the time of their creation. A new pavilion would be an opportunity for something to be created which contributes to the park reflective of the current era.	If there were an existing, valued structure or spatial design around the sportsground which clearly evoked a specific time period, and a different style would be in conflict with that, there would be a compelling argument to reflect or complement that style. However, recreating a bygone character without any reference points would not be authentic or in the best interests of the park and the pavilion's desired use.

Summary

There is widespread agreement that something needs to be done about the state of the pavilion. Most people are in favour of a new facility which meets sportsground and community needs. Some comments refer to refurbishing the current pavilion, while this is a possibility, the issues with this building mean that it would be an expensive undertaking, and the current limitations of the space would still largely be present even in a refurbished building. In addition this site does not meet newer cricket standards for proximity to the playing surface. If a pavilion is desired for the park, this should be a high priority project. If no pavilion is needed, or NZC demands that the boundaries meet minimum regulation requirements (as opposed to the current allowance for fields approved prior to 2007) the current building should be demolished as it is no longer fit for purpose and doesn't meet contemporary structural standards. In this instance other, community based facility options should be explored.

Q – What do you think of relocating the pavilion to a site next to the southern terraces?





Key Comments

- *Will need to have cricket ball proof glass!*
- *Should leave it in the same area if anything just move it forward closer to the edge of the cricket grounds.*
- *Place in corner between the 2 terraces.*
- *Better location for those associated with cricket and out of the way of the general public who can reclaim the space occupied by the current pavilion especially if the carpark is removed.*
- *Seems a good area for it, love the concept drawings, anything has to include upgraded toilet facilities, the current women's toilets are barely functional and embarrassing.*
- *Do it once do it right. Future proof the ground.*
- *Brilliant location at the site of the groundsman current dug out. This site helps to open up the Park not only for cricket but all general public users.*

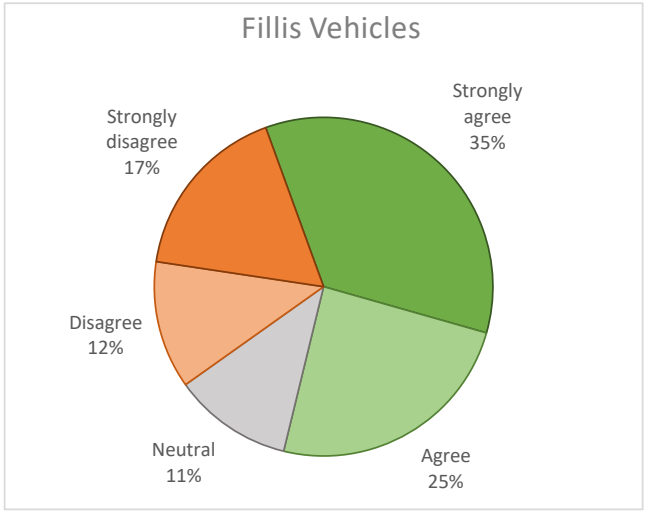
Assessment of Concerns

Consideration	Response	Recommendation & Reasoning
Put it in location X/Y/Z Leave it where it is	While we have only shown the preferred option, a working group of stakeholders, staff and designers worked through multiple sites and options and concluded that this is the most feasible and appropriate location for a new pavilion.	The suitability and/or problems to be solved with the locations on the other corners of the sportsground were not considered to be worth the benefits which might accrue. Replacement in the existing location would not meet all the requirements for a new pavilion, particularly for first-class sport.
Glass will have to be smash-proof!	Yes, it certainly will.	Installation shatter-resistant glass to mitigate effects of cricket balls hitting the pavilion will be part of any construction – this will also include latest technology of window films to prevent bird strike given the surrounding forest environment and bird life of the park.
Something beautiful should be put in the location of the existing pavilion if it is moved	This is also a primary consideration of the project which includes the surrounds and wider park entrance. The goal is to create a welcoming, usable space that makes the most of the beautiful surrounds and opportunities which may become available if this area is opened up, especially with the Fountain Lake aspect.	The site needs to continue being considered as a whole, and equal focus needs to be put on the surrounding environment and the physical building, always keeping in mind the visitor and user experience, and the interactions between space, environment and structure.

Summary

The site was chosen after a comprehensive assessment, and with the input of a working group which included Taranaki Cricket, FoPP, Events team and Operations staff. All the sites investigated (including the existing site) had their merits, but the proposed site provided the most opportunities and greatest benefit to the largest amount of users. The corner site between the southern and western terraces was closely looked into, but the difficulties with developing the site and the need to still create new, separate toilets and visitor information meant that this option didn't end up being as attractive as the proposed site.

Q – What do you think of stopping public vehicle access through the Fillis Street gates?





Key Comments

- *GET RID OF CARS IN THE PARK!!!! The car park creates a horrible front entrance.*
- *Don't think cars should be inside the gates. But need to consider parking elsewhere.*
- *If you are coming to the Park, you are going to walk around so what is 50m extra!*
- *I think this would give a much greater opportunity to draw people in but do worry about people with disabilities.*
- *Use the space for enlarging the cricket ground, not parking*
- *We need more car parking not less*
- *It works as it is.*
- *Thank goodness. I hate that cars are allowed in here and feel like the shared access road is a death trap. Try pushing a pram down it while a car squeezes to try to get past. Add toddler on a scooter and it's impossible. People should be exercising. Walking 50m from your car is good for you*
- *This is a good idea as it will create a sense of arrival and also make for a good, safe meeting place, especially for visiting groups.*

Assessment of Concerns

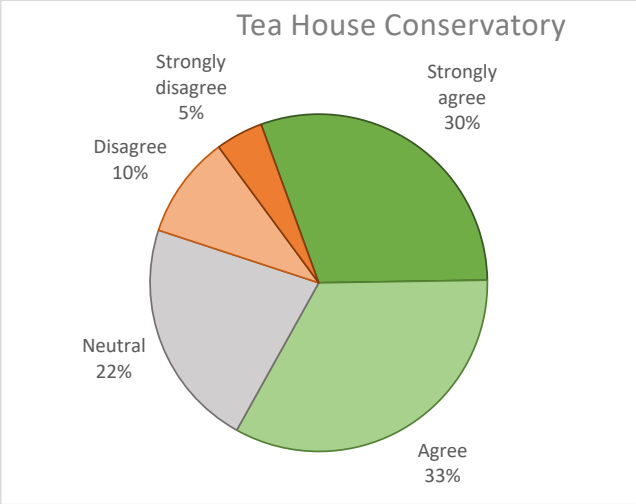
Consideration	Response	Recommendation & Reasoning
Disability accessibility needs to be considered	Park accessibility for all abilities is an important consideration. While not all areas of the park may be easily accessed by all people due to its sheer size and variety, as a main entrance this is an important consideration in this location.	We understand that this is the primary entrance for those wishing to visit the tea house, some of which are elderly and less abled. While an additional 120m may or may not be an insurmountable obstacle, a modified design is to be considered as an option which allows for a number of mobility parking spaces only inside the park.
Will there be enough parks and what would it mean for local residents?	If there is the ability to modify the parking options on Fillis St the total number of available parks will remain essentially the same. Depending on the design put forward there may either be minimal impact on local residents, or roadside parking on the residential side of Fillis St may be completely removed.	Further work needs to be undertaken alongside the Transport Team (and in particular the Let's Go group) to determine the most suitable layout of any additional parking on Fillis St.
Would this enable an increase to the sportsground size?	It is not feasible to meaningfully increase the size of the sportsground without substantial and extensive modifications to the park which would irrevocably change the park's character	In order to make the sportsground large enough to meet current men's first class cricket size recommendations either the boundary would have to extend all the way to Fountain Lake, or the Eastern stands would have to be cut back by many tens of metres
What about users accessing the pavilion and tea house?	There is only one mobility park at the Tea House. The distance from Sanders Gates to the tea house is approximately 250m compared to 130m from the existing car park.	There is a possibility of incorporating a small number of mobility spaces inside the park. It would also be possible for pavilion users to access a loading zone next to the building. An option for pavilion users is also to enable parking within the park outside of daylight/busy hours. This could be managed through a digital signage system at the entry. Service vehicles for the park and tea house would still be permitted access.

Summary

Removing vehicles from this primary park entrance is broadly supported. The sticking point seems to be access for those with mobility issues, and to a lesser extent parents and pavilion users. A modified design which allows for mobility parking only during busy day-time periods, and some limited 'after hours' parking at the pavilion for events would seem to address the majority of concerns. All able bodied people should not have an issue with walking a small extra distance into the park. Paraphrasing a public submission, you're coming to the park to walk around, so what difference does it make if you start that journey a few metres sooner? Restricting vehicles from this entrance area is recommended to be pursued.

Tea House Plaza, Cannon Hill & Cycling **136 Responses**

Q - What do you think of creating an all-weather heritage glasshouse dining option at the Tea House?





Key Submitter Comments

- *It's a nice to have, not a necessity.*
- *All weather dining and parking out on Fillis St and no covered pedestrian access do not seem to be compatible.*
- *I like the cafe the way it is.*
- *As long as this is designed to work in with the park environment, this will be an asset to all park users.*
- *It would be a good alternative to those physically unable to handle the steep fernery steps*
- *The proposal itself looks good, especially if the pretty character is kept.*
- *The teahouse is iconic as it stands. The proposal would detract from this.*
- *To me the Kiosk is woefully under-utilised, so if making an all-weather space increases its usability then go ahead.*
- *The Teahouse has inside seating for over 60 but does little trade on wet days. The winter heating bill is over $1200 per month which equals the profit on over 500 coffees. Cleaning glass currently takes four hours a week. The larger glass area would be a full time job. Servicing a larger area would require more staff.*

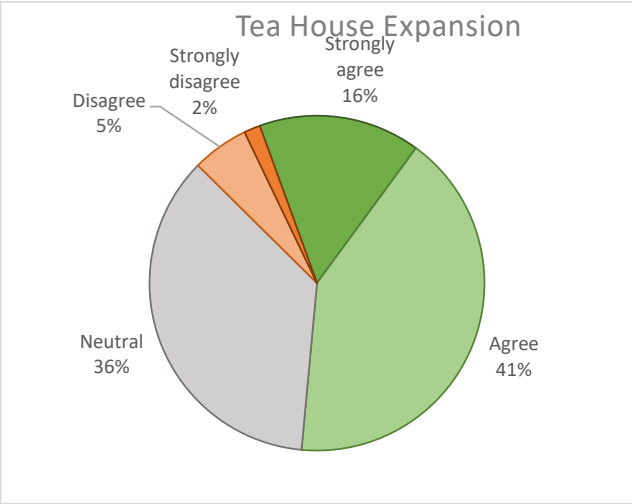
Assessment of Concerns

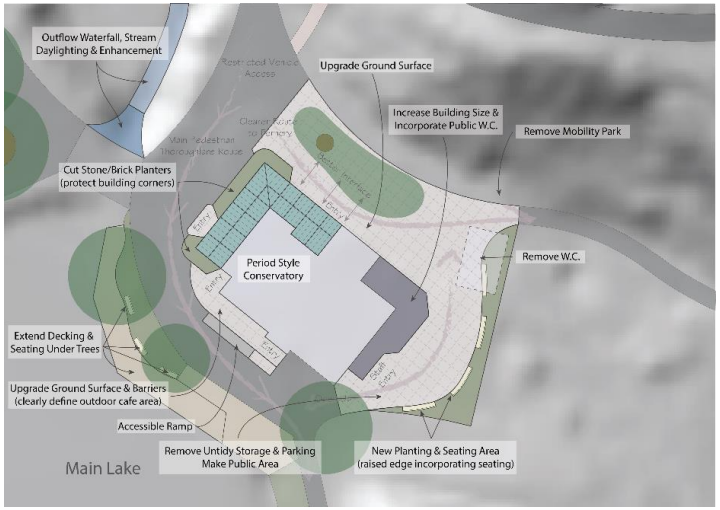
Consideration	Response	Recommendation & Reasoning
It's a nice to have, not a necessity	Yes it is. We are looking at all options which could potentially improve the park user experience at this point in the process including aspirational, nice-to-have options as well as more prosaic, maintenance based projects.	A more detailed analysis of the likely benefits which may accrue from this project would be needed before a final decision is taken to proceed. An exploration of ways to improve the café experience and make the surrounds more appealing is needed though.
What would the return on investment be?	This is unknown at this early stage. That said, investment in the park is not a purely commercial exercise, and there are benefits which may be realised to all park users which aren't directly associated with an economic return.	It is hoped that any improvements to the tea house and surrounds would enable any operator of the facility to create an increased turnover and make the business more viable, which could in turn result in greater potential rental income for Council.
It would cost a fortune to maintain it	Any new asset comes with associated operational/maintenance expenses. Much of the upkeep is anticipated to be carried out by parks (fernery) staff, and the day-to-day cleaning would likely be the responsibility of the tea house operator.	More analysis of the ongoing costs and the willingness of Council and the operator to bear these is needed before any physical project is undertaken.
Many people visit with dogs. Could there be a dog-friendly undercover option as well?	This is a great idea and something which has not been widely considered to date.	Investigation into a pleasant, sheltered outdoor space which Is 'dog-friendly' should be undertaken in the next phase of work. This could be looking into ways to make the wisteria pergola more appealing or a modification of an existing area nearby.
It's a bit grand, perhaps simpler covered options are more suitable	This is a reasonable suggestion, and worth looking into.	It is possible that there is a lack of decent, sheltered seating options in key locations throughout the park, and not just around the tea house. This is something that should be investigated, and could be prepared to compare to the glass house option.

Summary

While there seems to be support for a well-designed conservatory attached to the Tea House, it does not seem to be something that ranks high on people's priority list. There are some concerns about the amount of use it may receive and the additional burden and costs to the operator and fernery staff. These concerns may be addressed by other proposals to improve the service areas and surrounding space which may well make the operation more attractive to different operators and a wider variety of patrons. The proposals for the Tea House should be retained for further consideration, but evaluated as a whole package for likely positive and negative impacts on operation, appearance and patronage.

Q – What do you think of expanding the building for storage and kitchen space?





Key Comments

- *Providing this is what the business owners need.*
- *If there is a way of increasing profit by doing this then do it. If no financial gain to be made then do not do this.*
- *Any extensions must look like they are part of the original.*
- *Who is going to pay?*
- *The expansion will need to be at the back. Can't take any space from the front.*
- *As the operator I can say that we currently work at the maximum ability of the present lay out and storage capacity.*
- *Building could be so much more than just a cafe which opens infrequently. Could be a restaurant or venue which could be leased for social occasions such as weddings etc.*

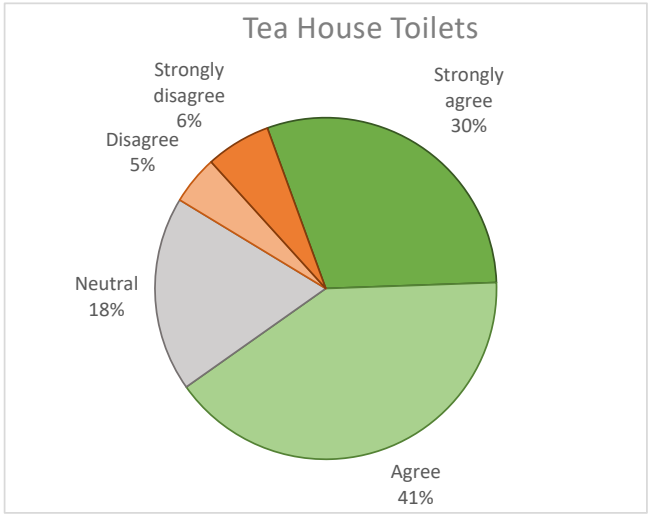
Assessment of Concerns

Consideration	Response	Recommendation & Reasoning
Does the business need this? Is there a financial gain to be made by doing this?	Under the current service model, possibly not. If there is a desire to improve and increase the offerings available from the tea house then additional options could be beneficial to enable operators to offer this.	As a business decision made in isolation it may not be a straightforward decision to make. However, if included in the wider consideration of improving the user experience of the park and tea house (a Council asset) it is worth further investigation.
It must be in keeping with the original design	This is an integral and non-negotiable part of the proposal.	It is understood that previous proposals have met with resistance, in large part because of their lack of sympathy and integration with the existing 1930s style of the tea house. It is imperative that any changes in this area complement existing qualities and character.
Would this improve the quality and scope of the available café options?	While this is an unknown, it is hoped that if the tea house has the ability to more easily provide greater service options that any operator would try to take advantage of this.	Providing potential operators with better infrastructure and a wider variety of available options to run the business should in theory allow for the tea house to maximise its potential, and for there to be a greater number of applicants if and when the current contract ends.

Summary

As above. Needs to be considered as part of a package of modifications and looked at for overall impact.

Q – What do you think of removing the existing public toilets and incorporating new ones into the building (with external access)?





Key Comments

- *Those are horrible toilets. They are a disgrace on the Council's name.*
- *As long as they are still open all the time and not only when the tea house is open*
- *They work ok now and we need to stop spending until we are more financial.*
- *Like most of the toilets in the park the current ones are uninviting, damp and not very hygienic!*
- *The toilets have a lot of night time activity including sleepovers by the homeless. Being attached to the building allows hidden activity and a reason to be on or in the close vicinity of the premises.*
- *Existing toilets not in an obvious location and are dated*

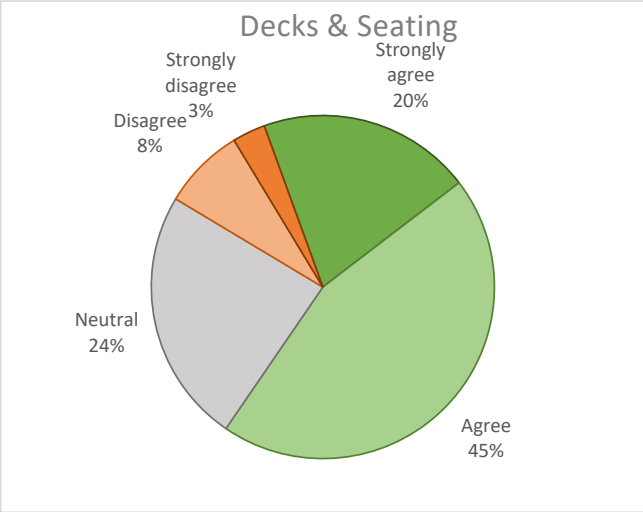
Assessment of Concerns

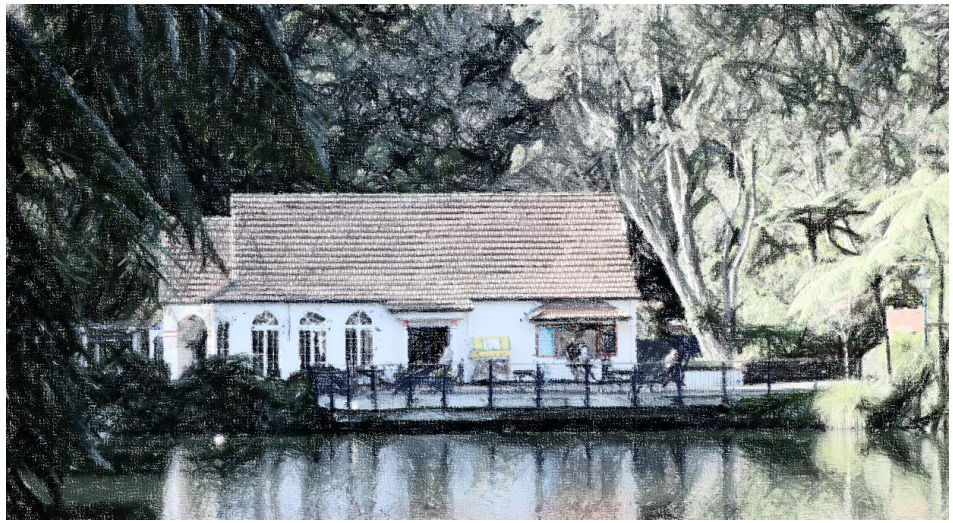
Consideration	Response	Recommendation & Reasoning
Toilets need to be open all the time	The public, externally accessed side of the toilets would be open during normal park hours.	The toilets would certainly be accessible during normal visiting hours and events (such as festival of lights). They may be closed overnight to minimise potential vandalism and 'rough-sleeping' though.
Is this a necessary cost?	The current toilets are poorly located and very aged. In order to continue maintaining the park as a premier space, it is necessary to continually look at the quality and purpose of existing infrastructure.	The location and appearance of the current toilet block is not in keeping with provision of a high-quality visitor experience. Neither is the current location very obvious or appealing for users. Anecdotally, a number of people are also turned away from the tea house wanting to use their facilities.
The tea house operator shouldn't be the first port of call for any toilet issues	This is not the intent of this proposal, and all efforts will be made to ensure that there is a clear distinction between the 'public' toilets and tea house customer toilets, and that Council is responsible for the public side.	The public toilets would only be accessible from outside of the tea house, with the internal toilets being physically separated from the external ones. Council would be responsible for cleaning, maintenance and call-outs to the public toilets.

Summary

There appears to be a high level of support for upgraded toilets in this area, and a general consensus that the existing toilets aren't really very nice or fit-for-purpose any more. The integration of new toilets with a Tea House expansion has slightly more mixed reviews, however this should be able to be addressed through intelligent design, forward planning and allowance for sufficient maintenance. There should be serious consideration given to some form of new facility in a better location in this vicinity regardless of if they are attached to the Tea House or not. Attaching them to the Tea House though, would keep the park facilities in a compact area which doesn't spread into the surrounding park open space which is highly valued by park users.

Q – What do you think of expanding the deck under the trees with lake-facing seating?





Key Comments

- *Unnecessary expense. Not adding anything.*
- *Any further seating areas overlooking the lake would be advantageous.*
- *Seating has to be practical with lake views. I'm not sure the smelly lakes are that pleasant to sit and eat around.*
- *Nice idea as long as it is not too costly, e.g. NOT extending out over the lake, just under the trees which are valuable shade*
- *This is a busy and high volume congregation/ engagement spot with events, lake users etc. Makes sense.*
- *In the summer this is a great place to relax and socialise and is very popular in the summer and fine evenings so an extension of deck and seating would be fabulous*
- *This was extended only a few years ago at some considerable expense, and further expansion is just an expensive fanciful idea.*

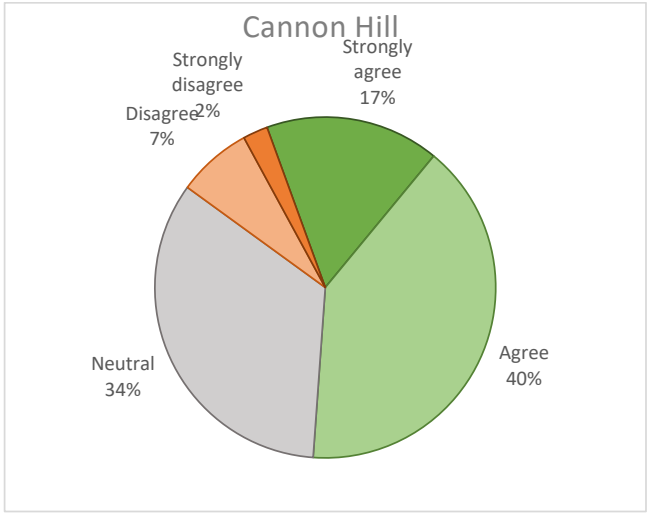
Assessment of Concerns

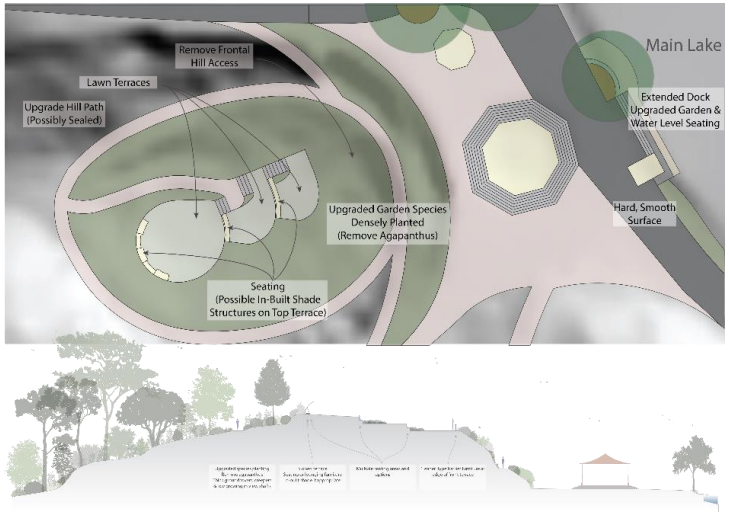
Consideration	Response	Recommendation & Reasoning
The area was extended just a few years ago at some expense	Yes it was. However, one of the principles of reviewing the reserve management plan is to look at all potential areas for improvement and make suggestions that could better the park experience or management processes.	While this area has previously undergone renovation, it is a view of some that, for a variety of reasons, the changes were too limited in their scope and did not maximise the potential of the space to provide the highest quality visitor experience.
Seating needs to have a purpose and not detract from the lake	Absolutely. Every change to the park should be done with a purpose and seek to improve the overall experience wherever possible.	One of the reasons for looking at this aspect of the park is that the existing seating feels at times like it is not achieving the best outcomes in terms of allowing people to enjoy all the aspects of this space. Some seats are somewhat haphazardly located, not worrying too much about the overall user experience.
It wouldn't add anything	We appreciate that this is the view of some people (and not only on this issue, but many of them). We do not expect all users or submitters to use, or have an interest in, all the varying aspects of the park. It does not however, mean that others do not have a view or would enjoy some of the proposed changes.	There is a real likelihood that many people would enjoy the ability to enjoy shaded, uninterrupted views of the Main Lake, perhaps while enjoying an ice-cream or coffee from the tea house. Moving seats out of the way of a busy main thoroughfare could also help with the experience of this key spot in the park.

Summary

Some division of opinion is apparent over the extended decking area. There does however seem to be support for additional, tree-shaded seating in this busy area with views towards the lake. The area between the Tea House and lake does get congested at busy times and additional options facing away from the main thoroughfare could be of value but would be of low priority.

Q – What do you think of upgrading the paths and seating areas on Cannon Hill?





Key Comments

- *Where is Cannon Hill?*
- *Cannon Hill is a historical site but the access to it is pretty rough. It deserves better treatment.*
- *Again one of the best views in the Park but under-utilised.*
- *This would completely change the character of a special place in the park. It is special because the paths are small and hidden.*
- *Never sat there and too steep.*
- *I didn't even realise the hill existed until quite recently. I think it could be really cool.*
- *It is definitely one of the 'undiscovered' spots in the park, I quite like its secretive nature as it is.*

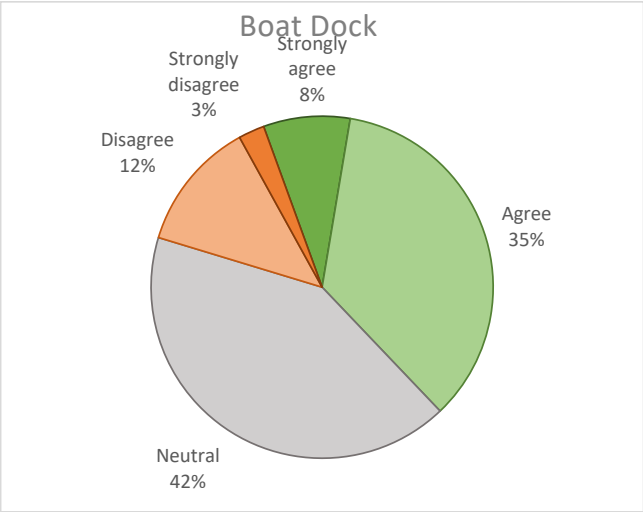
Assessment of Concerns

Consideration	Response	Recommendation & Reasoning
Its secretive nature makes it special	Unfortunately it's so secretive that most people don't even know that it exists! Historically this was a much visited and developed location that over time has not kept pace with the maintenance and development of the rest of the park.	Cannon Hill is one of the more important places in the history of the park, being the location of the first planting in the park, Chew Chong's flagstaff and (of course) Dickie Barrett's cannon (now in Puke Ariki). It presents one of the best views in the park and visitors should be more able to appreciate this area in greater comfort.
The images make the hill look highly modified, keep it natural	The views are section drawings (cuts) through the middle of the hill. These types of drawings (as they are intended) focus on ground levels along a specific axis, which can exaggerate any proposed changes, the surrounding areas around the platforms are still blended in and follow the current contours.	The hill is unable to really be comfortably visited by more than a couple of people at a time, hence the proposal to create multiple areas which try to follow the existing levels. In addition the hill has previously been highly modified with large cut paths and the entire front removed to make way for the current Main Lake dam.
Upgrade the paths, but don't seal them	This would be evaluated during a more detailed design phase. The wider intent is to minimise material changes unless necessary. Natural surfaces are preferred where suitable to meet the needs of the park and users.	The path surface would be dependent on the underlying ground conditions, the slope of the paths and the anticipated use. If a natural surface is not deemed suitable to withstand the conditions and traffic then a more solid surface may be required. Any final design would need to take into consideration retention of character and consideration of the vegetated character of the hill and how to ensure appropriate materiality to provide improved access while retaining health of vegetation.

Summary

A division of opinions between those who would like updates and those who don't want change. This is added to by a significant number of people who didn't even know Cannon Hill existed and had access to the top. Cannon Hill is one of the most significant places from the early development of the park, and has an interesting back-story. It was the location of the first official park plantings in 1876. While there is some merit to the viewpoint that secretive, natural paths add to the park experience, it does not seem to be an appropriate approach to a significant feature in the busiest part of the park. The fact that many people don't even know it exists or that they can access this area tends to support some level of development to improve accessibility and user experience, and to celebrate this park feature more suitably.

Q – What do you think about widening the dock and adding seating?





Key Comments

- *It smells and there is a lot of duck poo. I don't think people will use it*
- *Not necessary. Keep current character of the area.*
- *Just concerned that a lot of extra seating at the kiosk, on the lake and on the dock will make it a highly developed, unnatural area that will lose its quaint and historic character.*
- *A waste of money for what is a seldom used activity, hardly a strong attraction for the park so wasted money again.*
- *This would be great, especially if there was a way to add some shade; shaded public seating is often hard to find and a really useful facility for families.*

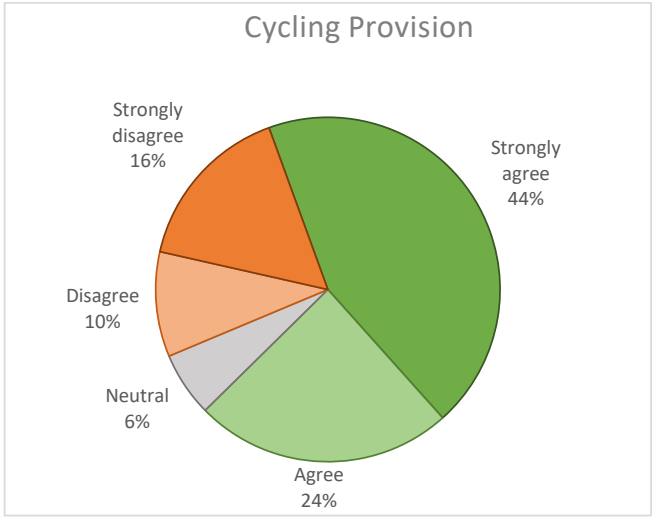
Assessment of Concerns

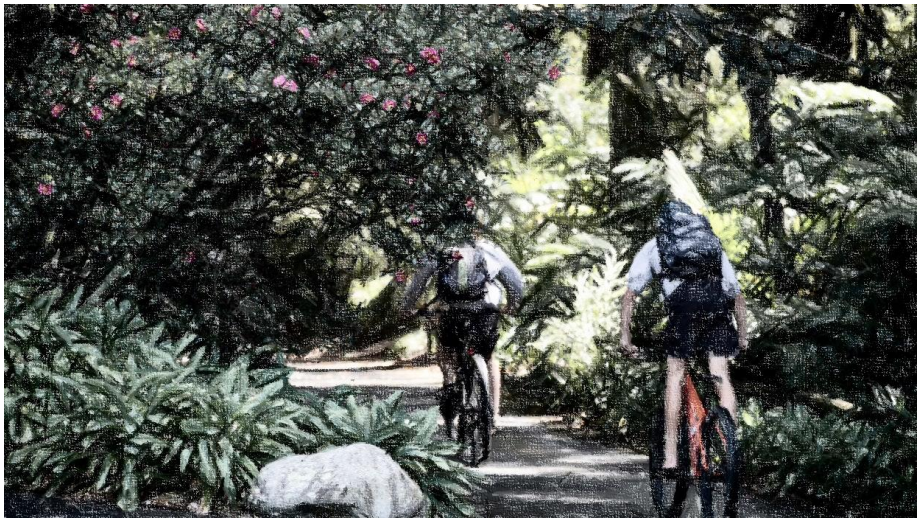
Consideration	Response	Recommendation & Reasoning
Wasted money on a seldom used area	Perhaps one of the reasons that this area is seldom used is that it is an under-developed, an area that feels and looks a little unloved. There is nothing here to encourage people to get closer to and enjoy this space.	While there is a great deal of water in the park, there are limited opportunities to get close to it and see the park from lake level. Being able to provide another experience and view for users is worth considering. There is an opportunity to use this as a catalyst for getting the rowboats out more often if they are easier to access.
Overdevelopment would change the 'quaint' character	The goal is not to do too much here, but to create a space which is complementary to the rest of the park.	This space is clearly lagging well behind the good development which has happened elsewhere in the park, and is starting to look shabby by comparison. Any design however needs to be sympathetic to the space and well-integrated with the surrounding vegetation and other existing built forms.
The boats are never out so development is unnecessary here	There is an appreciation from Council that perhaps the boats aren't out as often as they could potentially be.	The management of the lake rowboats needs to be reviewed to see if there is a need or want for these to be available more frequently. An upgrade to the dock may encourage whoever operates the boats to bring them out for hire more often.

Summary

This proposal doesn't seem to have a huge amount of support. It may be that we didn't explain the reasons or final product well enough, or that there just isn't a desire for users to want to get down to lake level and have this experience in this area. The area does feel a little unloved and poorly refined, so some minor improvements to the concrete work and edges of the approach and gardens may be of more value here in preference to a larger renovation.

Q – What do you think about providing separate off-road cycling routes within Pukekura Park?





Key Comments

- *The fact that so many people already do it shows that there is a lack of safe alternative.*
- *Bikes and walkers/runners don't mix, some cyclists think the park is a race track and with E-bikes a serious collision is only a matter of time.*
- *If the cyclists stay in their own area it would be fine and not come into walking tracks*
- *A cycle trail would need to be very well thought out so it doesn't impinge on current amazing trails that exist nor make for dangerous encounters with speeding cyclists.*
- *It is a problem for me already being partially deaf. Permitting cycles will only lead to motorised two wheel vehicles much like the Coastal Walkway. They will also not stick to a designated path and speed. No-one will police it and it will become a nuisance.*
- *Cycling has no part to play, anywhere, anytime in the park. It should continue to be prohibited at all times in all areas. Visitors enjoy and appreciate the safe walkways in the park, without having to forever move over for pushy bell-ringing cyclists who feel they always have the right of way (i.e. as on the Coastal "Walk"way).*
- *People want to meander and not be concerned about speeding cyclists. There's enough of that on the coastal walkway*
- *Cycling should be permitted, the park is a great off road route for commuting and should be encouraged. I would not be open to 100% open access everywhere, but key paths and routes should allow for bikes.*
- *Cyclists seem to be a very entitled group … There are hundreds of km of pathways that they can cycle on around NP. Please do not let them bully their way in to a place that many use for de-stressing, going for a quiet walk away from others, or for taking young children to enjoy the surroundings. The last thing we need is cyclists tearing through the place.*
- *Need a cycle path for commuters but it would be way too dangerous to allow general cycling (and I am a keen cyclist).*
- *In my experience cyclists are all about cyclists and often thoughtless, aggressive and downright dangerous often. They ruin the whole ambiance of the space and must be excluded from this rare space free off them.*

- *The route you've chosen isn't the best though. Steep and narrow.*
- *Maybe a cycle path on the park edge would be suitable otherwise leave the park as it is.*
- *The entire town needs to focus on green transport options. Cycling infrastructure is currently very poor in NP. It's very frustrating as a cyclist trying to pick safe and traffic free routes to get around NP.*
- *If the route sticks to sealed surfaces, that'd be great. Currently the park is a roadblock for cyclists, and enabling south-north and west-east routes would mean greater safety for cyclists of all ages - but cycling through the rest of the park should be a hard 'no', for walkers' safety.*
- *I love the idea of the outer trails being available for commuting. The idea of being able to gently ride through the park is very appealing.*
- *Opening up to bikes for specific tracks will lead to bikers thinking they can go anywhere!*
- *We want to be encouraging cycling as a viable mode of transport.*

Assessment of Concerns

Consideration	Response	Recommendation & Reasoning
People already cycle in the park so what is the big change? Why make rules that you don't enforce?	Cycling has never been permitted in the park since its creation, and Council are well aware that recently the signage, information and enforcement have been lacking. Council needs to make a strong decision around if cycling is permitted or not, as not enforcing a rule makes the creation or continuation of that rule pointless.	Part of the plan for any dedicated cycle path is to increase the prominence of information and education around restricted areas. This includes a planned enforcement regime if necessary. It appears that many users are not even aware that cycling is not permitted, and those that do know are not concerned about any repercussions.
Walkers and cyclists don't mix well Look at the coastal walkway conflicts	Generally, no they don't mix well. Any activity which attempts to combine users travelling at different speeds in the same space will inevitably cause some degree of conflict.	In some areas it is impracticable to completely separate pedestrians and cyclists, but these areas are, or have the ability to be, wide enough to relatively comfortably accommodate both. This is mainly along Brooklands Park Drive and between the zoo and Kaimata St.
The proliferation of e-bikes is becoming a problem	There are incidences where e-bikes enable people to reach areas they otherwise wouldn't be able to go. They also tend to travel at a higher speed than unpowered bikes, and some users don't seem to have an appreciation of the effect this has on other people.	Regardless of the preferred outcome, e-bikes should not be permitted in the park; at least without some kind of controls over speed and where they are allowed to go.
Will only work if cyclists stay in their own area. Give them an inch and they'll take a mile/Thin end of the wedge	There will always be those that like to push the boundaries of what is acceptable. Wider society and those given the mandate to make the rules need to ensure that the minority keep within the set rules, and do not make expansion an acceptable norm.	If this proposal is to be successful Council will need to be clear, committed and vigilant about enforcing where cycles are permitted in the park. Part of this will be ensuring any design sends the right cues to users about where they are encouraged to go, part will be suitable regulatory signage, and part will be consistent enforcement.
The park is the last accessible bastion of pedestrians taking peaceful, meandering strolls	This is likely correct, however on a daily basis cyclists are using the park and policing of this is difficult. There are not many (if any) other places within the city that are easily accessible and offer a quiet, relaxing environment without traffic or wheeled vehicles; enabling users to focus more on their enjoyment of the environment than needing to be constantly aware of different user types they may need to avoid.	With the push of the cycling fraternity, the advent of e-bikes and the encouragement of alternative transport options, cycling has spread to many areas. There is a good rationale for retaining places where pedestrians can perambulate at leisure without worrying about being approached at speed by vehicles. The proposed approach to providing a dedicated area for cyclists within the park aims to provide a compromise that should (if well implemented) reduce the cycling through the park that already occurs on the main routes where pedestrian only access is preferable.
There are hundreds of kilometres of places that	Since the park's beginnings cycling has never been allowed. Surrounding development over the years has meant that it is, if not	Allowing cycling in specific locations would be part of a wider alternative transport network encouraging safe cycle commuting,

cycles are already allowed, why do they need to be here?	difficult, then inconvenient, to cycle from one side or end of the park to the other. There are also many cyclists who prefer to use the park because it feels safer than the road network, it is quicker, and/or because it is more pleasant.	and potentially links to other network paths. This path is not proposed as a recreational facility (although it should be enjoyable, and youngsters would likely still learn to ride at Brooklands) but is meant primarily as a safer transit route than the surrounding roads.
The identified route looks too steep and narrow	As it stands, the identified path is not suitable between the house and carpark on Victoria Rd and Gilbert St and would require some work to make the gradient, width and surface suitable for cycling.	The identified path has the potential to become a suitable cycle path (although it may have some steeper areas in places). Further investigations would be necessary to fully determine the work required and any potential impacts on the immediate surrounds.

Summary

This is an idea with very few neutral viewpoints. People are by and large either for or against it, with the depth of feeling of the 'no' faction appearing much stronger than the 'yes' faction, even though there appears to be more numerical support for the idea of a cycle route. We know that some people already ride through the park – either through ignorance or disobedience. Knowing this led to officers trying to format a route which (if cycling were allowed) would minimise impacts on the existing use and character of the park, while making the areas of approved and prohibited cycling much clearer. To this end no cycling is anticipated to be permitted through the middle of the park, and the plan restricts it to the edge of the park and to existing roads in the majority of areas. There is a potential area of conflict at the top of Brooklands between the Zoo and Kaimata St which needs deeper consideration. There is also no intent to make it an area for mountain bikes etc. but to have a calm off road cycle option.

It feels like there is a 'nice to have' viewpoint from cycling supporters, whereas the no cycles viewpoints are much more strident about not permitting this activity. There are very valid arguments on both sides of the issue. It would be a safer commuting route, particularly to the steep, narrow end of Victoria Road which has little scope to make a safe cycle zone. It would also provide another nice experience for cyclists which is not really available in many other parts of the city. It is also true that many people feel intimidated by cyclists (some of whom don't always have the best manners) and are uncomfortable sharing paths with them, particularly if they are travelling at speed. It is also true that with the advent of e-bikes many people who under normal circumstances wouldn't be on cycles are getting into places they wouldn't otherwise be able to access, with minimal cycle handling skills and travelling at often inadvisable speeds.

However, any change to permit cycles in the park would be a fundamental change to a rule which has been in place since the inception of the park (regardless of the level of enforcement or adherence). It is true to an extent that there are almost no other locations in the city which are free from cycles, and allow people to meander and wander along without fear of having users of different speeds in the same space, and needing to worry about getting off paths or being caught unaware by approaching cycles. It is this relaxing aspect, in a highly accessible location, that appeals to so many park users.

If this proposal is to be further considered, it has also become clear that a shared path is not really a suitable option, and that wherever possible cyclists and pedestrians should be kept completely separate. The sheer volume of people who have related their bad experiences along the shared Coastal Walkway in their submissions leads us to believe that the problem would only be exacerbated in this location. Spaces are much safer and enjoyable when users are all travelling at the same speed, be it walking or cycling, and the associated reduction in potential and actual conflict helps people to relax and enjoy the environment more than they otherwise might. It is recommended

that if cycling is permitted, it should be so only on a dedicated cycle route in an area not highly frequented by pedestrians, and reinforced with design, regulatory signage and enforcement. If this is not attainable then cycles should continue to be excluded from the park.

Specific Submissions

The following provides summaries of specific submissions from interest groups outlining their key points. These have been integrated into the summaries of issues outlined above but are provided here for information.

Heritage Taranaki

- In recent years, inadequate recognition and protection of heritage features within Pukekura Park has resulted in both the partial, and complete, loss of individual features. E.g. Gates and turnstile at the Gilbert Street; river stone retaining wall below the former Park Tennis and Croquet clubrooms site on Victoria Road; corrugated iron shed at the former curators' residence on Victoria Road
- Other items have been subjected to inappropriate modifications and additions, such as the mid-century modern Bowl of Brooklands ticket office, and caretakers' sheds at Brooklands
- Impressed with the development and installation of interpretative panels and is supportive of further interpretative signage for other heritage features, although notes that some features may be best left unidentified (such as the blockhouse sites), owing to the potential for illegal fossicking
- Would like to see all known pre-1900 archaeological sites identified, mapped, and recorded in an appendix to the new Pukekura Park RMP
- Would like to see the development of protocols for staff and contractors, following best practice, for dealing with pre-1900 finds
- Metal detecting prohibited within Pukekura Park to protect from fossicking
- While supportive in principle of a cycle route, are concerned that the proposed route has the potential to damage heritage features including the Victoria Road Entrance Gates, former 1860 Carrington Road Blockhouse site, 1930 custodian's residence, site of first 1875 caretaker's residence, and the Park Tennis and Croquet lawn platforms
- Opposed to demolition of the oldest part of Bellringer Pavilion and would like to see:
    - The removal of 1950s and 1980s additions
    - Surviving elements of the 1924 Pavilion retained and protected from any demolition works
    - Restoration of the exterior of the building to its original 1924 form, especially:
        - The eastern facing front elevation
        - Side elevations
        - Main roof structure, especially where visible from front and side elevations
    - Reconfiguration of the interior to accommodate a heritage and information centre for Pukekura Park
- Supportive of Enviro-Hub provided all external and internal heritage features are retained and works undertaken in consultation with heritage professionals
- Concerned that operational area is in close proximity to a pre-1900 house site which was located approximately on the site of the band room
- Full list of proposed heritage features below:

Type	Name	Location	Construction	NPDC PDP	HNZPT	Notes
Building	Sportsground Pavilion (original portion)	Sportsground carpark	1923-24			Completed early-1924, designed by noted NP architect T. H. Bates, replaced earlier timber and corrugated iron buildings. Extended 1950s and 1980s.
Building	Sportsground Ticket Boxes	Sportsground carpark	1931	SCHED1 #41	Cat 2 #897	Two ticket boxes constructed during 1931 at the request of the Sportsground Committee.
Building	Tea House	Northern end of Main Lake	1931			Completed during 1931, the gift of former Mayor Mr C. H. Burgess and his wife on the occasion of their golden wedding anniversary
Building	Superintendent's House (Former), Victoria Road	Victoria Road	1930			Constructed 1930, home to park curators from completion until 1990.
Building	Curators Office (Former)	Sportsground carpark	1951-52			One of four hospitals planned by Governor Sir George Grey to provide medical care for Māori and Pakeha. Frederick Thatcher was commissioned by Grey to design the building and it was built by carpenter George Robinson. Originally located on the site of New Plymouth Girls High School, Mangorei Road, it was purchased by Newton and Mary King in 1904, and relocated to its present site at Brooklands.
Building	The Gables/New Plymouth Colonial Hospital (Former) and Morgue/Washhouse	Brooklands	1847-48 1904	SCHED1 #56a #56b	Cat 1 #29	Californian bungalow constructed for Newton King's son Waldyve in 1925; later occupied by Parks staff, and recently rented to private tenants.
Building	Waldyve King House (Former), Brooklands	Brooklands	1925			Californian bungalow constructed for Newton King's son Waldyve in 1925; later occupied by Parks staff, and recently rented to private tenants. Designed by noted New Plymouth architect T. H. Bates.
Building Remnants	Old Tea House	Adjacent Wisteria & Tea House	1917			Remnants of concrete building constructed next to the timber tea house in 1917 to house hot water apparatus, designed by noted NP architect Frank Messenger.

Type	Name	Location	Construction	NPDC PDP	HNZPT	Notes
Chimney Breast and Pre-1900 House Site	King Fireplace, Brooklands	Brooklands Lawn	1842-43	SCHED1 #29		Chimney breast constructed of local andesite, part of Henry Kings first homestead constructed on the site during 1842-43 And destroyed during the First Taranaki War. The chimney seems to have survived and was likely integrated into King's new house (later occupied by his brother-in-law George Cutfield), erected on the site of the first house following the War, and which survived until the late nineteenth century. Following removal of the house, the chimney was retained by Newton King as a garden feature.
Probable Well	Probable Well	Brooklands Lawn, beneath Copper Beech				Possible nineteenth century well, located beneath Copper Beech, east of chimney.
Building	Brooklands Ticket Office	Brooklands, Zoo Carpark	1965			Donated by the New Plymouth Lions Club in 1965.
Building	Caretakers Sheds (x2), Brooklands	Southern end of Brooklands Lawn	1920s-30s?			Probably constructed 1920s-30s, either for Newton King or NP Borough Council. Probably original timber doors recently replaced.
Rotunda	Band Rotunda	Northern end of Main Lake	1887	SCHED1 #1	Cat 1 #882	The concrete foundations for the rotunda were completed in 1887, and the steel work completed during the 1890s as funds allowed.
Drinking Fountain	Queen Victoria Fountain	Northern end of Main Lake	1897	SCHED1 #42	Cat 1 #908	Completed to mark the Queen Victoria's Diamond Jubilee in 1897.
Fountain	Lower Lake Fountain	Lower Lake	1955			Constructed to commemorate the visit of H.M. Queen Elizabeth the Second and the Duke of Edinburgh, during January 1954. Construction of the fountain was enabled following a substantial bequest from the Estate of the late Mrs Leah Graham.
Bridge	Poet's Bridge	Main Lake	1884 (abutments) 1937 (remainder)	SCHED1 #39	Cat 1 #7238	First bridge completed 1884 using donated proceeds of 1883 Auckland Sweepstake win – winning horse 'The Poet'. The bridge was reconstructed in 1939 using original 1884 concrete abutments.
Bridge	Boatshed Lawn Bridge	Main Lake/Serpentine	1953			Construction of the bridge was enabled following a substantial bequest from the Estate of the late Mrs Leah Graham; it replaced an earlier bridge.

Type	Name	Location	Construction	NPDC PDP	HNZPT	Notes
Steps	Concrete Steps	Northern end of Western Terrace, Sportsground	Circa 1910s-20s			Probably constructed during the 1910s-20s to provide better access to the western Sportsgrounds terraces, possibly designed by noted NP architect Frank Messenger.
Bones	Whale Bones	Southern Slope, Cannon Hill.	1892-93			Remnants of a Baleen whale stranded at the mouth of the Katikara Stream in early December 1892; the bones were carted to the Recreation Grounds to be displayed in March 1893. Remnant bones, probably parts of the jaw bone, survive on the southern slope of Cannon Hill.
Gates and Fence	Sanders Gates and Fence. Liardet Street Entrance	Liardet Street Entrance	1938			Completed during 1938 following a bequest from the Estate of Charles Score Sanders, designed by New Plymouth architects Griffiths & Stephenson.
Gates and Fence	Victoria Road Entrance Gates (original main gates)	Victoria Rd Entrance	1886-1890 1938			Original main (Liardet St) entrance gates constructed between 1886 and 1890; relocated to Victoria Road entrance prior to construction of Sanders' Gates in 1938.
Lawn Platforms	Park Tennis & Croquet Club lawn platforms	Victoria Road	1910			Level platforms created for the lawns of the Park Tennis and Croquet Club, which operated on this site from 1910 until 1953.
Concrete Steps and Platform	Main Lake landing steps and platform	Northern End of Main Lake	1917			Completed December 1917, designed by noted NP architect Frank Messenger.
Concrete Platform	Concrete cannon mounting platform, Cannon Hill	Summit of Cannon Hill	1904			Designed to mount at least two cannons (now in Puke Ariki), when they were shifted from the base to the summit of Cannon Hill in 1904. Parts of these concrete pads are visible and other parts likely survive under turf.
Earthen Tunnels and Cuttings	Earthen tunnels and cuttings associated with Fernery and Display Houses	Fernery & Display Houses	1924-			A series of display houses cut into the hillside and linked by earthen tunnels, completed in stages from the 1920s onwards.

Type	Name	Location	Construction	NPDC PDP	HNZPT	Notes
Fort Site	Carrington Road Blockhouse Site	Victoria Road, north of former curators' residence	1860	SCHED3 #163		One of nine blockhouses put up around New Plymouth in winter 1860 during the First Taranaki War, maintained until at least 1869.
Fort Site	Fort Herbert Blockhouse Site	Top of eastern terrace, Sportsground	1860	SCHED3 #162		One of nine blockhouses put up around New Plymouth in winter 1860 during the First Taranaki War.
Earthen Dam	Main Lake Dam	Northern end of Main Lake	1878-			Earthen 'puddle core' dam constructed 1878 to create Main Lake. Recent work on the concrete outlet uncovered cut andesite stone blocks associated with the original dam outlet.
Earthen Dam	Lower/Fountain Lake Dam	Northern end of Lower Lake	1893			Earthen dam constructed 1893 to create lower/fountain lake.
Earthen Embankment	Earthen embankment associated with rifle range, eastern hillside, above main lake	Eastern hillside, above Poet's Bridge	1864			This earthen embankment was constructed during 1864 to protect neighbouring properties (Brooklands) from stray bullets associated with a rifle range that existed in the Pukekura Stream Gully between 1863 and 1868.
Pre-1900 Building Site	Site of pre-1900 cottage	Town Section 1172	Pre-1880			Site of pre-1900 cottage. Building indicated on T. K. Skinner's 1880 Map of New Plymouth.
Pre-1900 Building Site	Site of pre-1900 cottage	Town Section 1174	Pre-1880			Site of pre-1900 cottage. Building indicated on T. K. Skinner's 1880 Map of New Plymouth.
Pre-1900 Building Site	Site of pre-1900 cottage	Town Section 1175	Pre-1880			Site of pre-1900 cottage. Building indicated on T. K. Skinner's 1880 Map of New Plymouth.
Pre-1900 Building Site	Site of pre-1900 house	Town Section 1196	Pre-1880			Site of pre-1900 house that survived into twentieth century. Building indicated on T. K. Skinner's 1880 Map of New Plymouth.
Pre-1900 Building Site	Site of Newton King's Villa	Northern end of Brooklands Lawn	Late-1880s or early- 1890s			Newton King had a large two-storied villa constructed near the northern end of the Brooklands lawn during the late-1880s or early- 1890s, this survived until it was deconstructed and sold off during the 1930s.

Type	Name	Location	Construction	NPDC PDP	HNZPT	Notes
Pre-1900 Building Site	Original site of bathing shed	In vicinity of Tea House (southern side)	1879			The bathing shed was completed in 1879 and originally located near the site of the present Tea Kiosk, it was later relocated at least once. Building indicated on T. K. Skinner's 1880 Map of New Plymouth and pre-1900 photographs.
Pre-1900 Building Site	Site of first caretaker's cottage	In vicinity of the 1930 Caretakers Residence, Victoria Road	Circa 1875			The first caretaker's cottage was constructed in the vicinity of the present building circa 1875. Building indicated on T. K. Skinner's 1880 Map of New Plymouth.
Earthen Terraces	Sportsground terracing (western, southern and eastern sides)	Sportsground	1900s-1920s			First terraces completed during the 1880s-90s, although most of the present terraces date from the first decades of the twentieth century.
Saw Pit	Saw Pit, Brooklands	Brooklands bush, under trees beside path	Circa mid-nineteenth century			Nineteenth century saw pit.

Summary

While it is admirable that Heritage Taranaki are keen to protect as much of the park's heritage as possible, the management plan will need to balance the retention of heritage values and character with management approaches and certain key development projects (ie. Bellringer pavilion and the updated ticket house at Brooklands). The park is an evolving place which needs the opportunity to adapt to changes in climate, environment, society, community and needs. Some of the items in the Heritage Taranaki list are already scheduled heritage items but others are yet to have expert assessment under the District Plan occur. This is a project that has been identified as needing to occur in order to provide an updated Schedule of Heritage items in the District Plan. A proposal to fund this work is being put through the Long Term Plan.

The proposed approach to heritage for the Pukekura Park Management Plan is therefore to focus on management approaches rather than to make judgements about value. It will also identify clear proposals in the Management Plan that will have impacts on items of interest. The proposal is to list all the elements that are considered to have interest in the Management Plan and to then identify a three tier system of management approach for these. This essentially identifies those items of interest that require active management (ie. Buildings and structures) and those that can remain in the park but don't require active management (eg. sites of past items of interest no longer in place such as the old tea house site and items that don't require management but can stay insitu such as the concrete canon base).

It is recommended that approach within the management plan focuses on management of these items of interest and that the formal review of heritage value and any associated listing be referred to the District Plan Heritage Schedule work proposed within the LTP.

Adrienne Tatham (FoPP and Brooklands descendant)

- Changes should be sensitive to the park history and the ambience No changes to Bowl or Lake
- Present ticket office suffices at Brooklands
- Changes to Brooklands entry don't seem worthwhile
- Expand Gables garden
- Must include installation of arrival gate at Brooklands Park Rd
- More toilets in association with Zoo
- Keep all trees at Brooklands and plant more and grant them protected status
- Current temporary platform is adequate, look for ways to reduce installation expense instead
- Consider that the people drawing up these plans do not appear to have any concept of the reason why Pukekura and Brooklands Parks are so special
- Angle Parking along the length between Liardet and Gover Streets makes sense. Retaining disabled parking is necessary
- Plant up bank to west of main gates properly
- Would like grass risers reinstated on terraces at sportsground
- Pavilion plans are okay but be aware of creating wind corridors and all trees must be retained (including wingnut) The area where the pavilion is currently situated should be developed in a green manner, not with swathes of concrete which is out of place in our park.
- There is no need for plants there to be entirely native, we need some colour.
- Too much paving planned for Fillis entrance
- Disability parking at Tea House essential
- Current decking is sufficient and new piles would be problematic due to ground conditions
- Implement old George Fuller plans
- Conservatory must not deface Tea House, and may not be used much anyway
- Cannon Hill - shade structures can attract vandalism, drug dealing. Use suitable trees for shade.
- Not sure about need for dock extension – boats are hardly used these day
- No more sealed paths. "Sealed paths are dangerous if a single wet leaf lies there. No straight lines within the park." (George Fuller)
- Cycles should not be ridden in the park, anywhere. The proposal will not work, and making a dedicated cycleway will only invite errant cyclists to take advantage of other tracks, they can be very nasty and have no regard for pedestrians
- The diverse range of trees needs to be enhanced and explored. Varieties not currently growing could be added. Collections of one type or another do not show the full extent of the botanical side of our park
- Maybe the staff should be encouraged to know more of the history, it would add interest in their operations as they understand more about the area they are working in, and also remember those who formed the park with their voluntary labour and donations. The staff could get more satisfaction by respecting the history, it would enhance their experience in working in such an historic reserve.

- The proposal to move the zoo service access to a road behind the Gables is flawed, vehicles coming and going at the top of the Brooklands Drive to and from the old Gables vehicle entrance is a disaster waiting to happen, as it is difficult enough for traffic going uphill to easily see what goes on as they crest the hill
- We do need parking areas such as at the Bellringer Pavilion, especially for those with disabilities or the elderly wishing to explore the park or to access the Tea House
- The Corten steel signage is entirely wrong for the park. While it would last, it is not easy to read and is entirely unsuitable for that environment mainly because there is not enough light. Replacement with more suitable timber signs will be welcomed
- The sportsground does not need first class men's cricket; would it even be granted the privilege of holding such an event? While the cricket is important, there are many occasions when the ground could be used for different events as seating is available and everybody can see and hear what is taking place. History says that it has been used for all sorts of occasions in the past and at present the area seems to be underutilised in that respect. Earlier it was used for Anzac Day commemorations which thousands of people attended. There have been many different forms of entertainment held there in the past. It seems to be used now only for cricket apart from the odd occasion.
- Upgrading the tracks, and retaining the small tracks which make a visit here unique and intriguing is necessary.
- Pine seedlings from earlier plantings which occur naturally there can be potted up and be planted elsewhere on high points of the park
- This proposal seems to fit well with the need to consolidate the requirements of the staff and storage,
- The Friends of Pukekura Park should be consulted on major changes, they can offer help with design before plans are finalised. It is imperative that they can have this input before a project is finalised.

North Taranaki Cycle Advocates

- Favour a north-south and east-west connected cycle route
- This route is the only place cyclists should be allowed
- Route should facilitate transport cycling and discourage high speeds and mountain biking
- Surface material, width and visibility/sight lines will be important
- Gradients are a key consideration with a gentle grade preferred to encourage more types of user
- Suitability for a wide range of users
- Ensure connectivity to other cycling infrastructure/network
- Safety for all users is a priority, and there is no suitable cycle pathway in this area of the city
- Also strongly support improved signage, pavilion and Bowl development

Sport Taranaki

- Cycle transit east-west to TACH
- Entry points which connect to existing external tracks and trails
- Secure bike and scooter storage throughout the park
- Paths, surfaces, gradients, parking and amenities which support accessibility
- Clear and informative wayfinding signage
- Support pavilion proposal and considered as part of wider sports facility network
- Additional lighting infrastructure to extend usable hours, particularly around amenity blocks
- Dedicated accessible viewing options at Hatchery, Bowl and Sportsground
- Regularly positioned park benches along routes
- Integrated water management solutions
- Play spaces outside the traditional playgrounds

Wild for Taranaki

- The park is a biodiversity hotspot and its urban setting enables wildlife to overflow into nearby residential gardens
- Would like more done to celebrate biodiversity values and species of interest such as lizards, birds and freshwater species
- Support the Enviro-Hub development
- Advocate for stronger biosecurity measures targeting pest plants and animals
- Want to highlight the importance of water quality and its impact on biodiversity
- Encourage continued collaboration between council and Wild for Taranaki member groups

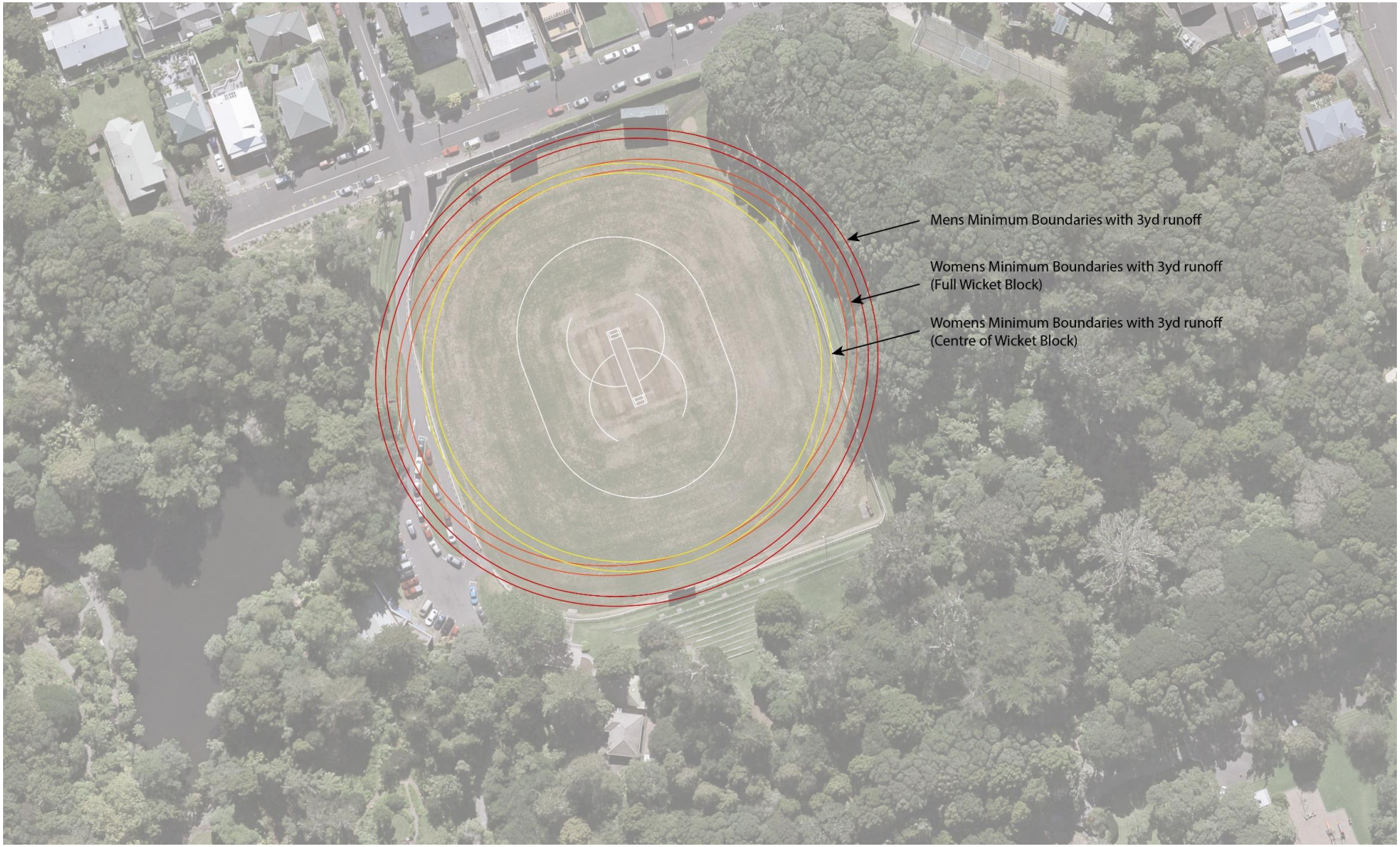
Cricket (Taranaki, Central Districts, NZ)

- Pavilion not fit-for-purpose
- Ground can no longer host first class cricket
- NZC has said that without and improvement plan in place the ground will lose T20 matches also
- Aspirations to have Pukekura Park become the 'home' of the White Ferns
- Support the proposed pavilion (and was part of the working group studying options)
- Alignment with proposed TACH further strengthens sporting ties
- A multi-use pavilion enables the best 'return' on investment for a new pavilion
- Hosting top level games brings money into the TCA coffers and helps enable them to deliver cricket programmes in the district
- Urges council to move forward with the project (if approved) without undue delay to prevent further loss of cricket matches
- CD cricket would likely lose sponsorship from Devon Hotel if no first class games are played in NP
- Pukekura Park was rated second worst ground on the domestic circuit by players this year
- Temporary exemption granted to play at the grounds for this year
- NZC demands a plan and temporary facilities if domestic cricket is to be played at the park past 2022-23
- NZC identified the following areas that need addressing:
    - Team changing facilities for 16 people per team plus amenities
    - Event and dining space for four teams
    - Match official changing facilities, scorers and TV umpire box
    - Broadcasting infrastructure (commentary position)
    - Outfield drainage upgrades
    - Increased boundary sizes to meet minimum regulations

Summary

Realistically it is a practical impossibility to expand the playing surface of the ground to meet current minimum boundary length regulations. If this were to take place we would either be faced with losing both the western and eastern terraces (see right), or having losing the western terrace only, but having the boundary right up against fountain lake. There is no rationale for this to take place given the massive change in appearance and character it would impose on the park, and the massive expense and amount of work that would need to be undertaken to facilitate this. There is allowance in the ICC and NZC rules to permit grounds that don't meet minimum requirements to be granted exemptions if they have either been granted international status in the past (ICC), or the grounds were approved prior to 2007 (NZC). The ground is however just able to meet the minimum boundary requirements for women's cricket, particularly if the pitch is rotated 90° (although this may not be an ideal alignment option). See diagrams below that illustrate these constraints.


Mens Minimum Boundaries with 3yd runoff


Mens Minimum Boundaries with 3yd runoff
Womens Minimum Boundaries with 3yd runoff
(Full Wicket Block)
Womens Minimum Boundaries with 3yd runoff
(Centre of Wicket Block)

55

Pukekura Park Reserve Management Plan Projects, Cost Bands and Prioritisation

A reserve management plan provides long-term, best-case-scenario approaches to development and operational management. These approaches may not always be practical to implement immediately upon adoption of a plan and could be subject to changing priorities and circumstances over the life of a plan.

Projects may also change through the normal business case development process as additional information is developed. This information may either reinforce the case for a project or show obstacles that were unforeseen during concept development and consultation. All projects will go through council's project management process and be subject to all applicable approval gates where decisions are made to either proceed or halt every project.

Projects within this plan have been proposed as they represent contemporary best-practice, required or desired changes to the park. The ultimate decision to move forward and implement a project with specifically allocated timing and budget is made through the council's Long Term Plan process (LTP). Within the LTP there is a yearly line item for Reserve Management Plan implementation. These are for smaller scale projects identified across all Reserve Management Plans and are put into a prioritized list that is implemented over time on a yearly basis. Larger scale projects are identified and put forward as individual projects within the LTP.

The diagram below shows the broad relationships between the major strategic documents that council deals with when planning and managing the community's reserves. It shows that decisions on budget allocation and project implementation are encompassed within the LTP in a process entirely separate from the development of other planning documents.

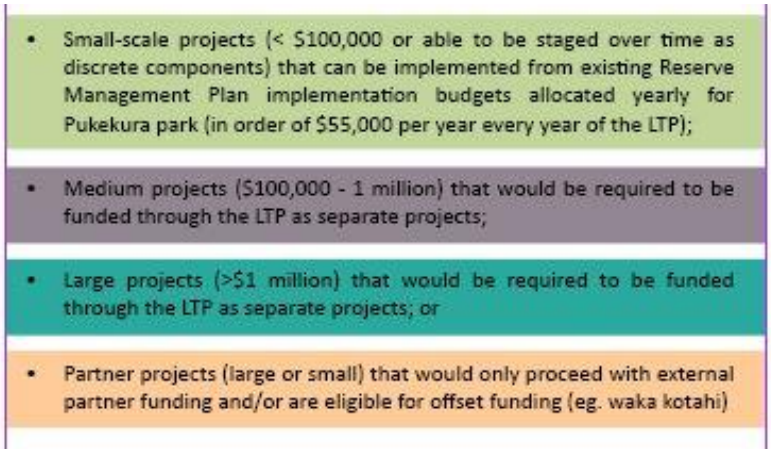
Strategic Overview



Figure 1 - Strategic Planning Interactions

Project Banding

In order to assist in prioritisation of project timing the identified projects have been categorised in cost bands to indicate whether they are:



Costs Subject to Change

All costs contained within this plan are indicative only and are based on the information known at the conceptual stage of project development and have been provided by qualified quantity surveyors. These costs will be subject to change if and when business cases are developed for individual projects. The indicative costs include design and project management fees and contingencies.

Costs may change as more detailed information is obtained which refines, amongst other things, the needs, end benefits, materials, construction and site conditions. Estimated budgets are also based on known costs at the time of the management plan drafting. These costs will change over time due to inflationary, environmental, social, legislative and other pressures.

Project Prioritisation

The following provides an overview of the recommended project prioritisation based on the general observations of feedback from phase one consultation. These priorities will be tested through the second phase of consultation.

In addition to project banding the timing of large projects will need to be spread over a longer period of time. The priority score that the community places on the projects identified will help to inform the overall project spread across a thirty-year period of time.

Project	Band	Description	Priority
Bellringer Pavilion & Fillis St Upgrades	Large	Renew Bellringer pavilion and update Fills St entrance area including new dugout and scoreboard nb. Bellringer replacement driven by safety considerations	1
Brooklands Zoo Phase 2 - 7	Large	Renovation of animal habitats and public education spaces including playspace (phase 1 included in 2021 - 2031 LTP	1
Main Dam Upgrade	Large	Upgrades to the main lake dam, water exit and overflow spillway to meet modern safety standards and anticipated climate change effects. nb. Safety considerations with new dam guidelines	2
Path Network & Wayfinding Review	Small	Upgrade selected path surfaces and renew park signage suite	2
Dedicated cycle route	Partner	Dedicated shared path for commuter cycling and pedestrians.	2
Brooklands Enviro-Hub	Small	Development of the former Brooklands curator's house as a community environmental and park learning and advocacy facility for council and community groups	3
Staff Operational Area	Large	Develop an easily accessible staff operational area for storage of equipment and resources	4
Cannon Hill Upgrade	Medium	Upgrade Cannon Hill as a more inviting visitor location	5
Tea House Plaza Upgrade	Large	Upgrade the Tea House, dock and immediate surrounds to improve the overall visitor experience	6
Canopy walk	Partner	Develop a canopy walk that connect the zoo to the surrounding native forest and provides educational canopy experience	6
Brooklands Terracing	Large	Increase Bowl of Brooklands capacity nearer to 20,000, improve performer/audience connectivity and	7
Brooklands Lake Stage	Large	Increase Bowl of Brooklands capacity and create quicker and more cost effective temporary stage infrastructure over lake	7
Brooklands Entry Improvements	Medium	Update Brooklands Rd entrance and parking	7
Lake Edge Protection	Medium	Work around lake edges to retain embankments and protect pathways	7
Victoria Road Entrance	Medium	Removal of Victoria Rd house and upgrades to public entry and car parking in this location	8

High Level Projects Overview

Within the Draft Pukekura Park Management Plan there are five large-scale projects that have been developed enough in concept that a high-level indication of cost can be provided. This will assist in project prioritization and a general understanding of where these land in terms of project costs.

Project	Indicative Cost Range
Bowl of Brooklands Terraces	$7,000,000 - $8,000,000
Bowl of Brooklands Platform	$3,500,000 - $4,500,000
Fillis St Entry Plaza, Bellringer Pavilion and associated dug-out and scoreboard	$15,500,000 - $16,500,000
Zoo – Phase 1 – 3 Minimum requirements for MPI standards	$6.5,000,000 ($2.2m of this is in current LTP)
Zoo – Phases 4 – 7 Additional improvements	$5,800,000

Brooklands Zoo Strategic Vision

Pre-Engagement Phase

Summary

As part of the preparation work for the public consultation of the Draft Brooklands Zoo Strategic Vision, a series of pre-engagement workshops were held with identified stakeholder groups to gain initial feedback and comments on the draft strategic vision document.

The primary focus of this pre-engagement phase was to identify what the key issues and comments were, enabling us to make changes to the draft strategic vision before going out for wider public consultation, and to minimise the risk of proposing a vision that doesn't align with the communities wants and needs.

For all of the stakeholder sessions (with the exception of schools) a series of slides which covered:

- Background to the project, and why we even need a Brooklands Zoo Strategic Vision
- Summary of the progress to date and the process that had been undertaken to get to the draft vision they were going to be presented with
- The draft strategic vision design along with some examples of the sorts of exhibits and play areas we had in mind
- Next steps for the project.

These sessions were informal, and feedback was collated throughout the entire session as and when attendees had questions and thoughts about the project and vision document.

For the schools, these sessions were run slightly differently, and had more of a focus of getting the children to use their imaginations and design their dream play area focused around streamside play or forest play. We had a really high engagement rate with this activity, and we got a lot of drawings that can be used for inspiration when it comes to the design phase.

Identified Stakeholder Groups

Group	Engagement
Brooklands Zoo Team	9 June 12.30pm
Venture Taranaki	26 August 1-2pm
NPDC Venues and Major Events	6 September 11-11.30am
Age & Accessibility Working Group	8 September 2pm
Caregivers	16 September 10am
DOC	20 September 9am

Wonky Cone (current food truck vendor)	21 September 11am
Rotokare Scenic Reserve Trust	21 September 2pm
Welbourn School (Year 3)	22 September 9am
NP Vet Group (current Vet contractor for Zoo)	22 September 2.20pm
Merrilands School (Year 5+6)	23 September 9.30am
Little Minds (Early Childhood Education)	5 October 5.30pm
Friends of the Park	13 October 5.30pm
Iwi and hapū	Ongoing discussion and input from Ngāti Te Whiti and Tuparikino hapū has been undertaken in the preparation of the work.

Key Comments from stakeholders

- LOVE the concept design (albeit rather ambitious).
- Huge benefit to visitors/educators for the bookable party area and more sheltered areas.
- Need clear sight lines across the whole zoo – you will lose parents and whanau if you don't as that's one of the huge drawcards of the current zoo.
- Really exciting concept, would be great to advertise this as part of visitor experience for those visiting the region.
- Questioned whether it was possible for an additional entranceway given venues team have to shut the zoo off when they have events on at the Bowl, usually for a Saturday concert it's Weds – Sunday approx 6 x a year.
- Need to keep in mind that they use that entranceway (current zoo carpark) for their events so what ever is developed needs to take that into consideration.
- Love that there is
    - Lots of shade
    - Shelter for rain
    - Ability to book a space for parties
    - Food option – would be great to have healthier options available
    - It's amazing
    - Immersive exhibits
- Suggestions
    - 4pm is an early close time
- Great idea having the more immersive and accessible exhibits and merging with nature more.
- Fully accessible zoo is required
- Concerns about changing what it is now – the community love the zoo as it is so we need ensure we keep what people love about it now (the fact kids can roam freely and be safe and parents can have eyes on them at all times/positions within the zoo).
- It would be great if new toilets could be made available at concerts for staff and/or food operators
- Overall looks great!
- Parking: There are so many different types of mobility vehicles out there, talk to Ironside as they have a big range of different vehicles and perhaps model the parking space on their biggest one with a side exit and one with a rear.
- Accessibility parking to be next to a pathway to make it easier for those vehicles with ramps.
- Ensure all viewing of exhibits are fully accessible ie. If there's a tunnel for kids to go through and pop their head up through perspex bubbles ensure that you can get a child's wheelchair in there.
- Really excited to get an accessible zoo!
- Overall positive feedback

        - would be great to have a late night during the summer.
        - Also means professionals can't come to the zoo after work.
        - No visitors with babys in the afternoon (they sleep)
    - Need to ensure there's a fenced area around the streamside play play area
    - Age and Accessibility ramps
    - Consider safety and freedom for parents, need clear sight lines from within the zoo ie. Between the two play areas
    - Need to be able to easily reach the play areas ie. If child falls off the playground need to assist immediately (noting that stepping away from supervising your child on the playground is at your own risk)
    - Design a zoo challenge – an app or interactive website
        - Treasure hunt
    - Volunteer days ie. Pick up rubbish, help plant trees etc. Maybe you could earn points to gain 'badges' or something
    - Be great to have the animal name signs ie. 'Hi Harry'
    - Advertise (or make it more obvious) the animal feeding times so the public are aware
    - Otter hand holding experience
    - Decent baby change facility
    - Musical forest play
    - Hands on sensory around the zoo
    - Ensuring the areas for public use are for multi-use ie. Shelter for education trips as well as events
    - Sponsor a tree for funding
    - Overnight experience at the zoo
    - Have a separate play area for toddlers, to protect them from the rough and tumble of the older kids.
    - Better educational signage – parents and children are still saying 'Llama' or 'Turtle'
    - Prominent, interactive and attractive signage
    - Zoological tour – see the hospital/care quarters
    - Accessible viewing platforms for toddlers
    - Behind the scenes cameras (nesting areas) like experience puanga
    - Important points for mums
- Great to tie in with the Envirohub
- Positive thing promoting our native species
- More focus on biodiversity is great
- Would be great to have a space for natives to shine through and highlighting these species.
- Suggested feeders in the trees lining the corridor through the middle of the zoo
- Could incorpoate bug hotels
- Recommended speaking to 'The Mounga Project'
- Overall positive feedback
- Would be great to have more area for freezer storage and other storage
- Beneficial to have a roof where the truck could park to protect from the weather
- Overall positive feedback
- Questioned what our current predator proofing is, if any? If not, are we looking to put something in?
- Nga manu in Waikanae have a lot of Aviaries anmd lizard areas. We could share ideas and possibly share resources and use their facilities they no longer use. A potential partnership?
- Would we consider putting some native fish in the zoo?
- Zealandia are a native plant research centre and have some species from Taranaki they want to bring back – possibly something to utilise for the Zoo plantings.
- Overall the kids were really excited about getting some new things at the zoo (they mainly wanted new animals like lions!) and they had a great time getting creative in designing their own playground centred around streamside and forest play.
- Teacher feedback:
    - Be great if there were Educational talks that the teachers could tap into
    - Having lockable teaching resources would be awesome
    - Shelter is key from the rain and to get shade
    - Te Reo Māori to be incorporated into signage
    - Full accessibility available ie. Listen to the info rather than just reading

        - Maintaining the secure boundary for kids to roam freely
        - Play areas that parents can help kids alongside. Currently it is a constant fall trap and hard for parents to reach children in the middle of the play area.
- Animal safety – moved for events, will they be ok?
- Overall really positive feedback. Had some great ideas that hadn't been mentioned before:
    - Mini toilet to cater for the toddlers and ensure there's a change table.
    - Offering a mini van/bus service that could go round the ECE's and pick the kids up for a trip to the zoo.
    - Another set of toilets at the opposite end of the zoo.
- Educational interactive/sensory boards ie. Push buttons that make sounds or this is what the animals fur feels like
- Educational talks would be great
- Design a booklet that could be used as a teacher resource
- Scavenger hunt – pictures rather than words so the younger kids can participate.
- Safe and dry place to put stuff and bags
- Viewing platforms suitable for all heights
- Water supply / water fountains
- There are many bush areas to utlitise in Pukekura Park – don't clutter one of the few open spaces we have at the zoo
- An idea to base the forest play at the base of the canopy walk
    - Need a dry space for bags to save carting them around with you everywhere
- From an onsite vet's perspective, have requirements of:
    - Good lighting
    - Secure area
    - Good ventiliation
    - Water
    - Benching at appropriate height
    - Power
    - Heat source
- Really excited about new changes, also keen for new big animals. They were really engaged in the activity of designing their own playground.
- Overall feedback was that it looked good but expensive, they like it now as it's safe and easy to see grandchildren when playing.
- Asked whether we need permits for Tortoise?
- The small open space is critical to the success of the zoo as you can go see the monkeys then go to the playground.
- Had a few comments around water:
    - How are you going to keep it clean?
    - Kids will run through the water and that will be a nuisance if you haven't brought a spare pair of clothes with you
    - There's no natural in and out spring to utilise
- The penguin signage is great, will be good to have more along these lines.
- Would be great to showcase exotic trees and have educational talks
- Can you not utilise the event lawn for parking?
- Noted that the zoo staff take up the majority of the parks around the zoo now.
- Have we considered putting an Aquarium in?



Welbourn Primary School Students with their playground designs

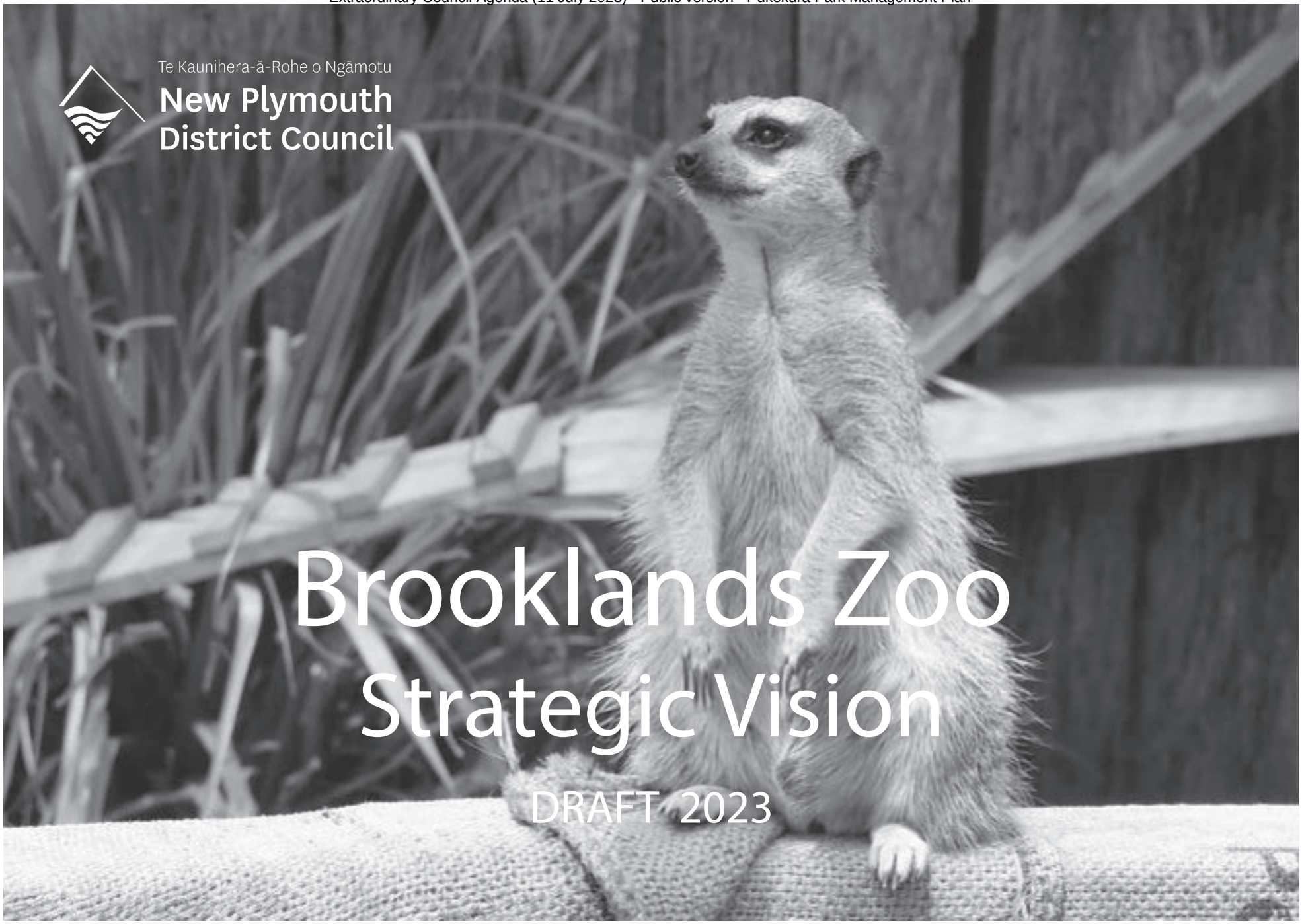


Merrilands Primary School Students with their playground designs

Summary of pre-engagement Stakeholder Sessions

- Overall, stakeholders love the strategic vision design.
- Ensure we keep the openness of the green spaces that we see in the zoo today.
- Caregivers love that this space is a safe place for kids to roam and play, must make sure this doesn't change.
- Accessibility is important for all visitors for the space and exhibits.
- Providing better educational signage and talks would be beneficial.

Please note: The project team have been working with our design consultants to scale back the first draft of the vision that was presented to stakeholders due to the estimated costs to implement. This second iteration of the vision will be what is presented for public consultation as part of the Pukekura Park Reserve Management Plan.


Te Kaunihera-ā-Rohe o Ngāmotu
New Plymouth
District Council
Brooklands Zoo
Strategic Vision
DRAFT 2023

Ngāti Te Whiti - Cultural Narrative

He waka eke noa.

A waka we are all in, with no exceptions

Ngāti Te Whiti alongside Tūparikino hapū are mana whenua over the area where Brooklands Zoo is situated, within the Ngāti Te Whiti rohe which extends from the Herekawe Stream to the Waiwhakaiho River, inland to its headwaters on Taranaki and back to the Herekawe. The rohe of Ngāti Tūparikino and Ngāti Te Whiti is a cultural landscape of historical importance. The Ngāti Tūparikino hapū take their name from their eponymous ancestor, Tūparikino. Ngāti Tūparikino and Ngāti Te Whiti are hapū of the Te Atiawa Iwi.

In the words of hapū - “Our rohe was historically occupied and utilised to sustain our people and contains a wealth of occupation such as marae (meeting house), kāinga nohoanga (dwelling place), umu (oven), wāhi mahi kōhatu (quarry sites), ara tawhito (traditional travel routes), māra kai (gardens), tauranga waka (canoe landing sites), tauranga ika (customary fishing grounds), mahinga kai (customary freshwater fishing grounds), wāhi pakanga (battle sites), pā (fortified villages), papakāinga (village) and urupa (cemetery)”.

Indigenous knowledge from both hapū provides a rich kete (basket) of wisdom that relates directly to enviornmental stewardship, preservation and enhancement of biological diversity. For Māori there is an inseparable relationship betwen people, land and water. This unique relationship is fundamental to the culture of Ngāti Tūparikino and Ngāti Te Whiti.

The Strategic Vision for Brooklands Zoo aspires to elevate this understanding and embed local cultural narratives and knowledge within all aspects of the Zoo working in partnership with hapū as the vision progresses.

Draft Placeholder - confirmed narrative being finalised by hapū

Background

In the end we will conserve only what we love; we will love only what we understand; and we will understand only what we are taught. Baba Dioum

Brooklands Zoo is located within the iconic Pukekura and Brooklands Park at the centre of New Plymouth -Ngāmotu. Brooklands Zoo was officially opened to the public in 1965. Jack Goodwin, a former Director of Parks, envisaged a collection of aviary birds and small animals for the community to enjoy.

The New Plymouth Jacee Chapter and the New Plymouth Cage Bird Club were key partners that contributed to the construction of the original habitats and the acquisition of bird and animal stock. Since its opening over half a century ago the Zoo has undergone transformation as infrastructure and animal husbandry practices have evolved.

Occupying .87 hectares within Pukekura/Brooklands Park the Zoo is currrently owned and operated by New Plymouth District Council.

The Council works in relationship with a number of related organisations including the following:

- Ministry for Primary Industries (MPI)- Brooklands Zoo is an approved facility.
- Zoo and Aquarium Association (ZAA) accredited member and has a Wildlife Act Authority Permit with the Department of Conservation (DOC).

The current Zoo animal collection includes exotic mammals, exotic birds, native birds, exotic farmyard animals and a range of exotic and native reptiles and amphibians. This amounts to a total of thirty species and ninety individuals.

As a ZAA welfare-accredited member, the Zoo participates in coordinated management animal programmes for many of the species that are in our care. Records are kept on each individual animal including their family history to maintain healthy gene pools and avoid potential in-breeding issues. Reproduction is approved in advance so that involved ZAA facilities have time to plan for acquisition or transfer out to other facilities.

Brooklands Zoo is actively involved in on-site breeding programmes with cotton-top tamarins. However, other species, such as Bolivian squirrel monkeys and Capuchin monkeys, are cared for and displayed as single-sex groups that may be required to participate in future transfers to aide breeding recommendations in other zoos. The goal is to maintain healthy zoo-based populations that are not derived from animals taken from the wild.

Brooklands Zoo has a Wildlife Act Authority permit through the Department of Conservation (DOC) to assist with rehabilitating injured or orphaned native birds brought to us directly from either DOC staff or our veterinarians from the New Plymouth Vet Group. This permit is only for native and protected NZ bird species such as kereru, tui and morepork and protected reptiles, and is for non-display purposes to allow the injured bird time to recover out of the public eye prior to being released back in the wild.

In addition, Brooklands Zoo participates in a broad range of local, national and international conservation programs and wildlife research projects.

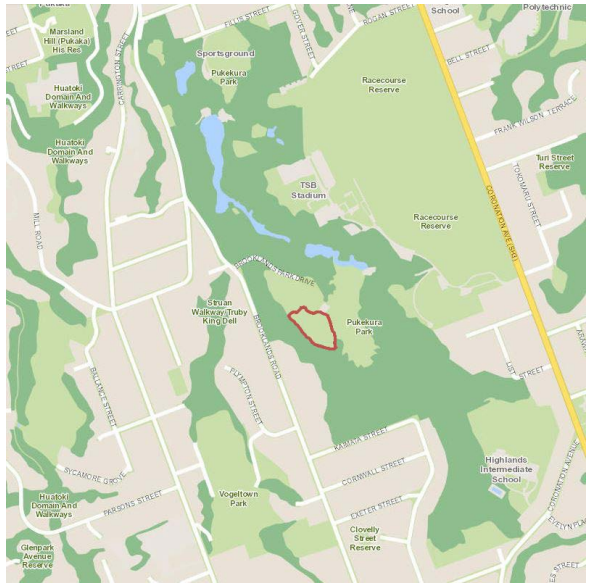


Diagram showing location of Brooklands Zoo within Pukekura Park



Visitor Profile

113,000+ visits annually

Majority of visitors go to see the animals and engage children (only 9% were playground focused)

Most are regular visitors, monthly to six months

44% are New Plymouth local

95% overall satisfaction rate

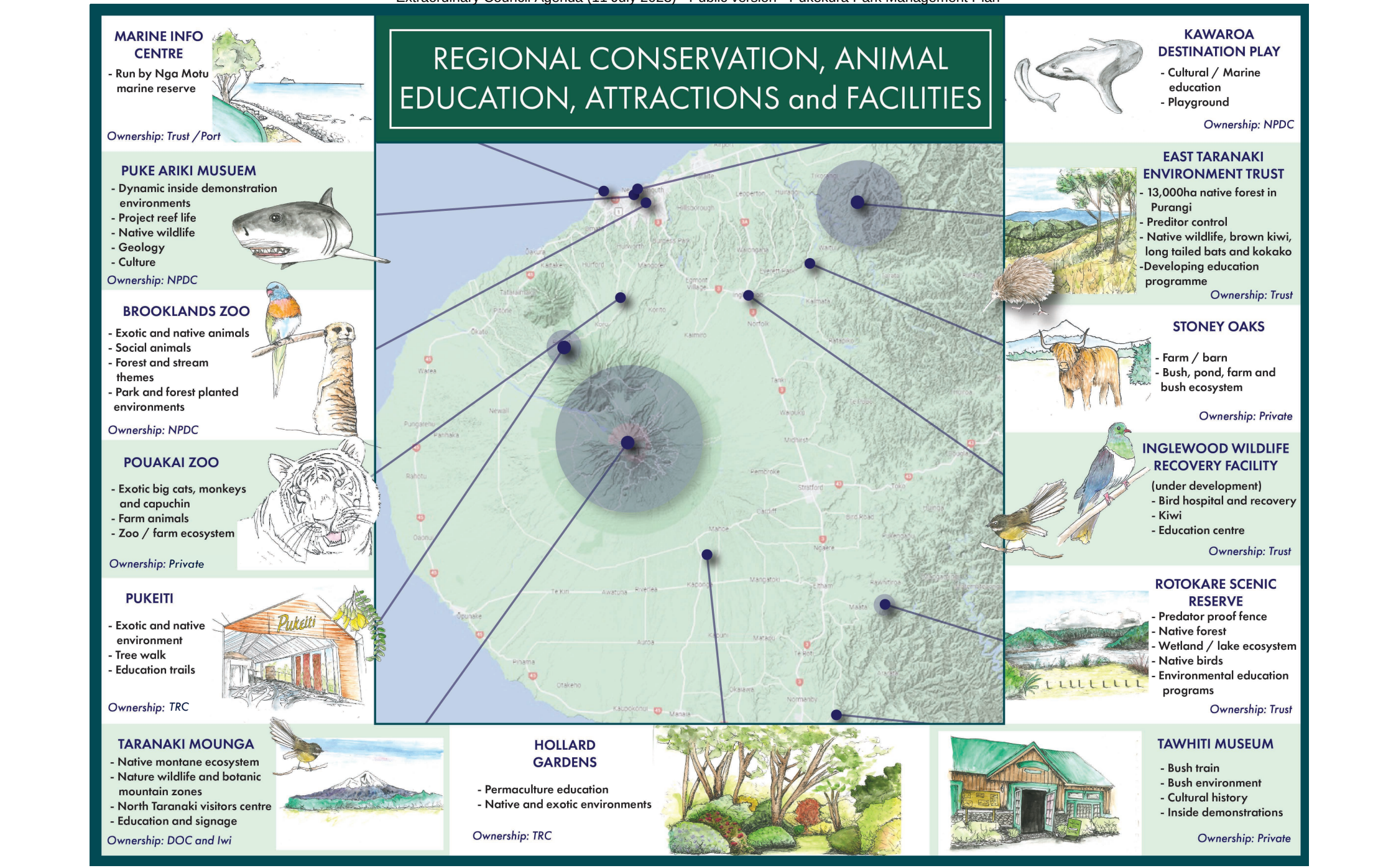
78% travel by car with 21% walking and cycling

Most hear about the zoo through word of mouth or visiting the park

Majority target age 5 - 10 year olds

Majority interested to learning/ knowing more about animals and how to protect wildlife

REGIONAL CONSERVATION, ANIMAL EDUCATION, ATTRACTIONS and FACILITIES



MARINE INFO CENTRE

- Run by Nga Motu marine reserve

Ownership: Trust / Port

PUKE ARIKI MUSUEM

- Dynamic inside demonstration environments
- Project reef life
- Native wildlife
- Geology
- Culture

Ownership: NPDC

BROOKLANDS ZOO

- Exotic and native animals
- Social animals
- Forest and stream themes
- Park and forest planted environments

Ownership: NPDC

POUAKAI ZOO

- Exotic big cats, monkeys and capuchin
- Farm animals
- Zoo / farm ecosystem

Ownership: Private

PUKEITI

- Exotic and native environment
- Tree walk
- Education trails

Ownership: TRC

TARANAKI MOUNGA

- Native montane ecosystem
- Nature wildlife and botanic mountain zones
- North Taranaki visitors centre
- Education and signage

Ownership: DOC and Iwi

HOLLARD GARDENS

- Permaculture education
- Native and exotic environments

Ownership: TRC

KAWAROA DESTINATION PLAY

- Cultural / Marine education
- Playground

Ownership: NPDC

EAST TARANAKI ENVIRONMENT TRUST

- 13,000ha native forest in Purangi
- Preditor control
- Native wildlife, brown kiwi, long tailed bats and kokako
- Developing education programme

Ownership: Trust

STONEY OAKS

- Farm / barn
- Bush, pond, farm and bush ecosystem

Ownership: Private

INGLEWOOD WILDLIFE RECOVERY FACILITY

(under development)

- Bird hospital and recovery
- Kiwi
- Education centre

Ownership: Trust

ROTOKARE SCENIC RESERVE

- Predator proof fence
- Native forest
- Wetland / lake ecosystem
- Native birds
- Environmental education programs

Ownership: Trust

TAWHITI MUSEUM

- Bush train
- Bush environment
- Cultural history
- Inside demonstrations

Ownership: Private

Our Vision



Brooklands Zoo envisions a future where we all work in partnership to nurture our taiao (environment) and live sustainably for the well-being of all living things.

Our strategic vision and purpose is guided by the following goals:

CONNECT - CARE - CREATE - CONSERVE

Our Purpose


Brooklands Zoo will be an inspiring, fun and safe place to champion interest and love for the natural environment and support conservation efforts both locally in globally.
Our strategic vision and purpose is guided by the following goals:
CONNECT - CARE - CREATE - CONSERVE

Connect



We will provide opportunities for our community to connect positively with the natural world

Zoos, as centres of excellence for the care of and connection to living animals, are constantly evolving and responding to both conservation needs and societal expectations. Although the primary motivation of most zoo visitors may always be recreational, a huge global audience means zoos have an increasingly unparalleled opportunity to enhance public connectedness with and understanding of the natural world through both on-site and virtual live animal experiences.

There is an increasing body of knowledge demonstrating that visiting immersive, naturalistic exhibits in zoos can also improve human health and well-being, both physiologically and psychologically. Zoos inspire wonder, curiosity, and a sense of possibility in people of every age and from every background.

We provide a wide range of social, emotional and environmental learning experiences at the Zoo and increasingly in the virtual world. These experiences can spark a profound sense of understanding, empathy, and engagement that leads our community to the development of a deeper commitment to conservation.

What we'll do

- Develop conservation ambassadors via the Zoo's volunteer programmes and education partnerships.
- Provide high quality educational interpretation integrated within the animal exhibits.
- Continue and expand keeper talks and educational opportunities.
- Provide for small-scale hireage for events/parties within appropriate spaces within the Zoo.

Care



We will care for our animals with optimal environments that provide enrichment, wellness and well-being.

In recent years, there have been significant advances in the science of animal welfare and wellbeing. This has resulted in big changes in modern zoos and aquariums. Today, excellent zoo provide habitats and care are aimed at providing each animal with everything it needs to live a rich and flourishing life, guided by the Five Domains of Animal Welfare Science. These precepts are being continuously reviewed and monitored as new knowledge emerges, ensuring that the Zoo provides the best care possible for its animals.

Our community cares deeply about the welfare of the animals at Brooklands Zoo.

What we'll do

- Continue to monitor and evaluate the ethics of maintaining animals at the Zoo and provide for best practice approaches for species management.
- Engage with our key partners for events and activities within the Park to ensure ongoing conversations about animal welfare.
- Ensure professional expertise is shared within the region and that Brooklands Zoo supports and promotes regional conservation goals.
- Provide opportunities for our visitors to see and experience the "behind-the-scenes" aspects of animal care.
- Maintain Wildlife Rescue and Rehabilitation work in partnership with other facilities (eg. Inglewood Wildlife Rehabilitation Facility)

Create



We will create immersive and naturalistic habitats that inspire

Creating truly immersive naturalistic exhibits, with engaging and interactive interpretive elements, has been demonstrated to both enhance visitor engagement and increase conservation-based knowledge.

Through a combination of live animal displays and creative educational messaging programmes, zoos have the opportunity to influence their visitors, eliciting emotions and encouraging them to action to change their behaviour to help conserve wildlife. Although the role of zoos in changing visitor behaviour is a relatively new idea, it comes with incredible conservation potential, and creates a huge range of new research possibilities and opportunities to integrate in situ and ex situ conservation efforts.

Creating the opportunity to participate in such important social experiences and learning has led the Zoo to maintain the current free-entry, thus ensuring that it is accessible for all.

There has always been an aspiration to ensure the zoo is accessible to all residents of New Plymouth, hence the current free entry.

Brooklands Zoo is the only free zoo in New Zealand. With increasing costs associated with high quality and enriched animal exhibits that improve animal welfare there may be a need to explore how the zoo is funded to ensure its ongoing ability to provide a quality zoo experience.

What we'll do

- Ensure affordable access to a Zoo experience for locals and visitors.
- Make our spaces welcoming and inclusive of all people and abilities.
- Create inspiring experiences with animals that elicit wonder, delight and increased awareness.
- Provide leadership in sustainable environmental practice within the Zoo operation (including zero waste and water conservation).

Conserve



We will increase conservation education and awareness and support native species and habitats to thrive in Taranaki

One quarter of all the world's known species of animals are currently threatened with extinction in the wild.

Zoos are playing an important role in protecting our wildlife for the future. Brooklands Zoo is proud to promote cotton-top tamarins through Proyecto Titi. Proyecto Titi is a conservation programme that combines field research, education initiatives and community programs to make the conservation of natural resources economically feasible for local communities in Colombia.

Because all wildlife and habitats are in the care of humans, we must confront one of the most profound ethical questions of our time: whether humans have the wherewithall to be able to live sustainably on our planet with all of Earth's creatures.

Collectively, accredited zoos and aquariums already contribute one of the largest shares of financial support to wildlife conservation and species survival around the world. By leveraging powerful emotional and educational experiences with animals, Brooklands Zoo can help build and sustain the commitment to wildlife conservation inspiring and empowering many more people to take significant and measurable action.

What we'll do

- Inspire our community to embrace and act for wildlife conservation.
- Continue to link with global conservation efforts to save endangered species and ecosystems (eg. Tamarin Proyecto Titi).
- Provide educational and interpretive resources that encourage urgent and accessible action for habitat and species conservation.

Our Responsibility for Kaitiakitanga - guardianship and protection

If we pollute the air, water and soil that keep us alive and well, and destroy the biodiversity that allows natural systems to function, no amount of money will save us.
David Suzuki

In May 2019 the United Nations reported that one million of the world's species are now at risk of extinction, many within decades at a rate greater than ever in human history.

Taranaki is leading national and global initiatives in areas of conservation, biodiversity and sustainability. These include; Restore Taranaki, Wild for Taranaki, Predator Free Taranaki and the Taranaki Mounga project.

In addition, there are a range of regional facilities and sites that provide conservation education and animal experiences. There is an opportunity for Brooklands Zoo to become a portal to showcase these regional offerings. By working collaboratively, better sharing knowledge and resources, creating partnerships to mobilise the wider Taranaki community.

The two proposed over-arching themes for Brooklands Zoo focus on highlighting the link between nature and people. Our unique Taranaki environment is highlighted through the forest and stream habitats while the importance of family is demonstrated through a theme that reflects on whanau and living together.

Whānau family & living together

Human beings are social creatures. We are wired to connect with others and to thrive in strong relationships.

Animals can teach children about family structures and loyalty and how different species co-exist and benefit from each other.

The Maori notion of whānau becomes an overaching theme for Brooklands Zoo within the concept plan. For whānau is defined in different ways, for some it is by whakapapa and the connections people hold. For others, whānau is the people and the place that you feel that you belong to. Whānau relationships are different for everyone.

In modern day society, whānau can also be described as a group of people who are not related, but who are bound together to fulfill a common purpose, share a common cause or interest. This breadth of understanding of whānau provides a rich opportunity to highlight connections and link the concept of living together to the experiences at the Zoo.



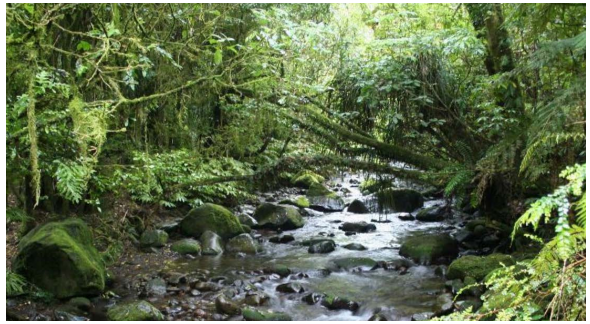
Ngahere and Awa Forest and Streams

Taranaki has a complex web of forest and stream environments that form a characteristic feature of our landscape.

The Strategic Vision for Brooklands Zoo highlights the unique landscape of Taranaki, with over 500 streams and an interwoven network of waterways and native forest areas.

Forty percent of Taranaki's land area is currently in indigenous forest and shrubland. It is estimated that since the arrivals of humans, around 60% of Taranaki's indigenous forest and shrubland has been cleared. In these areas ecosystems are fragmented and reduced in area, resulting in reduced habitats for threatened and at-risk species.

Maintaining Taranaki's native biodiversity ensures the continued survival of indigenous plants, animals and ecosystems important to all of New Zealand.



Zoo Concept Design Statement

"In many ways, that's what zoos have to do is get people to think, to ask questions and to have conversations. We put people in that comfortable space which inspires people to care and talk to others."" Becca Hanson - Brooklands Zoo Designer

The long-term vision for Brooklands Zoo is to enhance connections between the Zoo and the broader Pukekura Park and Brooklands environments. By doing this the Zoo will feel more embedded and supported by a special landscape setting and build a basis for a more cohesive thematic concept that will make sense to the visitor.

The concept plan retains Brooklands Zoo's smaller-scale and more intimate size. Visitor experiences will be enhanced through habitat designs that elevate learning and conservation messaging while also improving animal habitats in line with best practise animal welfare. In addition, more efficient animal husbandry and keeper movement and servicing will be provided for.

The Zoo's animal collection will be rationalised around the core flora and fauna characteristic of social species. This provides an opportunity for the animal collections to be maintained with species that are more adept at coping with the noise and activity inherent in the location of the Zoo within this multiple-use event site. New habitats will be constructed to ensure high quality noise attenuation techniques that will further support animal wellbeing during events at the Bowl of Brooklands.

Animal habitats will focus on elevating the link between the visitors, the animals and their habitats in order to reinforce the interwoven nature of the world. The display of animals within a natural setting intensifies not only the visual, but also the emotional impression given by the animal to the visitor. The result is an immersive and sensory experience where visitors and animals share a common landscape.

Due to it's size, Brooklands Zoo's main role within the regional context will be of advocacy and education. To spark the interest of visitors to inspire them move beyond the Zoo to explore other wild places within the region eg. the proposed Inglewood Wildlife Rehabilitation Facility, Purangi and Lake Rotokare.

Brooklands Zoo is an inner-city urban zoo. This, together with spatial constraints within the park setting, has consequences in relation to the number and type of animal species that should and can be housed. Bringing new animals into the Zoo can be expensive and logistically challenging and careful decisions need to be made about species selection to ensure best practice welfare needs are met.

Sustainable animal collections are also reliant on partnerships with other Zoos. The ZAA is a key partner that the Zoo needs to work alongside in order to facilitate good species and collection management.

The Ministry for Primary Industries' (MPI) role at zoos in New Zealand is to ensure that animals of regulatory interest are contained and that animal welfare requirements are met. MPI monitor the animal habitats to ensure that they meet the required containment standards. Currently there are two exhibits (the free flight aviary and Capuchin/Tamarin exhibits that will require renewal in the short term to meet MPI requirements.

Total species numbers will be reduced by approximately one third so that higher quality habitats can be developed for species that are more adaptable to the types of activities that occur within the park. Key features of the new concept include:

Keeper only access - a pathway between the boundary fence and new habitat areas- resulting in back-of-house management and maintenance being easy and quick without disturbing the visitor experiences.

Pukekura Wildlife Corridor- a conceptual corridor through the Zoo that connects from the entry through to the backdrop of native forest at the rear of the Zoo. Native trees will connect through the central area providing shade and avian flyways.

Pukekura Forest Canopy Walk (see following pages)

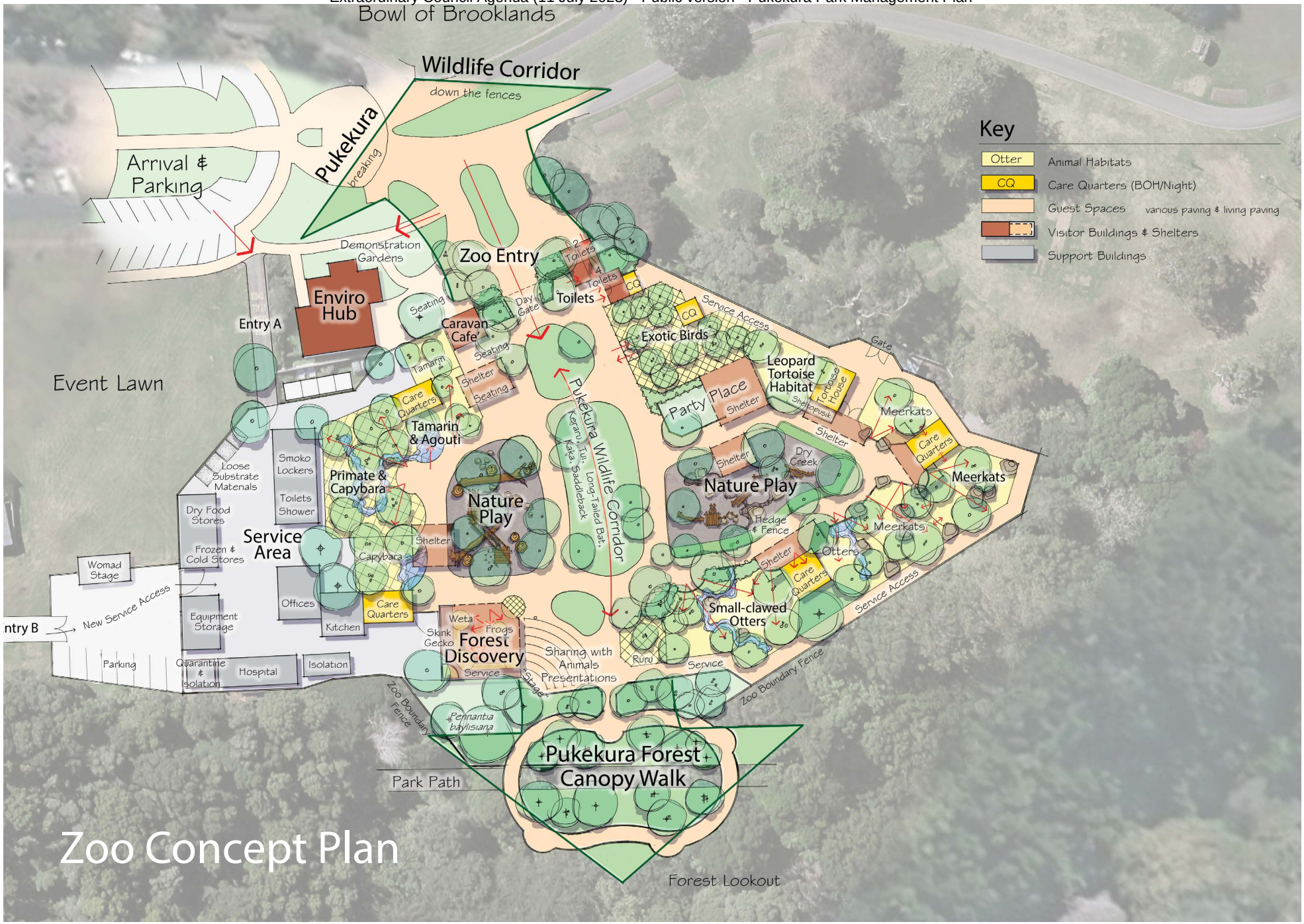
New Zoo Entry- building on the existing heritage gate entry, a new double-sided toilet will provide for both the Zoo and Brooklands Park. Cafe food truck location will be supported with picnic tables within Zoo and at Envirohub.

Social Spaces (see following pages)

Nature Play (see following pages)

Animal Habitats (see following pages)

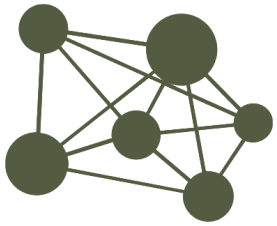
Education Facilities (see following pages)


Bowl of Brooklands
Wildlife Corridor
down the fences
Pukekura
breaking
Arrival & Parking
Demonstration Gardens
Zoo Entry
Enviro Hub
Entry A
Event Lawn
Seating
Caravan Cafe'
Day Gate
2 Toilets
4 Toilets
Toilets
CQ
Service Access
Exotic Birds
Leopard Tortoise Habitat
Tortoise House
Party Place
Shelter
Gate
Meerkats
Care Quarters
Tamarin
Shelter
Seating
Tamarin & Agouti
Pukekura Wildlife Corridor
Keraru, Tui, Kaka, Saddleback
Long-Tailed Bat
Smoko Lockers
Loose Substrate Materials
Toilets Shower
Primate & Capybara
Nature Play
Dry Creek
Hedge & Fence
Dry Food Stores
Service Area
Frozen & Cold Stores
Capybara
Otters
Womad Stage
New Service Access
Offices
Care Quarters
Kitchen
Equipment Storage
Small-clawed Otters
Service Access
Weta
Frogs
Skink
Gecko
Forest Discovery
Sharing with Animals Presentations
Ruru
Service
Stage
Parking
Quarantine & Isolation
Hospital
Isolation
Zoo Boundary Fence
Pennantia baylisiana
Pukekura Forest Canopy Walk
Park Path
Forest Lookout
Zoo Concept Plan
Key
Otter
Animal Habitats
CQ
Care Quarters (BOH/Night)
Guest Spaces
various paving & living paving
Visitor Buildings & Shelters
Support Buildings

Zoo Themes

To ensure alignment between animal collections, education and advocacy, a series of over-arching themes has guided the zoo concept plan and strategic vision.

Flora and Fauna Characteristics



Social species

Themes



Whānau
Living together



Ngahere and Awa
Forest and Streams

Animal Collection



Local Natives

Select Exotic Guests



Setting: Habitats/Homes



Up in the Trees



On/Under the Ground



In the Water

Exotic Guests



Cotton top tamarin
(*Sanguinus oedipus*)

Capuchin monkey
(*Cebinae*)

Australian birds
(Red winged, King, Debyan, Princess, Barraband/Superb and Electus parrots)
Indian ring nect pheasant
Muisk lorikeet
Rainbow lorikeet
Lady Amherst pheasant

Up in the Trees



Meerkat
(*Suricata suricatta*)

Leopard tortoise
(*Stigmochelys pardalis*)

Agouti
(*Hydrochoerus hydrochaeris*)

Scheltopusik
(*Pseudopus apodus*)

On/Under the Ground



Short clawed otter
(*Aonyx cinereus*)

Green and golden bell frogs
(*Litoria aurea*)

In the Water



Naturally occuring native birds of the Park
Kereru, Fantail, Tui, Kaka, Grey Warbler

Inglewood Wildlife Facility Link with native birds in rehabilitation

Ruru as guardian

Up in the Trees

Local Natives

Geckos

Weta

On/Under the Ground



Vision for Species Collection

Social Spaces - sharing experiences and supporting families







Places for whanau to gather and share experiences, learn or simply be together. Party and event spaces combine with educational zones to provide a unique and diverse range of spaces for the community.

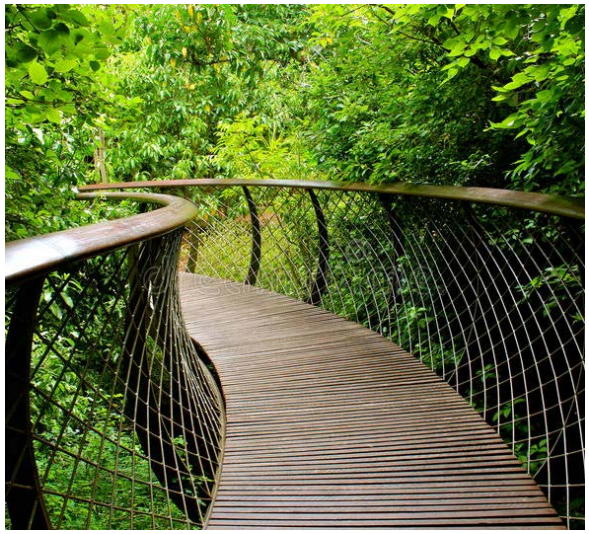
The recreational role of the modern zoo is an important aspect to be integrated. People enjoy visiting Brooklands Zoo and this is often a shared experience amongst family and friends. Evaluating how the zoo influences this “captive audience” and extends its reach to include a compassionate approach to animals and people which can further enhance the mission, value, and relevance of the work of zoos.

Brooklands Zoo will continue to be a safe space for families to share experiences, a meal and time together. This aspect of the zoo will be supported by retention of some of the existing shelters that provide for picnic tables and spaces to gather. These will be added to with additional seating and informal gathering spaces that are located throughout the zoo environment.

These might include additional shelters, seats, open grass areas for informal picnics, shelters and picnic tables. In addition the educational spaces will also be able to have multiple use for families, when not being used for educational events.

Forest Canopy Walk - getting into the forest and up in the trees







A blurring of the boundary between park and zoo. The portal to discussion about our precious taonga species and opportunty to see un-caged New Zealand native bird species

The forest canopy walk will connect out into the canopy of native trees that bound the western side of Brooklands Zoo.

The concept for a canopy walk of some form within Pukekura Park has been a long-standing aspiration. The contour of the forest on this edge of the zoo provides an opportunity to connect visitors directly from the zoo environment out into the canopy of a diverse range of mature native trees, including some of New Zealand's rarest (eg *Pennantia baylisiana*).

A canopy walk provides unprecedented access to the kind of habitat which we are normally locked out of – the treetops. Tree canopies are home to a whole host of interesting creatures, as well as being a great vantage point from which to survey the natural world, and to develop a deeper appreciation of the trees themselves.

This forest currently supports a range of native bird species (occasional kaka, kereru, fantail, grey warbler, tui). The canopy walk will allow for visitors to engage with the forest environment in a unique way while enjoying the experience of connecting with native birds in their natural environment. This provides a chance to elevate the conservation education outcomes for the zoo.

The boardwalk itself would provide for interpretive opportunities. Examples might include a listening post where the sounds of wind in tree leaves, the sound of rain failing through the canopy and maybe even a tree listening device (recently trialed at Kew gardens) where visitors can hear the sound of water surging up a trees trunk.

Nature Play - interacting with forest habitats







Providing a safe, kid friendly and highly interactive environment that directly connects to the look and feel of adjacent animal habitats - extending the sense of immersion and elevating learning opportunities through play.

The existing playground at Brooklands Zoo is well-used, but surveys of visitors highlight that it is not the main reason for a visit to the Zoo and that the focus is on seeing the animals. In order to better align the playground with the renovated animal habitats and a more immersive Zoo experience, the concept plan envisions a new playground that spans the central area of the Zoo and provides for play experiences that are based on nature. Instead of conventional manufactured play equipment the playground at Brooklands Zoo will immerse visitors and children in a natural-style forest environment.

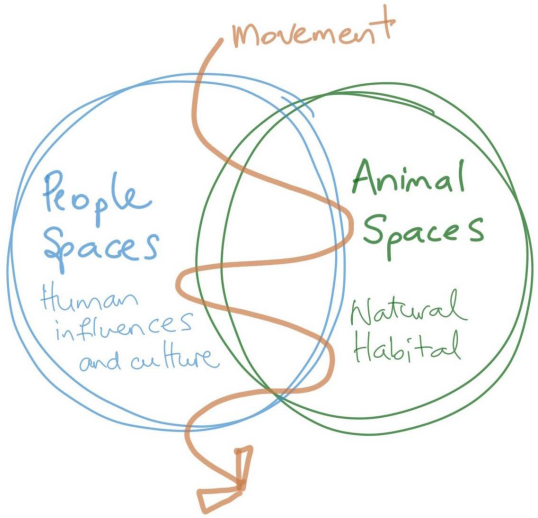
Research indicates that when children play and learn in nature, they do so with more vigor, engagement, imagination and cooperation than in wholly artificial environments.

Zoos can be an instrumental avenue for connecting children to nature, thereby contributing to the development of conservation values and environmental stewardship.

Creating a safe, vibrant and varied natural playground that builds on the animal habitat experiences will provide opportunities to enhance the connections between humans, animals and the landscapes they share.

Animal Habitats - immersive habitats that capture the spirit of the animal





Immersive exhibits that capture the spirit of the animal and support a rich and flourishing life for the animals.

A range of existing animal exhibits are proposed to be renewed to provide for a more sustainable animal collection (ie. breeding opportunities with split habitat opportunities) and higher quality, naturalistic spaces. Animal habitats will complement the over-arching themes to ensure a cohesive narrative for visitors.

Naturalistic zoo design intensifies interactions that the visitor has with animals as they are part of an exhibit rather than a mere observer. Such naturalistic displays are also imparting a message of greater understanding, even without interpretation.

The design of the zoo exhibit prioritises the development of a space for the animals and as such animal welfare becomes one of the most important elements. The visitor experience is woven into this, particularly when looking at the integration of people and animal spaces (naturalistic and immersive spaces).

The following principles will be considered as part of the Brooklands Zoo animal habitats:

- Animal is dominant and the visitor moves through the landscape rather than looks at it.
- Ensure the animals are seen only as part of a landscape which also surrounds the viewer.
- Provide selected views and sense of anticipation.
- Prevent cross-viewing of other people and exhibits.
- Avoid looking down on animals (current approach with otter exhibit), they should be at eye level or above.

Education Spaces - engaging with learning and building knowledge







A series of learning spaces both indoor and out that provide a innovative and varied opportunities to engage.

Education is key to ZAA-accredited zoos, whether it's community, school, tertiary or professional education. Across Australasia, ZAA members have developed all kinds of programs, materials and facilities to encourage people to learn more about wildlife and conservation science.

As Brooklands Zoo will be a space that builds interest in the natural environment and guides visitors to other regional attractions, the ability for educational opportunities to occur within the zoo is an important component of the strategic vision.

Currently the Zoo has limited spaces for more formalised learning. The ability to provide spaces that schools and visiting groups can use will enhance the learning opportunities provided there.

These spaces might include a range of terraced seating for outdoor classrooms and indoor sheltered spaces for extended learning opportunities. Zoo keeper talks and immersive habitat experiences will then flow out from these spaces. Education spaces would be designed around the proposed zoo themes.

The spaces would be designed to ensure multi-use for other appropriately scaled events that could support the Zoo. Corporate events and kid's parties are activities often provided for at zoos to build in an opportunity for income for the zoo and other educational and conservation support activities.

ETET Wildlife Facility







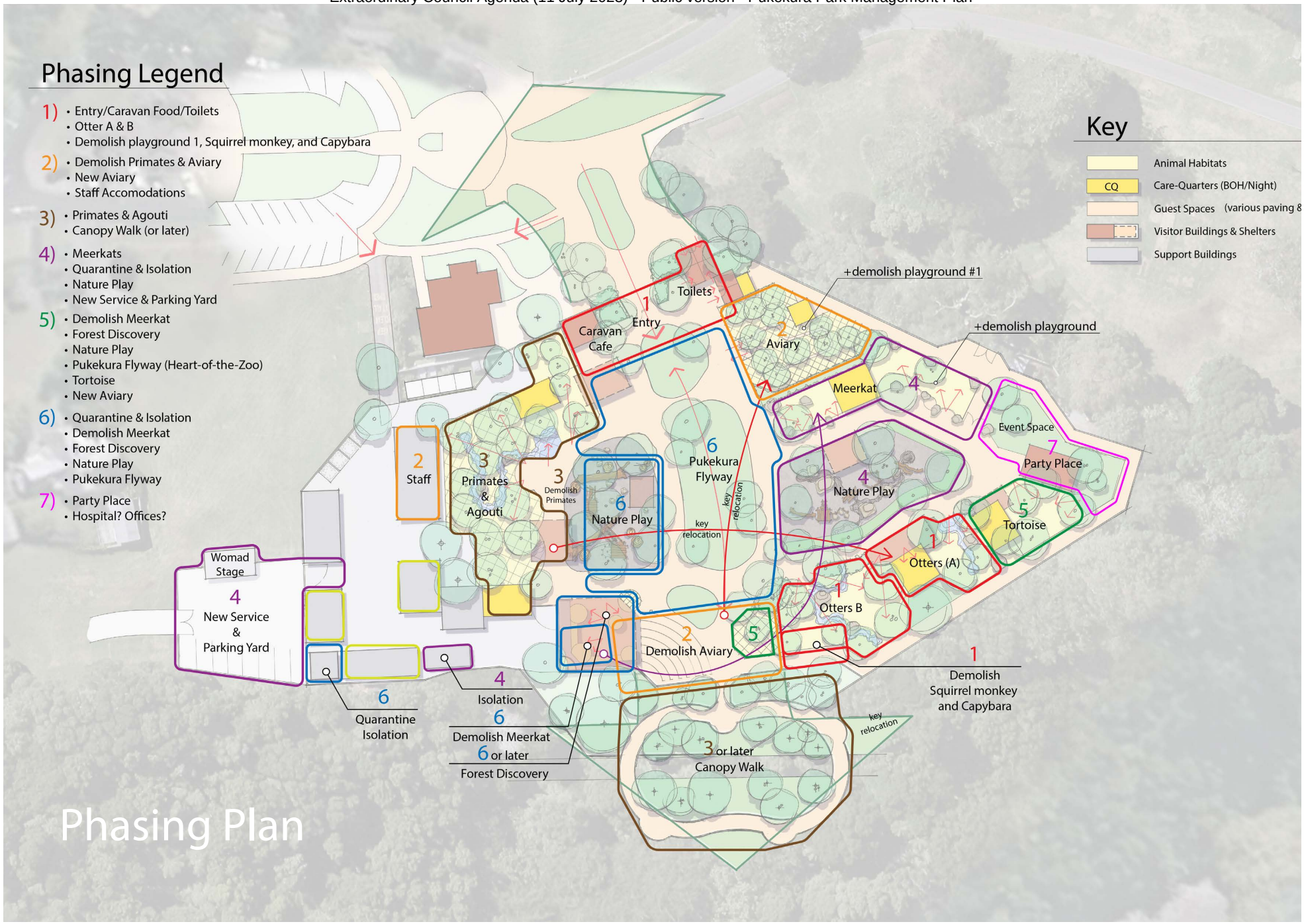
A partnership between the East Taranaki Environment Trust (ETET), NPDC and Pukerangiora hapū to support an initiative in Inglewood to be a nationally recognised, foundation learning centre for land and wildlife management, based on iwi principles of environmental guardianship.

In 2021 Council purchased 5.92 ha of land that adjoins Joe Gibbs Reserve alongside the Kurapete stream in Inglewood in order to facilitate a collaborative conservation initiative with ETET. ETET is a Charitable Trust responsible for conservation of 13,000 hectares of land in the upper reaches of the Waitara River at Purangi, East Taranaki.

One of the key purposes of the Trust's existence is to broaden public knowledge of environmental protection principles and provide access to resources for the community. The Trust is a hub for volunteer activity in the Inglewood area, providing a place and purpose for a number of volunteers to undertake trap building and maintenance amoung other activities.

The opportunity is for a collaboration between NPDC's Brooklands Zoo and a wildlife facility that provides for targeted care and rehabilitation of native birds alongisde wetland education and a visitor knowledge centre. This would provide an opportunity to support the aspirations of the Zoo to have a stronger input into conservation outcomes with a 'satellite' location that provides quieter environmental qualities. This therefore supports wildlife rehabilitation and release programmes in a more suitable location.

The intention is for the activity at Inglewood to complement (and not compete with) other sector participants.


Phasing Legend
1) • Entry/Caravan Food/Toilets
• Otter A & B
• Demolish playground 1, Squirrel monkey, and Capybara
2) • Demolish Primates & Aviary
• New Aviary
• Staff Accomodations
3) • Primates & Agouti
• Canopy Walk (or later)
4) • Meerkats
• Quarantine & Isolation
• Nature Play
• New Service & Parking Yard
5) • Demolish Meerkat
• Forest Discovery
• Nature Play
• Pukekura Flyway (Heart-of-the-Zoo)
• Tortoise
• New Aviary
6) • Quarantine & Isolation
• Demolish Meerkat
• Forest Discovery
• Nature Play
• Pukekura Flyway
7) • Party Place
• Hospital? Offices?
Key
Animal Habitats
CQ
Care-Quarters (BOH/Night)
Guest Spaces (various paving &
Visitor Buildings & Shelters
Support Buildings
Toilets
1 Entry
Caravan Cafe
+demolish playground #1
2 Aviary
+demolish playground
Meerkat
4
Event Space
7 Party Place
2 Staff
3 Primates & Agouti
3 Demolish Primates
6 Nature Play
6 Pukekura Flyway
key relocation
key relocation
4 Nature Play
5 Tortoise
1 Otters (A)
1 Otters B
Womad Stage
4 New Service & Parking Yard
2 Demolish Aviary
5
1 Demolish Squirrel monkey and Capybara
6 Quarantine Isolation
4 Isolation
6 Demolish Meerkat
6 or later Forest Discovery
key relocation
3 or later Canopy Walk
Phasing Plan

Phasing and Animal Management

The concept plan for Brooklands Zoo requires consideration of both animal management (animal collection sharing between ZAA members and sustainable populations through breeding) and phasing of implementation.

The intent for the strategic vision and associated concept plan is to phase the implementation and align the work programme with key renewals and interdependencies between creating new habitats and shifting animals and demolition of the old spaces.

Wherever possible existing structures will be utilised (eg. shelters, barn and back of house service area facilities). The focus of the zoo renewal will be around enhanced animal exhibits, educational spaces and immersive nature play.

Phase	Detail
1	Build new Otter Habitats Entry Toilet block and Caravan food area
2	Build new Aviary Upgrade staff facilities (drying room, smoko)
3	Build new Primate + Agouti Habitat
4	Build new Meerkat Habitat
5	Build new Nature Play Zone (western side) Build new Leopard Tortoise + Scheltopusik Habitat
6	Build Forest Discovery Centre Build new Nature Play Zone (eastern side) Relocate small aviary for Ruru
7	Build new quarantine/isolation space Retrofit old barn to classroom and party shelter

Phases required to maintain MPI Standards (Phase 1 – 3)


‘It’s not just to save forests and wildlife that we’re working but also for our own future – we all need forests, we all need the natural world.’ Jane Goodall

PROPOSED INTEGRATED RESERVE CO-MANAGEMENT PLAN REVIEW NGĀ MOTU, PARITŪTŪ, CENTENNIAL PARK AND HEREKAWE STREAM RESERVES

MATTER / TE WHĀINGA

1. The matter for consideration is to approve the draft Integrated Reserve Co-Management Plan – Part B for Ngā Motu, Paritūtū, and Centennial Park (including Herekawe Stream Reserves for consultation with the community).

RECOMMENDATION FOR CONSIDERATION

That having considered all matters raised in the report, Council approve the Draft Ngā Motu, Paritūtū, and Centennial Park Integrated Co- Management Plan for consultation with the community.

COMPLIANCE/TŪTOHU	
Significance	This matter is assessed as being of some importance as it relates to identified strategic assets; Centennial Park and Paritūtū.
Options	This report identifies and assesses the following reasonably practicable options for addressing the matter: 1. Approve the Ngā Motu, Paritūtū, and Centennial Park Draft Integrated Co-Management Plan – Part B. 2. Do not approve the Draft Ngā Motu, Paritūtū, and Centennial Park Integrated Co-Management Plan – Part B.
Affected persons	The persons who are affected by or interested in this matter are Ngā Mahanga a Tairi, Ngāti Te Whiti, Department of Conservation (DOC), Ngā Motu Marine Reserve Society, users of the reserve and the general public.
Recommendation	This report recommends Option 1 for addressing the matter.
Long-Term Plan / Annual Plan Implications	This is the preparation of a planning document and is being delivered as part of the Council's budgeted Reserve Management Planning programme of work. It is possible that suggestions are made in the plan that would identify potential projects for consideration in future Long Term Plans.
Significant Policy and Plan Inconsistencies	No.

EXECUTIVE SUMMARY / WHAKARĀPOPOPTOTANGA MATUA

2. We recommend that Council approves the Ngā Motu, Paritutu, and Centennial Park Integrated Co-Management Plan (draft Plan) in order to continue complying with the requirements of the Reserves Act 1977 (the Act), and to make sure that the plan continues to be relevant to the community that it services.

3. Reserve Management Plans (RMP) contain the overall vision for reserves and include policies that help shape and enable the use, management and development of our parks and reserves. Projects contained in a RMP that require funding are non-binding on Council. Implementation of any item contained in the plan will be considered through the development of future Long-Term Plans.

4. The current RMP (the Coastal Reserves Management Plan) was adopted by Council in 2006 (amended in 2015) and is being reviewed at the request of hapū and the Department of Conservation (DOC) to reflect changes to the park, society, and community over the last seventeen years. It also reflects the co-governance/management arrangements between DOC and Ngā hapū as a result of Settlements and the desire to undertake an integrated management plan for the area.

5. Officers have worked in partnership with Ngā Mahanga a Tairi and Ngāti Te Whiti (Ngā hapu) and DOC to prepare a draft Plan for consideration and feedback from the community.

6. The next steps are to consult on the content of the draft plan over a two-month period, gather feedback and then prepare a final draft Plan to be reported to Council. Elected Members will have further opportunities to review and contribute to the plan as it progresses through the consultation process.

BACKGROUND / WHAKAPAPA

7. Council approved a review and preparation of a number of Reserve Management Plans, including Paritūtu Centennial Park, in August 2021.

8. Given the cultural significance of Paritūtu, Centennial Park and adjacent Ngā Motu, DOC and NPDC commissioned Ngā Hapū to research and prepare a range of considerations to inform the draft Plan. To better reflect the relationships between people and the land, a Te Ao Māori approach has been taken in structuring the draft Plan. Inputs from various stakeholders including Taranaki Regional Council, and the Ngā Motu marine reserve society have been used to inform the draft Plan.

9. The purpose of this draft Integrated Reserves Co-Management Plan (the draft Plan) is to provide a cohesive approach in partnership with tangata whenua to management of this special area irrespective of administrative responsibility.

10. This plan represents land and formations including Paritūtū Centennial Park, Herekawe stream reserves and Ngā Motu.

11. The area is important to many people throughout the district. It has important cultural, historical, amenity and recreational values which cannot be found in other district locations. It also has the potential to embrace and enhance coastal environmental values which represent a fundamentally underrepresented ecosystem in Taranaki.

12. The goal is to present a co-operative plan which expresses a common aspiration representative of all parties but with values being led from Ngā hapū. The intention being by providing for Ngā hapū to regain connections to the land and provide kaitiakitanga, that there will be a positive enhancement of the relationship the Taranaki community has with this area.

13. The process to develop this plan has been to partner with tangata whenua to prepare a draft plan, after which the various regulatory authorities with statutory obligations will undertake community consultation if required and subsequent adoption of the recommendations into respective planning/management frameworks.

14. A RMP prepared under the Reserves Act 1977 (the Act) provides strategic direction for the management of parks and reserves, and identify policies and plans for the use, enjoyment, maintenance, protection, preservation and development of parks assets.

15. An RMP can include areas of land that are not held under the Act. This RMP encompasses both land held under the Act and land owned by Te Kāhui o Taranaki Trust and Te Kotahitanga o Te Atiawa Trust and administered by DOC through the Sugar Loaf Islands (Ngā Motu) Marine Protected Area (SLIMPA) and it's associated SLIMPA Act passed in 1991.

New Plymouth District Reserves

16. Council currently has a suite of management plans covering some individual parks, as well as omnibus plans covering different types of reserves such as Neighbourhood, Sports, Historic, Coastal and Green Spaces. These plans are at different stages of review requirements. They are generally relatively dated and some no longer adequately reflect the current needs, desires and aspirations of the community or the local environment.

Ngā Motu, Paritutu, and Centennial Park

17. Ngā Motu is a complex of maunga and islands that include Paritūtū, Mikotahi, Ngataierua, Moturoa, Motumahanga, Waikaranga, Mataora, Pararaki and Motuotamatea. Below the surface, there are spectacular cliffs, canyons, boulder reefs and sand expanses.

18. Today, the islands that make up Ngā Motu are jointly owned by Te Kāhui o Taranaki Trust, and Te Kotahitanga o Te Atiawa Trust on behalf of their uri. The Department of Conservation maintains a management obligation for Ngā Motu. New Plymouth District Council owns and manages Paritūtū and Centennial Park and this area consists of 68 hectares of land.

19. The area is administered by the Council in accordance with the Reserves Act 1977. Council manages land currently under the Coastal Reserve Management Plan (amended and adopted in June 2015).

20. Currently there are a range of recreation and management activities that are undertaken across these collective areas of reserve. Seven parking areas, public toilets, steps to the beach, formal and informal walkways, and picnic tables and seating areas are located across the reserve. These include numerous coastal activities walking, jogging, fishing, surfing, kite flying, motorised model plane flying, hang gliding, paragliding and horse riding. The southern end of the reserve is fenced off and managed by grazing.

21. The draft plan in **Appendix 1** provides further details on the history, considerations, and values of the reserves alongside a range of proposed Policy pathways and projects specific to the reserves.

Land History

22. Ngā hapū have provided an account of the pre-settlement history of the land within the draft Plan, and excerpt provided here contributes to an understanding of the land history. Prior to the arrival of settlers, the history of these lands varied according to tribal stability of the time. For many generations, Māori lived primarily in peace according to their societal rules and values. The whenua was vast, food plentiful, social structure was clear and tikanga and kawa was followed.

23. Successive generations lived with the abundance of fish life, birds, freshwater species and forests which resulted in tangata whenua developing a symbiotic relationship with these areas. For some tupuna, these relationships evolved beyond life and saw them become kaitiaki – a spiritual guardian who protects the sites, which also benefit the living spiritually.

24. This history of this whenua has continued to play a significant part in the cultural identity of tangata whenua of the area. Ngā Motu was a challenging site, given the boundary between Ngati Te Whiti and Taranaki Iwi lay directly at the base of Paritūtū rock. Boundary lands were often subject to shifting settlement patterns and this area is no exception.

25. In the late 1700's Ngāti Te Whiti continued to occupy the original city of New Plymouth. Paritūtū became the pou rohenga whenua (boundary point) between Nga Mahanga a Tairi and Ngati Te Whiti despite the occupation of various sites by both iwi either side, the following proclamation has been retained; Ko Paritūtū te pou rohenga atu. This is also retained in the agreement between two key chiefs of each iwi of the time 'kia kaua e pikitia a Ōnukutaipari' (that Ōnukutaipari will not be crossed or transgressed).

26. With the immense influx of European settlers between the 1840's to the 1860's the area underwent significant changes and was earmarked as a place that could potentially satisfy settler demand for land. However, in the 1870's discussions between Māori (Taranaki and Ngati Te Whiti) and the Crown Commissioner Robert Parris and other officials took place following plans to build a wharf and breakwater.

27. Iwi and hāpu disputed the sale of land for provincial development and tangata whenua made a clear assertion that any lands sold for port developments should not impinge on lands to the south side of Paritūtū. In a statement to Parris, tangata whenua of Taranaki Iwi asserted their ancestral rights, declaring their boundaries and that developments should not take place there.

28. Irrespective of Māori assertions, in 1938 the Crown opted to vest this whenua in the Council as a public reserve "to be held for recreation purposes with the name of Paritūtū Te Pukenga Tāpui".

29. This large parcel of land on the seaward side of Centennial Drive, from Paritūtū to around Herekawe was originally freehold land of the New Plymouth City that became a reserve for recreation purposes in 1969 as a memorial to the 1941 celebration of the first 100 years of pākehā settlement of the district of Taranaki.

30. Land around the mouth of Herekawe and to the south were vested in the Crown for state housing and for the storage and distribution of the petroleum products prior to being declared reserves.

Work with Adjacent Landowners

31. Ngā hapū are leading discussions with adjacent landowners on potential opportunities to extend the restoration approaches being developed for Centennial Park to privately owned land. The aim is to have a comprehensive approach to restoring the whenua in the precinct.

32. Discussions have commenced with OMV in relation to their land (of particular importance due to the location of the Key Native Ecosystem of the Tank Farm ponds (Lloyd's ponds) on site that link into the wetland systems at the southern end of Centennial park. The Tank Farm Ponds are a 9.4 ha QEII covenanted site which consists of two semi-coastal dune lakes. There are very few similar areas of this nature in Taranaki. The wetland swamp provides a link to the coast for Egmont, New Plymouth, and the nearby Duke Wetlands and Barrett Lake Scenic Reserve.

33. Council officers are supportive of this approach and will work alongside Ngā hapū to explore opportunities to engage with other adjacent landowners and extend the restoration approach further supporting the values and outcomes anticipated by the draft Plan.

Proposed Name Change

34. One of the proposals within the projects list for the Plan is to consider the re-establishment of the correct (original) māori names for places/features across the reserve and surrounds. Correct names are a key precursor to achieving greater understanding in the community of the environment/area, and the role of people within that. The mana enhancing impact for the community that results from the reinstatement and wider understanding of the narrative that comes with the name is well known.

35. Under both the Reserves Act and under Section 2.2.5 of the General Policies for Council Administered Reserves (NPDC September 2006) there is provision for the name of a reserves that may have been set at the point of classification to be changed at a later stage after consultation with the community.

36. Te Huinga Taumatua Committee has the delegated authority for the naming and re-naming of Council administered reserves (under the the General Policies for Council Administered Reserves). As such the submissions received on the proposed re-naming consulted through the public consultation on the draft Plan and the decision on whether or not to proceed with the re-naming will be taken through Te Huinga Taumatua Committee.

37. The policies for reserve naming guide that where possible, the name of a reserve should:

> *Reflect the relevance of the site, its history and use and the purpose for which was reserved. If there is a strong Māori cultural connection to a reserve, a Māori name should be considered in consultation with mana whenua. Likewise, a strong European cultural connection to a reserve should result in an appropriate European name. Where appropriate, both Māori and European names will be used on signage and in documentation. Māori names will be identified in consultation with mana whenua.*

38. In 1938, land comprising Paritūtū and its surrounds were vested to the New Plymouth Borough Council in commemoration of the landing of the first settlers in Taranaki 1841.

39. Centennial Park was named Paritūtū Centennial Park in 1969 and a management committee was formed. The name recognised the 1941 celebration of the "first one hundred years of organised settlement of the provincial district of Taranaki".

40. Given the focus for the site on the relationship between natural values, the whenua and humans, it is proposed for a name that better reflects this connection is considered.

41. The new name proposed for Centennial Park is Te Pukenga. The meaning has been described as relating to the rising water level of ponds due to rainfall. Evident in the many ponds in this locality, waioratoki, kaireporepo, Te hekenui and Te hekeiti. The living ecosystems of these ponds and relationship with ancestors past.

42. The draft Plan has been prepared with a statement at the beginning of the document that outlines the intention of the proposed name change but for clarity provides that new name as part of the draft Plan. The intention being that the community can consider the proposed name in the context of the draft Plan and descriptions of the intent and relationship to the values outlined.

Key Approaches and Policy Pathways

43. Ko te oranga o te whenua, Ko te oranga o te tangata conveys the indigenous Te Ao Maori (worldview) that the wellbeing of the environment leads to the wellbeing of the people.

44. This statement is a reminder of the collective responsibility tangata whenua and the wider community have to the wellbeing of these special and significant reserves. It describes the obligation to protect, sustain and enhance the wellbeing of these places as it directly affects the wellbeing of the people.

45. This world view demonstrates the deep connection tangata whenua have with the environment and identifies the intrinsic and symbiotic relationship that is inherent between tangata and whenua.

46. The importance of a holistically healthy environment, which in the context of this integrated plan is the land, air, water (sea, rivers, springs) and maunga detailed in this document.

47. The draft Plan then establishes a set of four priority policy pathways referred to as 'Pou'. These include:

a) Whakapapa-whenua/Tika – Pono

b) Tiakitanga – Mauri – Tikanga

c) Mana – Wairua

d) Tautoko/Hapai – NPDC relationship and support

48. Within these are a series of objectives that reflect the following core areas:

- Mauri – Balance and restoration
- Whanaungatanga – the relationship the community has with Ngā Motu, Paritutu and Te Pukenga Tapui precinct
- Mai te maunga Taranaki ki uta, ki tai a kupe – integrated management

49. Out of these Policies and objectives are a series of projects to be actioned over time. Some of these include restoration, monitoring and physical works, while others are programmes for management and operational administration.

Relationship between RMP and LTP Budgets.

50. The financial implications of projects and programmes are not defined by the RMP. A high level indication of priority of projects from the community will be sought through the Draft Plan. Budgets and ongoing costs are considered as part of Council's wider financial policy and planning processes through the Long Term Plan. The RMP is a document aimed at documenting the community aspirations for development and management of Ngā Motu, Paritūtū, and Centennial Park and as such providing the opportunity for such approaches to occur under the Act if funding is subsequently provided. The following diagram provides a summary of these relationships.

51. It should be noted however, that some of the core projects identified in the draft Plan are related to restoration of the whenua with indigenous coastal forest and wetlands. The delivery of this approach can be supported from existing Council budget provided through the Planting our Place programme of work.

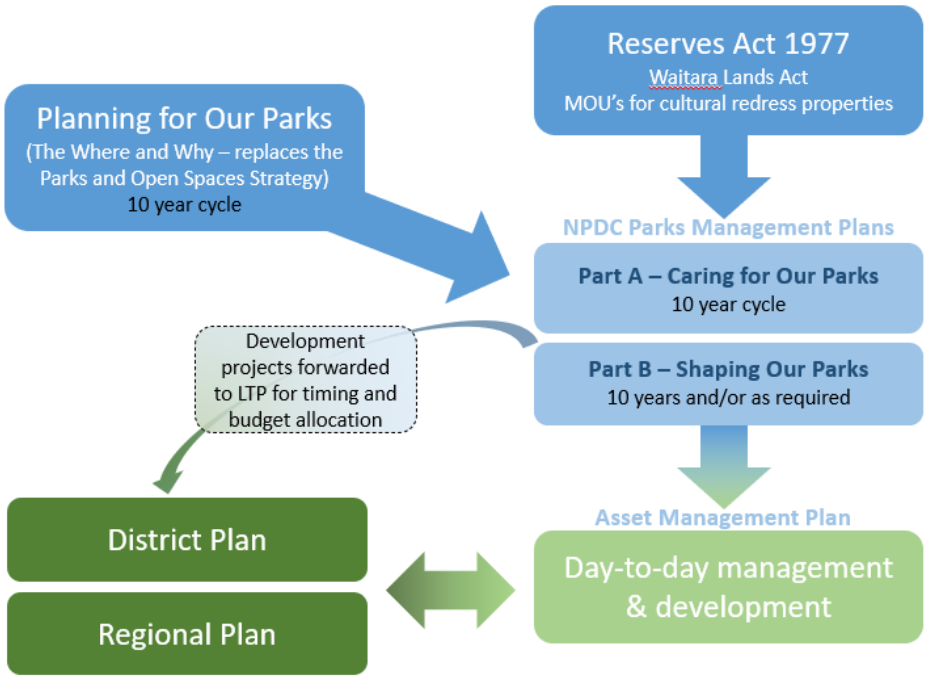


Figure 1 – Diagram showing relationship between RMP planning, LTP, Infrastructure Strategy and Asset Management.

CLIMATE CHANGE IMPACT AND CONSIDERATIONS / HURINGA ĀHUARANGI

52. The draft Plan gives consideration to minimising non-renewable resource inputs into the operational management of the park. An attempt has also been made to anticipate the impacts of likely climate change scenarios on the park and how these can be mitigated and adapted to. Of primary concern are how the park's vegetation may adapt to increasing temperatures; and how the park's waterways will cope with more frequent, higher intensity weather events. The whenua based focus of the plan responds positively to climate change considerations by providing for resilience through planting.

53. The area is subject to strong coastal influences and as such coastal erosion will be an ongoing issue to consider. The draft Plan provides for a zone at the coastal edge that would allow for managed retreat as needed and potential movement of public access away from eroding edges as required.

REFORM IMPLICATIONS

54. There are no implications relating to any current reforms.

NEXT STEPS / HĪKOI I MURI MAI

55. A minimum approach to consultation is required in preparing a RMP. This is outlined in Sections 41 and 119 of the Act. This process is summarised below. The first consultation step, notifying Council's intent, is not needed provided Council makes a resolution stating that any feedback received would not materially assist in preparation of the document. This is not considered to be appropriate in this case, and a consultation process with the community to inform the draft Plan is recommended to be undertaken.

56. It is proposed that the following consultation process and timing is implemented.

Date	Item
11th July 2023	Extraordinary Council meeting and approval for community consultation
14th August 2023	Community Consultation Begins
14th October 2023	Community Consultation Ends
October - December	Review of submissions and proposed amendments to the draft Plan considered
January 2024	Report to Council and Te Huinga Taumatua on submissions summary and proposed Plan for adoption and proposed re-naming, including any submitters wanting to be heard. Or alternatively, depending on submission requirements, Council hearing of submissions and then reporting to Council.

SIGNIFICANCE AND ENGAGEMENT / KAUPAPA WHAKAHIRAHIRA

57. In accordance with the Council's Significance and Engagement Policy, this matter has been assessed as being of some significance as it as it relates to assets identified as Strategic Assets however, it is recognised that the project is focused on a single reserve.

58. There will be some impact on residents with an interest in Ngā Motu, Paritutu, and Centennial Park as the plan is rolled out in the community. For most this will be only minor, but for some people the matter will be quite important to them if it potentially affects their use and enjoyment of the reserve.

59. Parks and reserves are critical to a community's well-being and sense of pride in place.

60. The Plan will almost certainly contain proposals which will require decisions on financial resourcing from Council and which be reported through future Long-Term Plans.

61. RMP development includes a prescribed legislative process for public consultation which will be undertaken. Targeted pre-engagement with stakeholders, partners and other interested parties has already taken place and we will continue to undertake targeted consultation with these groups throughout the process.

Statutory Responsibilities / Ngā Haepapa ā-ture

62. RMP preparation processes must comply with the requirements of the Reserves Act 1977. This is outlined in Sections 41 and 119 of the Act which is summarised below. The first three steps have already been completed.

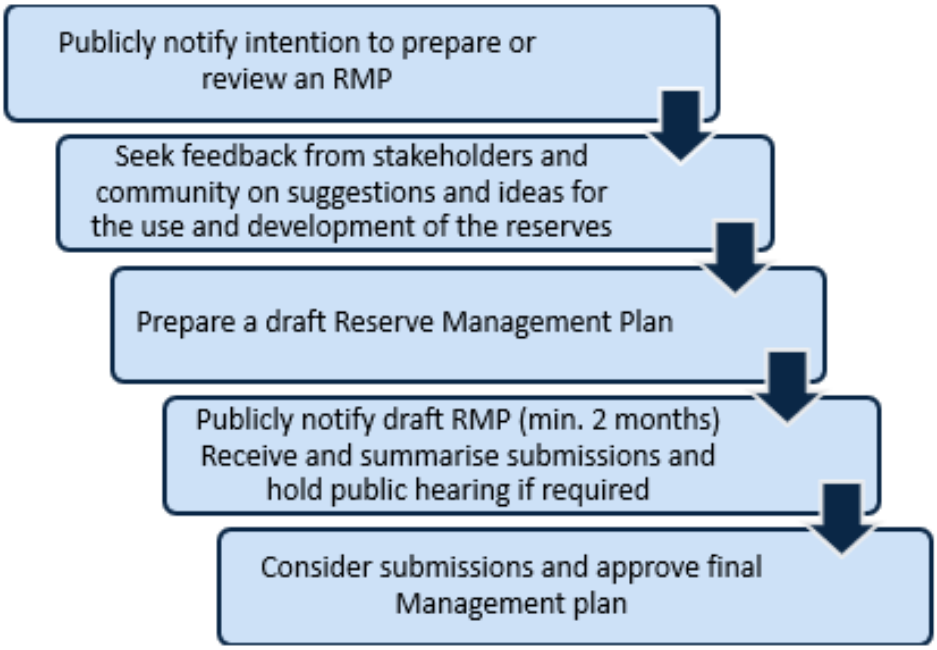


Figure 2 - Management Plan Preparation Process

OPTIONS

Risk Analysis/ Tātaritanga o Ngā Mōrearea

63. Provided an adequate consultation process is undertaken which allows suitable engagement opportunities for interested parties, any risks should be low.

Promotion or Achievement of Community Outcomes / Hāpaitia / Te Tutuki o Ngā Whāinga ā-hāpori

64. Preparation of the RMP will include many opportunities for community partnerships, as well as an assessment of ways to increase operational sustainability and contributions to environmental and wellbeing outcomes.

Consistency with Policies and Plans / Te Paria i ngā Kaupapa Here me ngā Mahere

65. The draft Plan is not inconsistent with existing Council plans and policies. The development of the draft Plan has been guided by the Reserves Act process and is consistent with the strategic approach identified in the Open Space Sport and Recreation Strategy.

Participation by Māori / Te Urunga o Ngāi Māori

66. The preparation and delivery of the Plan is of significance to Māori and the review was initiated by tangata whenua in response to a desire for an holistic approach across this collection of land and oceanic reserves. As such they support Option 1 being put forward.

67. With the integrated co-management approach with Ngā hapū, this process appropriately reflect Council's goal of partnership with tangata whenua and the stewardship or kaitiakitanga of the whenua that Reserve Management planning embraces.

68. A working group was established with representatives from Ngā Mahanga a Tairi, Ngāti Te Whiti and NPDC and DOC officers. This group has been meeting regularly to research and prepare a draft of the Plan for consultation.

69. The working group presented a draft of the Plan to the broader hapū groups on a number of occasions and received feedback. The working group since met and confirmed some minor adjustments based on that feedback and has endorsed the draft plan and next phase of work proceeding, being public consultation under the Act.

70. An excerpt from the He Mihi/Vision for the draft Plan provides an appropriate overview of the view of Ngā hapū. Ko te oranga o te whenua, Ko te oranga o te tangata conveys the indigenous Te Ao Maori (worldview) that the wellbeing of the environment leads to the wellbeing of the people. This statement is a reminder of the collective responsibility tangata whenua and the wider community have to the wellbeing of these special and significant reserves. It describes the obligation to protect, sustain and enhance the wellbeing of these places as it directly affects the wellbeing of the people.

71. This world view demonstrates the deep connection tangata whenua have with the environment and identifies the intrinsic and symbiotic relationship that is inherent between tangata and whenua. The importance of a holistically healthy environment, which in the context of this integrated plan is the land, air, water (sea, rivers, springs) and maunga detailed in the draft Plan.

72. Tangata whenua are acutely aware that the taiao has been degraded over time due to the impact of human development, that includes building settlements, infrastructure, and industry, clearing forests, introduction of pests, prospecting for finite resources and farming the land. This development has adversely affected the taiao and also the indigenous people who have lived on the land and connect with it physically and spiritually.

73. The draft Plan is a manifestation of a partnership between tangata whenua, the New Plymouth District Council, Taranaki Regional Council, and the Department of Conservation.

74. The wellbeing of the whenua is the lens in which we view our actions, and the partners encourage everyone to take the same approach. The purpose of this integrated reserve co-management plan is to provide a roadmap for the next 20 years that ensures the spiritual and physical wellbeing of these special places are protected, sustained, and enhanced.

Community Views and Preferences / Ngā tirohanga me Ngā Mariu ā-hāpori

75. For Option 1 a review of the current Coastal Reserves Management Plan for the Ngā Motu, Paritūtū, and Centennial Park area will ensure that community views are provided for through a public consultation process. Option 2 retains the status quo and may not fully reflect the current views of the community about this area given the age of the current plan.

Option 1 Approve the Ngā Motu, Paritūtū, and Centennial Park Draft Integrated Co-Management Plan – Part B.

Financial and Resourcing Implications / Ngā Hīraunga ā-pūtea, ā-rauemi

76. This project is predominantly being delivered through NPDC internal resources through the Planning and Design team, in partnership with Ngā hapū.

77. There will be minor costs associated with consultation such as advertising, meetings, open days, hui and travel. It is anticipated that these costs will be met within existing budgets.

78. Any additional significant costs associated with implementing the RMP will be put forward during subsequent LTP processes for a decision by elected members and/or covered by existing RMP Implementation budget item and/or the Planting our Place programme.

Risk Analysis / Tātaritanga o Ngā Mōrearea

79. Undertaking a review of the Plan will allow for a wider review of the whole reserve network in a holistic manner and inclusion of matters that the community may consider important. This option consistent with Section 41(4) of the Act which requires that management plans be kept under continuous review to ensure that they keep abreast of changing circumstances and knowledge.

Statutory Responsibilities / Ngā Haepapa ā-ture

80. RMPs must align with the requirements of the Reserves Act 1977. This option ensures community input into a review of a Plan in a timely way that is consistent with requirements of the Reserves Act 1977 to keep Management Plans under continuous review.

Advantages and Disadvantages / Ngā Huanga me Ngā Taumahatanga

Advantages	Disadvantages
Allows for certainty in forward work programming	Significant staff resourcing commitment required
Provides a commitment to the community around timing of the Ngā Motu, Paritūtū, and Centennial Park Integrated Management Plan review, and their opportunities to be involved	Consultation may be dominated by a single issue – to the detriment of other equally important matters
Consistent with Reserves Act requirements	
Allows the RMP to more accurately reflect Ngā hapū and community needs and desires	
Provides more certainty about future changes and management of the park to staff and the community	

Option 2 Do not approve the Draft Ngā Motu, Paritūtū, and Centennial Park Integrated Co-Management Plan – Part B.

Financial and Resourcing Implications / Ngā Hīraunga ā-pūtea, ā-rauemi

81. There would be no financial requirements for this option as it retains the status quo. There may be a need to undertake adhoc amendments to the Coastal RMP in order to respond to new requirements at these Reserves and this would require investment in staff time and associated consultation requirements.

Risk Analysis / Tātaritanga o Ngā Mōrearea

82. Not undertaking a review of the Plan would mean that there may be some contemporary issues and situations that are not adequately provided for. It would not allow for a wider review of the whole reserve network in a holistic manner and inclusion of other matters that the community may consider important. This option would also be largely inconsistent with Section 41(4) of the Act which requires that management plans be kept under continuous review to ensure that they keep abreast of changing circumstances and knowledge.

Statutory Responsibilities / Ngā Haepapa ā-ture

83. RMPs must align with the requirements of the Reserves Act 1977. It is unlikely that this approach would be wholly consistent with requirements of the Reserves Act 1977.

Advantages and Disadvantages / Ngā Huanga me Ngā Taumahatanga

Advantages	Disadvantages
There is an opportunity for further discussion, evaluation and determination of issues and opportunities prior to a later review of the RMP	Does not respond to the aspiration of Ngā hapū and DOC as partners in the process to develop a holistic approach to management of the whenua
	A small chance that some identified updates considered important for operational activities may not be included

Recommended Option
This report recommends Option 1: Approve the Ngā Motu, Paritūtū and Centennial Park Draft Integrated Co-Management Plan – Part B.

APPENDICES

Appendix 1 Draft Integrated Reserves Co-Management Plan (ECM 9001186)

Report Details

Prepared By:	Renee Davies (Planning and Design Lead)
Team:	Planning and Design
Approved By:	Juliet Johnson (Manager Planning
Ward/Community:	New Plymouth
Date:	19th June 2023
File Reference:	ECM 9013389

----------End of Report ----------


DRAFT
Ngā Motu/Paritūtū/Te Pukenga/Herekawe
Integrated Reserves Co-Management Plan
Ngā Mahanga a Tairi
Ngāti Te Whiti
DOC
NPDC

Contents

HE MIHI/PURPOSE 2

HISTORICAL CONTEXT 3
Timeline
Historical context whenua & mana whenua
Current context whenua & mana whenua

INTEGRATED MANAGEMENT 6

RESERVE FEATURES 11
Ngā Motu
Paritūtū
Herekawe Stream Reserves
Wider Context Map
Cultural Heritage Map
Sites of Significance to Ngā hapū Map

CONCEPT PLANS 18
Landscape Gestures
Built Network

POLICY PATHWAYS
Priority Pou 22
Name/Ingoa 24
Policy Pathways Objective 1 25
Priority Pathways Objective 2 28

PROJECTS 31

GLOSSARY 35

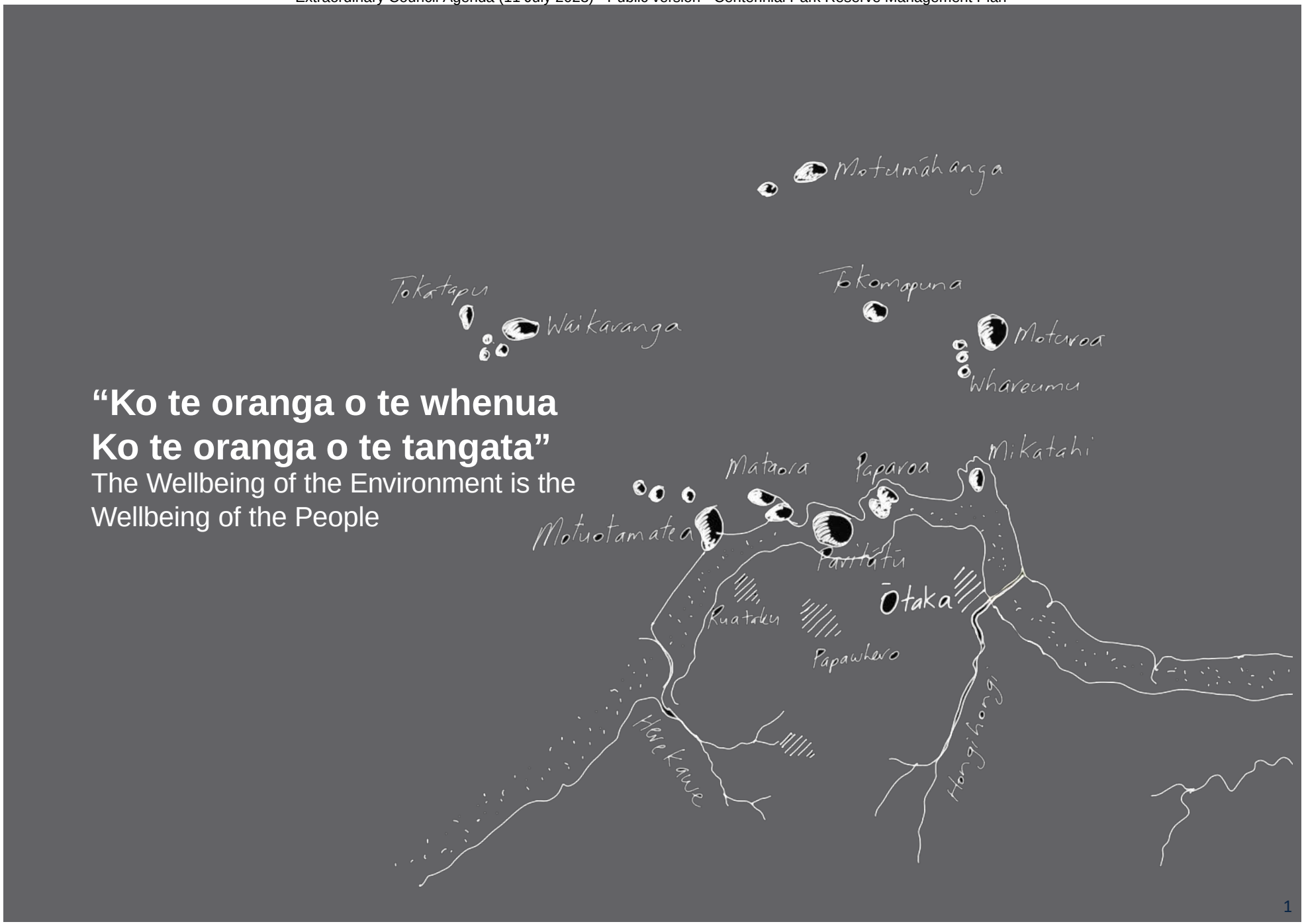
APPENDICES 36
A – Land parcel descriptions
B – Restoration Plan
C – Key Native Ecosystems

Note on Naming through Reserve

The draft Integrated Management Plan (draft Plan) proposes a re-naming of Centennial Park to Te Pukenga (refer to page 24 for more details).

The draft Plan has used Te Pukenga as a placeholder throughout the plan in order to provide context and flow.

Front Cover - View north Centennial park in foreground and **Paritūtū** and **Ngā Motu** background



“Ko te oranga o te whenua
Ko te oranga o te tangata”

The Wellbeing of the Environment is the Wellbeing of the People

He Mihi / Vision



Sunset from Te Pukenga

Ko te oranga o te whenua, Ko te oranga o te tangata conveys the indigenous Te Ao Maori (worldview) that the wellbeing of the environment leads to the wellbeing of the people.

This statement is a reminder of the collective responsibility tangata whenua and the wider community have to the wellbeing of these special and significant reserves. It describes the obligation to protect, sustain and enhance the wellbeing of these places as it directly affects the wellbeing of the people.

This world view demonstrates the deep connection tangata whenua have with the environment and identifies the intrinsic and symbiotic relationship that is inherent between tangata and whenua.

The importance of a holistically healthy environment, which in the context of this integrated plan is the land, air, water (sea, rivers, springs) and maunga detailed in this document.

Tangata whenua are acutely aware that the taiao has been degraded over time due to the impact of human development, that includes building settlements, infrastructure and industry, clearing forests, introduction of pests, prospecting for finite resources and farming the land. This development has adversely affected the taiao and also the indigenous people who have lived on the land and connect with it physically and spiritually.

This plan is a manifestation of a partnership between tangata whenua, the New Plymouth District Council, Taranaki Regional Council and the Department of Conservation.

The wellbeing of the whenua is the lens in which we view our actions and the partners encourage everyone to take the same approach.

The purpose of this integrated reserve co-management plan is to provide a roadmap for the next 20 years that ensures the spiritual and physical wellbeing of these special places are protected, sustained and enhanced.

This plan sets out how the partners are going to ensure these areas remain safe and accessible (where designated), while also supporting and sustaining the special spiritual and cultural connection to place that tangata whenua hold as intergenerational kaitiaki (guardians).

The actions outlined will provide the community with clear direction on how we will collectively keep these special areas spiritually and physically safe and highlight the opportunities to connect and experience the taonga of this whenua.

Purpose



View of Motuotamatea in foreground and Paritūtū in background - Photo Credit: Rob Suisted

The purpose of this Integrated Co-Management Plan (the Plan) is to give affect to the vision and provide an integrated approach in partnership with tangata whenua to manage this special area irrespective of administrative responsibility.

This plan represents land and formations covering land across Paritūtū, Te Pukenga (proposed name for Centennial Park), Herekawe Stream Reserves and Ngā Motu.

The goal is to present a co-management plan which expresses a common aspiration representative of all parties, which actively recognises the lead role that tangata whenua will play as enduring kaitiaki and will help to define the relationship the community has with this area.

A Reserve management plan (RMP) prepared under the Reserves Act 1977 (the Act) provides strategic direction for the management of parks and reserves, and identifies policies and plans for the protection, preservation, maintenance use and development of reserves.

An RMP can include areas of land that are not held under the Act. This RMP encompasses both land held under the Act and land held under others.

New Plymouth District Council's Reserve Management Plans are split into two parts. An overarching 'Part A' which covers the whole New Plymouth district, outlining the background and aspects relating to all reserves administered by Council. It includes high level principles and policies which apply to all reserves regardless of their type or location. This approach allows the prefacing and common information relating to all reserve management plans to be contained within Part A instead of being repeated in each individual plan.

Individual plans for parks and reserves form a suite of Part B management plans. With Part A dealing with higher level districtwide and governance direction, this format leaves Part B free to concentrate on community based, reserve specific issues, such as those outlined in this integrated management plan.

The Department of Conservation's Management Plans for Marine Protected Areas are managed through Conservation Management Plans. Under Section 8 of the Marine Reserves Act the purpose of a Conservation Management Plan is to establish objective for the management of a marine reserve or reserves.

The process to develop this plan has been to partner with tangata whenua to prepare a draft plan B, after which the various regulatory authorities with statutory obligations will undertake community consultation and subsequent adoption of the recommendations into respective planning/management frameworks.

The intent of this Plan is to engage the community in these special places - to form a deeper connection to place, and to have the ability to actively contribute to the restoration of a coastal ecosystem across this whenua. To articulate a common aspiration for these maunga and reserves, and the relationship that mana whenua and the Taranaki community has with this area over the coming decades.

Historical Context - Timeline Pre 1790 to 1840

Pre-1790

Ngā Motu were occupied as crucial and special places of Tangata Whenua

Pā (fortified settlements) and papakainga were located along the coastline. Mahinga kai (food gathering sites) and mara (gardens) supported the people.

Ngā Motu and surrounding whenua were places of refuge during times of conflict





Post-1790

1979 - James Cook passes by and identifies the 'Sugar Loaf Islands'

1840 - 1840 - Iwi were participating successfully in the trading economy and retained control over much of their customary land. Around this time 60 European settlers arrive on the barque *Brougham* out of Plymouth

1840 - Significant pressure to sell land was applied to hāpu/individuals. In the 1840s and 1850s, Crown agents sought to purchase land, despite being aware of disagreement among Māori over land sales.



Post-1840

1840 - Te Tiriti o Waitangi was signed. This guaranteed tangata whenua their rights.

1860, the Crown's purchase of land at Waitara, despite strong opposition, led to war. During the war, Crown forces shelled coastal Iwi Pa/settlements destroying kainga, cultivations and foodstores.

1865 - The Crown proclaimed 1.2 million acres of land confiscated, including all of the Taranaki region





Past-Present

The original inhabitants precede the coming of Taranaki Maunga.

The journey of Taranaki from the central plateau has been recounted for centuries. The account describes cataclysmic volcanic activity.

Since the beginning, Tangata Whenua remain active kaitiaki.

Historical Context - Timeline Pre 1865 to 1986

Post-1865

1865 – First Commonwealth oil well drilled near Mikotahi

1900 – Moturoa and Whareumu blasted in hopes of connecting islands to Mikotahi to extend port

1916 – Ironsand smelter established at base of Paritūtū – relocated to Golden Bay 1920

Post-1920

1923 – Paritūtū blasted for 12,000 tons of rock to construct breakwater

1941 – Paritūtū Te Pukenga handed over to New Plymouth City Council

1960 - Ngataierua mostly destroyed for excavations and land reclamation associated with power station

Post-1960

1961 – Ivon Watkins-Dow chemical plant established

1969 – Paritūtū Te Pukenga Tāpui becomes a reserve

1986 - Sugar Loaf Islands Marine Protected Area established











Sugar Loaf Islands Marine Protected Area Act 1991

Public Act 1991 No 8
Date of assent 21 March 1991
Commencement 21 March 1991

Contents

Past-Present

The original inhabitants precede the coming of Taranaki Maunga.

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Since the beginning, Tangata Whenua remain active kaitiaki.

Historical Context - Timeline 1986 to 2023

Post-1986

1991 - Sugar Loaf Islands Marine Protected Area Act 1991 comes into force

2008 - Tapuae Marine Reserve established

2013 – NPDC gifts the Sugar Loaf Islands Marine Protection Area to Central Government for Treaty Settlement purposes

Post-2013

2014 – Te Atiawa Iwi Sign Deed of Settlement with Crown

2015 – Taranaki Iwi Sign Deed of Settlement with Crown

2020 - Corteva (previously Ivon Watkins-Dow) ceases chemical manufacturing

Present -2023

2023 – Dow take back ownership and responsibility for chemical manufacturing site

2023 – NPDC commence reserve plan review

2023 – Nga Iwi o Taranaki finalise terms of negotiation with Crown in relation to Taranaki Maunga – sent to uri for decision











Past-Present

The original inhabitants precede the coming of Taranaki Maunga.

The journey of Taranaki from the central plateau has been recounted for centuries. The account describes cataclysmic volcanic activity.

Since the beginning, Tangata Whenua remain active kaitiaki.

Historical Context - Whenua & Tangata Whenua



View north with Centennial park in foreground and Paritūtū and Ngā Motu in background

This important coastal strip is a significant site for Ngā Mahanga a Tairi who are tangata whenua of the area and are the northern most hāpu of Taranaki Iwi.

This special place carries with it an enduring relationship for tangata whenua, as it contains the continued connection to their ancestors, their deeds and mana in both spiritual and physical forms. This connection remains unbroken to this day.

The groups of islands and the surrounding whenua (including this important coastal strip) are known collectively (in modern times) as Ngā Motu, Paritūtū and Te Pukenga and hold considerable cultural, historical and spiritual significance for Ngā Mahanga a Tairi. The islands and areas surrounding them are waahi tapu – places of reverence.

Prior to the arrival of settlers, the history of these lands varied according to tribal stability of the time. For many generations, Maori lived primarily in peace according to their societal rules and values. The whenua was vast, food plentiful, social structure was clear and tikanga and kawa was followed.

Successive generations lived with the abundance of fish life, birds, freshwater species and forests which resulted in tangata whenua developing a symbiotic relationship with these areas. For some tupuna, these relationships evolved beyond life and saw them become kaitiaki –a spiritual guardian who protects the sites, which also benefit the living spiritually.

One such site is at the mouth of the Herekawe. This kaitiaki has been known to take the form of a shark and swim close to shore as kaitiaki of the awa. The name Onukutaipari is an ancient name and was once a kura established for whakairo. It was open to all hāpu and iwi to learn. Part of the site is now occupied by Dow Chemical (NZ) Ltd, but was once surrounded by a thick Totara forest. During its time as a kura a high ranking chief and his people come to Onukutaipari to learn and build a waka. They proceeded to procure a Totara tree, hauling it to site. However, the building process took time and before completion the chief passed away.

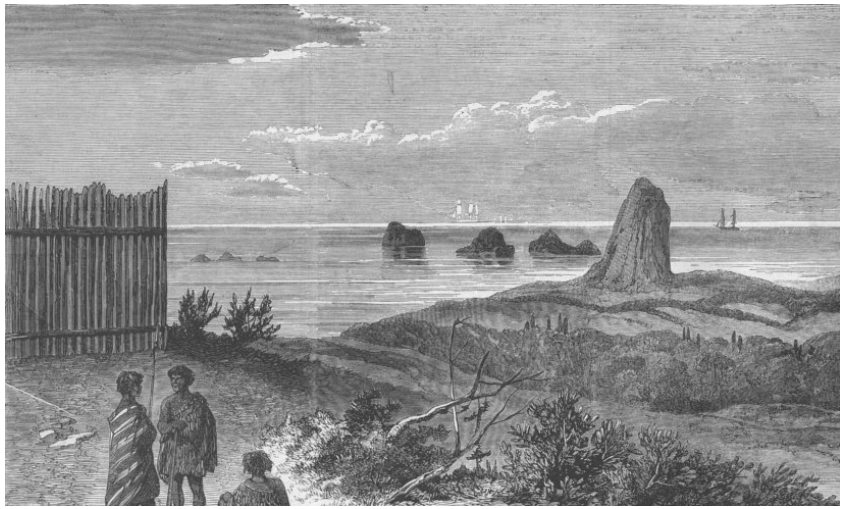
To honour him and his mission, the men worked long and hard to complete the waka. When completed, the men took the waka on its maiden voyage around the islands and back. The waka was then hauled ashore and a large hole dug. The waka was placed in the hole with the chief taking his place upon his waka.

The grave along with the waka is still present within the reserve today, along with a kaitiaki who was assigned to protect it. The physical form of this kaitiaki is a hammerhead shark who still proceeds to swim around the island today, as the waka did.

At the southern end of this whenua resides a third kaitiaki. This kaitiaki looks after the urupa since the early 1500's. The physical form of this kaitiaki is a whale and he is still known to travel great distances – coming and going at will.

This history of this whenua has continued to play a significant part in the cultural identity of tangata whenua of the area. Ngā Motu was a challenging

Historical Context - Whenua & Tangata Whenua



The Sugar-loaf Islands, from Waireka Hill ' from Illustrated London News (1863)

site, given the boundary between Ngati Te Whiti and Taranaki Iwi lay directly at the base of Paritūtū rock. Boundary lands were often subject to shifting settlement patterns and this area is no exception.

Hāpu of Taranaki occupied these lands and were known to launch the conquest of lands beyond Paritūtū into northern Taranaki in the early 1700's. One particular event was described as one of the biggest war parties ever waged by Taranaki Iwi and their incursions led to a series of major attacks on the northern iwi and was waged in response to the killing of Taranaki iwi ariki.
Taranaki occupied and constructed various Pā within the New Plymouth precinct including the sites around Ngā Motu.

The long sandy beach (now known as 'Back Beach') extended south as far as Waireka where a sloping ascent could be made to Omata and Waireka. The northern end of the beach gave access to key islands with the sandy gully giving access to the base of Paritūtū and a track over to near by islands. At its base was also the famed, Taunatapu. A whare wānanga established on the site and used for generations.

The sandy beaches provided ease of launch for waka within a short rowing distance to fishing grounds and areas for setting nets and pots. Ngā Motu also provided direct access to a thriving fishery where various types of fish species existed (tamure, kumukumu, koura and large shoals of kahawai). The reefs and fishing grounds in and around Ngā Motu are still protected by mana whenua today.

In the late 1700's Ngāti Te Whiti continued to occupy the original city of New Plymouth. Paritūtū became the pou rohenga whenua (boundary point) between Nga Mahanga a Tairi and Ngāti Te Whiti despite the occupation of various sites by both iwi either side, the following proclamation has been retained; Ko Paritūtū te pou rohenga atu. This is also retained in the agreement between two key chiefs of each iwi of the time 'kia kaua e pikitia a Ōnukutaipari' (that Ōnukutaipari will not be crossed or transgressed).
With the immense influx of European settlers between the 1840's to the 1860's the area underwent significant changes and was earmarked as a place that could potentially satisfy settler demand for land. However, in the 1870's discussions between Māori (Taranaki and Ngati Te Whiti) and the Crown Commissioner Robert Parris and other officials took place following plans to build a wharf and breakwater.

Iwi and hāpu disputed the sale of land for provincial development and tangata whenua made a clear assertion that any lands sold for port developments should not impinge on lands to the south side of Paritūtū. In a statement to Parris, tangata whenua of Taranaki Iwi asserted their ancestral rights, declaring their boundaries and that developments should not take place there.

Irrespective of Maori assertions, in 1938 the Crown opted to vest this whenua in the Council as a public reserve "to be held for recreation purposes with the

Current Context - Whenua & Mana Whenua

name of Paritūtū Te Pukenga Tāpui and as a memorial of the celebration in the year 1941 of the first 100 years of organised settlement of the provincial district of Taranaki".

This complex history highlights the continuing role tangata whenua have led to protect this special place throughout its history.

It is important to tangata whenua to know the history and spiritual connection to these lands. Awareness and acknowledgement of the presence of the kaitiaki and the korero that binds them to it is a continuation of the deep connection tangata whenua have to this special place. It inherently teaches us to respect and care for the Taiao and all within it.

It is the duty of tangata whenua to continue to promote these values and care for these places to assist those kaitiaki who look after them for everyone's benefit.

CURRENT CONTEXT

The relationship of tangata whenua with the landscape is that of guardianship and heritage. Certain sites are tapu with kaitiaki protecting them. These must continue to be protected.

The ultimate aim was communal well-being and balance, the physical was dependent of the spiritual and one could not exist without the other. This plan is about the management of people for the benefit of the land and water, not land and water management. Placing the needs of Ngā Motu/Paritūtū, Te Pukenga Tāpui and the actions of our community in relation to these areas at the centre of this plan and how we are moving forward, together.

The policy direction, and associated actions set out in this plan are activities that will be planned and led by tangata whenua with support of the wider community.



View of Paritūtū, Mataora and Motuotamatea with Centennial park in background

In recent years a number of issues have been experienced where people have adversely impacted on this special landscape. This includes a large fire in 2016, as well as sporadic yet constant illegal dumping of rubbish. This includes on the two nearshore islands – Mataora and Motuotamatea.

Integrated Management

The intent of this Plan is to engage the community in these special places - to form a deeper spiritual connection, and to have the ability to actively contribute to the restoration of a coastal ecosystem across this whenua. The purpose of the plan is to articulate a common aspiration for these maunga and reserves, and the relationship the community has with this area over the coming decades.

All persons undertaking activities that impact on this area have an obligation to behave in a manner which upholds the mana and mauri of Ngā Motu, Paritūtū and Te Pukenga Tāpui (including the Herekawe stream reserves). The success of this is dependent on all parties working to their strengths, together. This is recognised in the policy pathways set out in this integrated management plan.

The content of this plan forms the operational plan between DOC and Ngā hapū as an outcome of the Settlement for Ngā motu. This operational plan sits alongside the current Conservation Management Plan .
Entities and their roles in caring for the area are set out in the following table.

Entity	Role
Ngāti te Whiti	Tangata Whenua
Ngā Mahanga a Tāiri	Tangata Whenua
Te Kāhui o Taranaki	PSGE with shared ownership of Ngā Motu
Te Kotahitanga o Te Atiawa	PSGE with shared ownership of Ngā Motu
Department of Conservation	Obligation to manage Ngā Motu pursuant to the Taranaki Iwi Claims Settlement Act 2016, and the Te Atiawa Claims Settlement Act 2016. Obligations pursuant to the Sugar Loaf Islands Marine Protected Area Act 1991 (SLIMPA). Obligations pursuant to the Marine Reserves Act 1971. Obligations pursuant to the Conservation Act 1987 and Wildlife Act 1953
New Plymouth District Council	Obligation to manage Paritūtū and Centennial Park pursuant to the Reserves Act 1977, and plans and strategies pursuant to that Act. Obligation to manage activities which may impact on Ngā/Paritūtū landward of the mean highwater spring pursuant to the Resource Management Act 1991, the New Zealand Coastal Policy Statement 2010, and the New Plymouth District Plan.
Taranaki Regional Council (including Port Taranaki as being wholly owned by the Regional Council)	Obligation to manage activities which may impact on Ngā Motu/ Paritūtū seaward of the mean highwater spring pursuant to the Resource Management Act 1991, New Zealand Coastal Policy Statement 2010, and through the Regional Coastal Plan for Taranaki. Implementation of their non-statutory Key Native Ecosystem programme through which the biodiversity values of the area are protected.

Reserve Features



Location wtihin New Plymouth District on the northern coastline of Taranaki

The Taranaki region has a 295 kilometre coastline, comprising of steep cliffs, rocky shores and sandy beaches, subtidal reefs, river mouths and estuaries.

The rugged nature of the Taranaki coastline has meant that much of the coastal area has retained its distinctive natural character. The area covered by this integrated management plan includes a unique mix of natural features (both on and offshore) and coastal environments in close proximity to the City.

Ngā Motu

Offshore from Te Pukenga are the remnants of an ancient but massive volcano much older than Maunga Taranaki. Formed 1.75 million years ago, soft rock has long since been eroded away leaving a group of low sea stacks and seven islands that provide a unique semi-sheltered environment along an otherwise exposed coastline.

Ngā Motu is a complex of islands that include, Mikotahi, Moturoa, Motumahanga, Waikaranga, Mataora, Pararaki and Motuotamatea. Below the surface, there are spectacular cliffs, canyons, boulder reefs and sand expanses.

Today, the islands that make up Ngā Motu are jointly owned by Te Kāhui o Taranaki Trust, and Te Kotahitanga o Te Atiawa Trust on behalf of their uri. The Department of Conservation maintains a management obligation for Ngā Motu. The Marine Protected Area comprises seabed, foreshore and water around Ngā Motu (Sugar Loaf Islands). It backs onto the northern boundary of the Tapuae Marine Reserve.

The waters around the islands are home to at least 89 species of fish, 33 species of encrusting sponges, 28 species of bryozoans, and 9 nudibranchs. The area is a mixing place for both cool and warm water species. Seals and oceanic seabirds breed here; dolphins and whales regularly pass through. The islands, both above and below water, have been protected since 1986.

There are a range of seabirds that nest on Ngā Motu. These include tarāpunga (red-billed gulls), kuaka (diving petrels), ōi (grey faced petrels) and pakahā (fluttering shearwaters).

Te Pukenga

New Plymouth District Council owns and manages Paritūtū and Te Pukenga.

Te Pukenga is a long, narrow coastal park and series of geological features which lie on the southern edge of the city. The area encompasses around 60 hectares of land and has around three kilometres of coastline. It adjoins industrial, rural and residential land, and has good accessibility for the community. This proximity to the city, accessible beaches and interesting physical landscape make it a magnet for people seeking recreation close to the city.

Reserve Features



View of Moturoa motu

Vegetation on Ngā Motu is dominated by tuapata, with harakeke and emergent karo. Coastal herbfields and grassfields are also present.

Currently there are a range of recreation and management activities that are undertaken on the reserve. Seven parking areas, public toilets, steps to the beach, formal and informal walkways, and picnic tables and seating areas are located across the reserve. These include numerous coastal activities walking, jogging, fishing, surfing, kite flying, motorised model plane flying, hang gliding, paragliding and horse riding. The southern end of the reserve is fenced off and currently managed by grazing.

Paritūtū
Paritūtū maunga is located at the northern end of the coastal reserve of Te

Features

- 68/79 hectares of park (Centennial park)
- 4.5 kilometres of formed walkways
- 7 Motu and 2 maunga
- 7 carparks
- 2 Marine Protected Areas (Sugar Loaf Islands 752.5 ha and Tapuwae Marine Reserve 1,404 ha)
- 1 Public toilet
- 2 regionally significant wetlands
- 1 concession
- 1 grazing license

Reserve Features



Paritutu from the land side (about 1850's) James Crowe Richmond Collection of Puke Ariki (A64.758)

Pukenga. She is a 154 metre high she is the tallest part of the rim of an old volcano. In pre-European times a portion of the summit was leveled and fortified as a Maori pa and is currently relatively easily accessed via a maintained stepped and wired track. The name of Paritūtū is pari (cliff, high or flowing tide) tūtū (stand erect, violence). There were once two more Islands at Paritūtū's feet, carrying the single name of Fishing Rock. They sat where the power station is today. These two features, 40 metres and 44 metres high respectively, were quarried to build the long concrete wharf that now stretches into the sea.

Vegetation around Paritūtū and along the coast is a mix of remnant coastal forest and scrub which has been heavily modified in the past. Re-vegetation plantings have been carried out and have introduced non-local native species which have naturalised in the area. These include puka, karo and coastal mahoe. A distinct form of korokio is found on the lower slopes of Paritūtū. The original ecosystem types are assumed to be a mix of whararikiki/koromiko scrub, tawa, kohekohe forest, with tōtara.

At the western end of the reserve is grazed pasture, with some remnant wetland species found along the Waioratoki. The Waioratoki flows from the wetland areas on the adjacent Tank Farm property. These areas are discrete raupo-harakeke reedland with various coprosma and tī kōuka around the margins. Further up the Herekawe is a plantation forestry area.

Moko Mangaeka (gold stripe gecko) and copper skink are found at Paritūtū and have been released at this location from other sites. Birds present at the site are typical of the outskirts of New Plymouth, with a large proportion of exotic species. Little egrets, kawau tūī (little black shags), spur-winged plovers, kuruwhengi (New Zealand shovelers) and pūkeko are present in the Waioratoki. It is likely that these species are prospecting for nearby breeding grounds on the mainland along the reserve. Kororā (little blue penguin) and kekeno (New Zealand fur seal) currently use the area. Between 2019 and 2022, 36 kororā deaths occurred within the general area of Ngā Motu Beach, Ngā Motu Islands and Ōnukutaipari some of which were attributed to dog attack.



View of wetland at southern end of Centennial park to be protected and restored

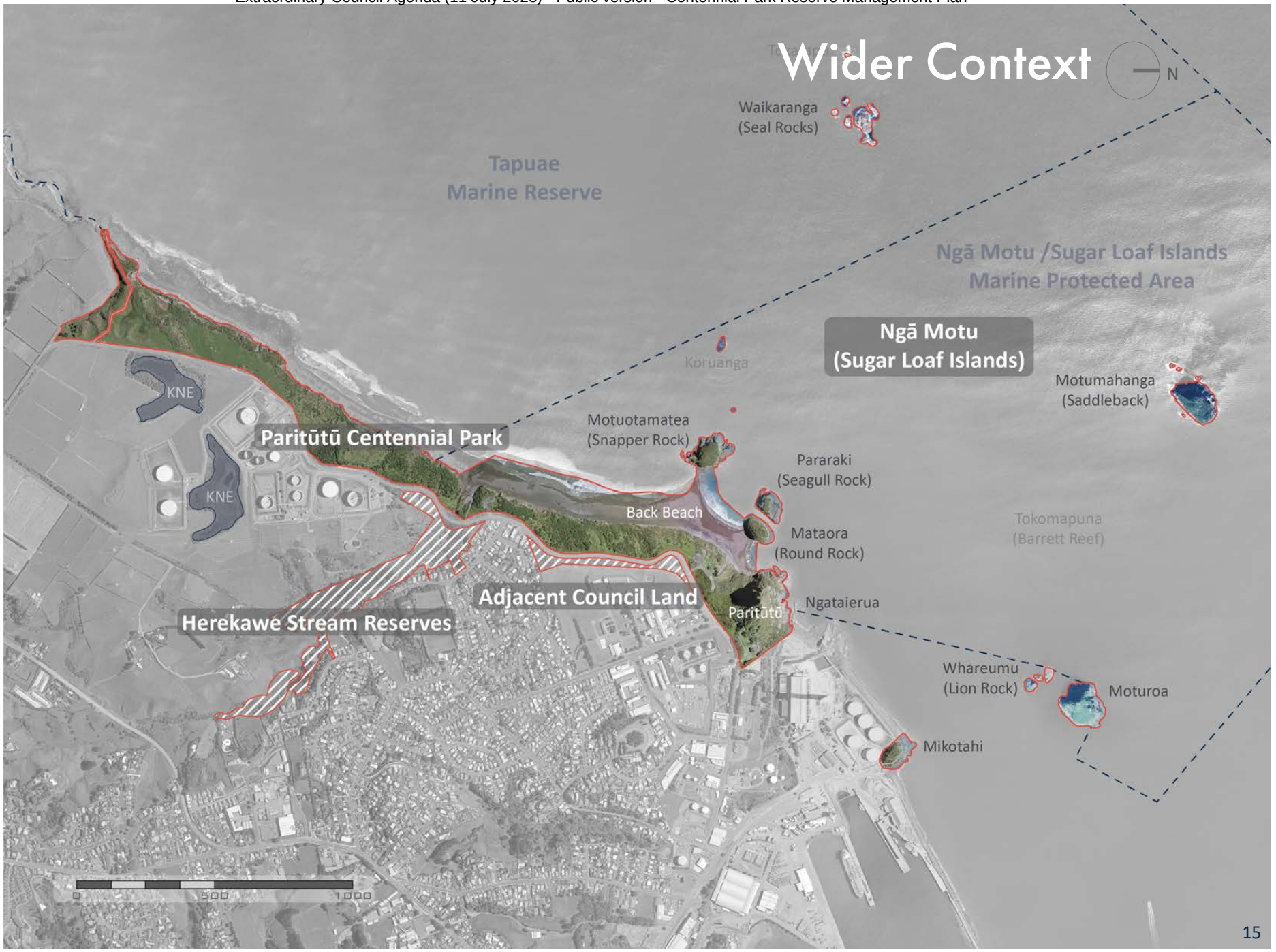
Herekawe Stream Reserves

The Herekawe is located to the south of New Plymouth and springs from the land and heads to the Tasman Sea. At its source it is very narrow but widens as it flows to the sea. The Herekawe stream reserves sit adjacent to a mix of residential, industrial and rural areas. Additionally there is a local purpose (screen) reserve that is a buffer between businesses on Manadon Street and residential properties on South Road and Severn Place. This reserve is planted out in trees. There is access to the walkway from Manadon Street, Hobart Drive, Rangitake Drive (at two places) and from the Back Beach car park off Centennial Drive.

The walkway within the Herekawe stream reserves was developed as a collaboration between a number of stakeholders. In 2002, a Herekawe Walkway Project was initiated which involved eight key stakeholders including NDPC, TRC, Taranaki Tree Trust, AJ Cowley, iwi, Shell Todd Oil Services, Methanex Limited and Dow Agrosciences. The project group organised boundary fencing, pest plant control, community plantings and the forming of the walkway to include two bridges.



The Herekawe stream where it meets the ocean


Wider Context
N
Waikaranga
(Seal Rocks)
Tapuae
Marine Reserve
Ngā Motu /Sugar Loaf Islands
Marine Protected Area
Ngā Motu
(Sugar Loaf Islands)
Koruanga
Motumahanga
(Saddleback)
KNE
KNE
Paritūtū Centennial Park
Motuotamatea
(Snapper Rock)
Pararaki
(Seagull Rock)
Back Beach
Tokomapuna
(Barrett Reef)
Mataora
(Round Rock)
Adjacent Council Land
Herekawe Stream Reserves
Paritūtū
Ngataierua
Whareumu
(Lion Rock)
Moturoa
Mikotahi
0
500
1,000


Cultural Heritage
N
Waikaranga
(Seal Rocks)
Pa Site
Urupa
Koruanga
Ngā Motu
Paritūtū Centennial Park
Motuotamatea
(Snapper Rock)
Pararaki
(Seagull Rock)
Back Beach
Mataora
(Round Rock)
Herekawe Stream
Paritūtū
Ngataierua
Pa Site
0
250
500
Mikotahi


Sites of Significance to Ngā Hapū
N
Urupa
Sites of Significance
to Local Iwi
0
250
500

Concept Plans



View south over Te Pukenga

General Enhancements

A key focus for this plan is to provide for protection and restoration while allowing community connections.

Providing a cohesive wayfinding and interpretive approach for the area is a key vision identified in the plan. This would elevate the cultural and conservation learnings on site with an aspiration to encourage reverance and understanding of the unique natural environment that the community is engaging with.

Vision for Paritūtū & Te Pukenga

The vision is to provide for a gradual restoration of the area to a lowland coastal forest environment that complements the less easily accessed sanctuary areas of Ngā Motu. The area will provide for the community to connect with the whenua through specific walkways that extend south along the entire length of the park. Connections through to the Herekawe reserves walkway will enhanced. Opportunties to activate specific locations (focal points) within the park will be provided for with the aim that these will support visitors to the park. Developing a focal point at the southern end of the park supports improved recognition of this lesser visited part of the park.

Paritūtū will be a focus for restoration and protection with the existing track to the sumit being maintained while encouraging experiences through the park rather than a focus on climbing to the summit, thus providing for potential 'rest' moments for the mounga.

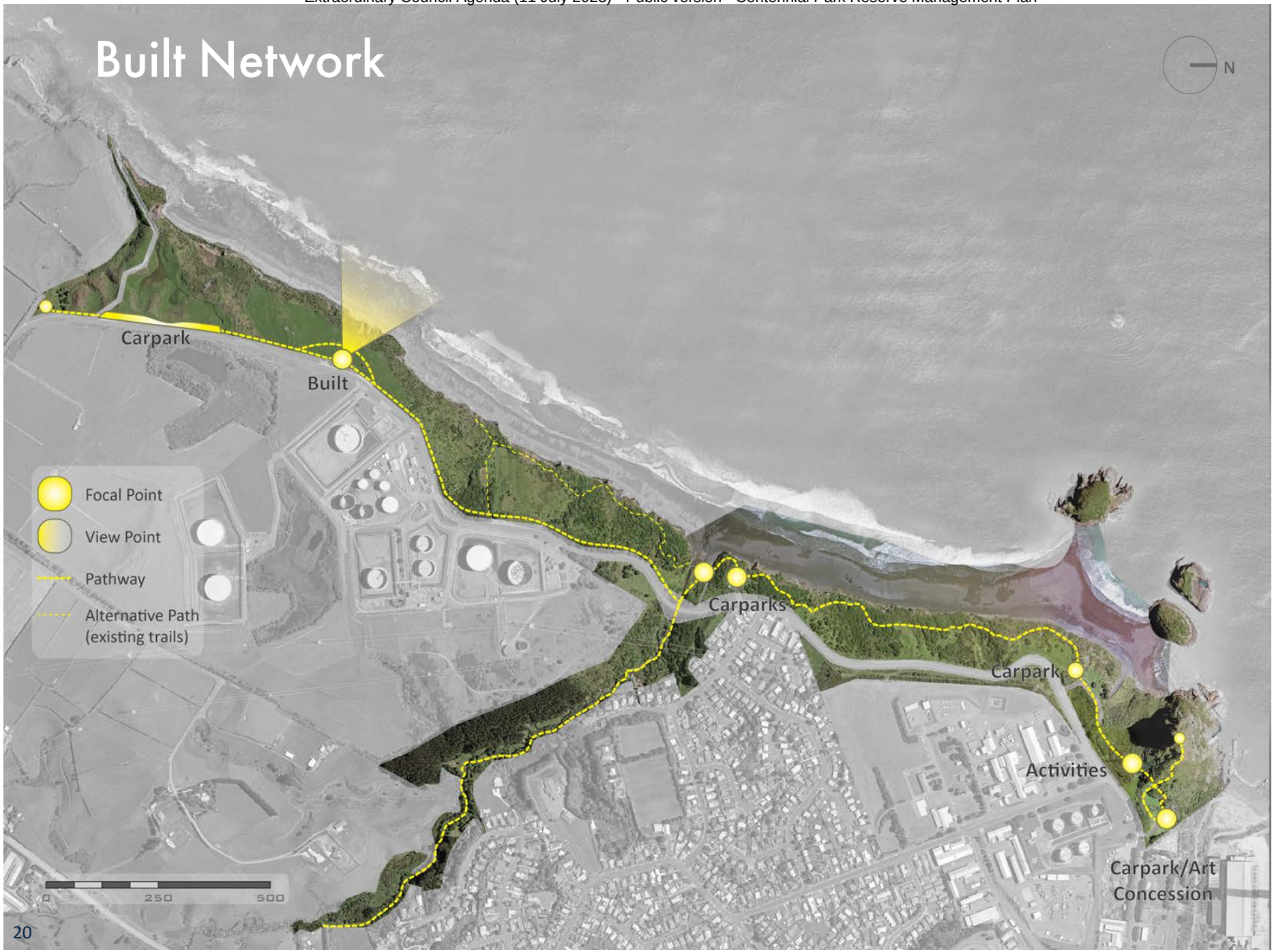
Vision for Herekawe Stream Reserves

The walkway will be maintained and enhanced where possible, this includes track upgrades with drainage to imporve all-weather performance. The vision for the Herekawe Stream will build on the original Walkway Project that was initiated in 2002. The project had three aims; to establish an all-weather walkway along the Herekawe Stream to link inland residential areas with the coast, to re-establish natural habitat through the planting of native trees, and to provide a recreational facility for the Taranaki community.

Vision for Ngā Motu

Ngā Motu is a key sanctuary for native flora and fauna and will continue to be managed to ensure they are protected and provided opportunity to thrive.


Landscape Gestures
N
Rehabilitation & Restoration
(All Areas)
Cultural
Focus
Green Link
Journey
Residential
Connections
Activity
Space
Visual & Art
Connection
0
250
500


Built Network
N
Carpark
Built
Carparks
Carpark
Activities
Carpark/Art
Concession
Focal Point
View Point
Pathway
Alternative Path
(existing trails)
0
250
500
20



View of Motuotamatea in foreground and Paritūtū in background - Photo Credit: Rob Suisted Naturespic.com

POLICY PATHWAYS



Policy Pathways / Pou - Priority Restoration & Healing

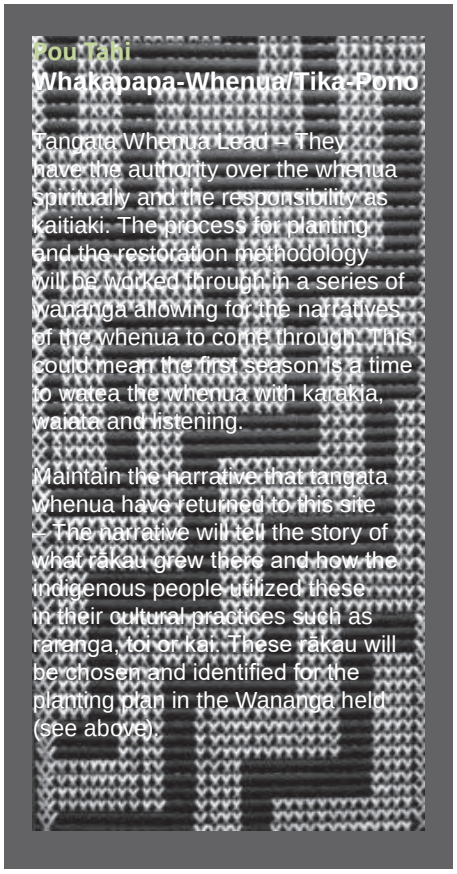
The following objectives and policies will give affect to the Values outlined in this plan. The restoration activities provide opportunity for tangata whenua to heighten connection and re-assert themselves on this whenua through an active kaitiakitanga role through the Plan.

When tangata whenua found themselves to be landless after the Taranaki Land Wars this impacted on every aspect of their lived reality, including their ability to care for native flora, fauna, and the whenua.

This paparawa (restoration) provides a much needed window for tangata whenua to embark again on the tangible acts of growing their important relationship with the whenua, namely the Te Wao o Taane – te Ngahere (forest) and repo (wetland). This then provides a framework with which the broader community can engage with and contribute to the restoration of the whenua and will guide appropriate use and activity within the areas covered by this plan.

Tangata Whenua values will guide this process to heighten and heal the whenua, enhance the mauri in a way that is honoring to her and for future generations.

We capture the priority mahi in the following priority policies referred to as "POU".

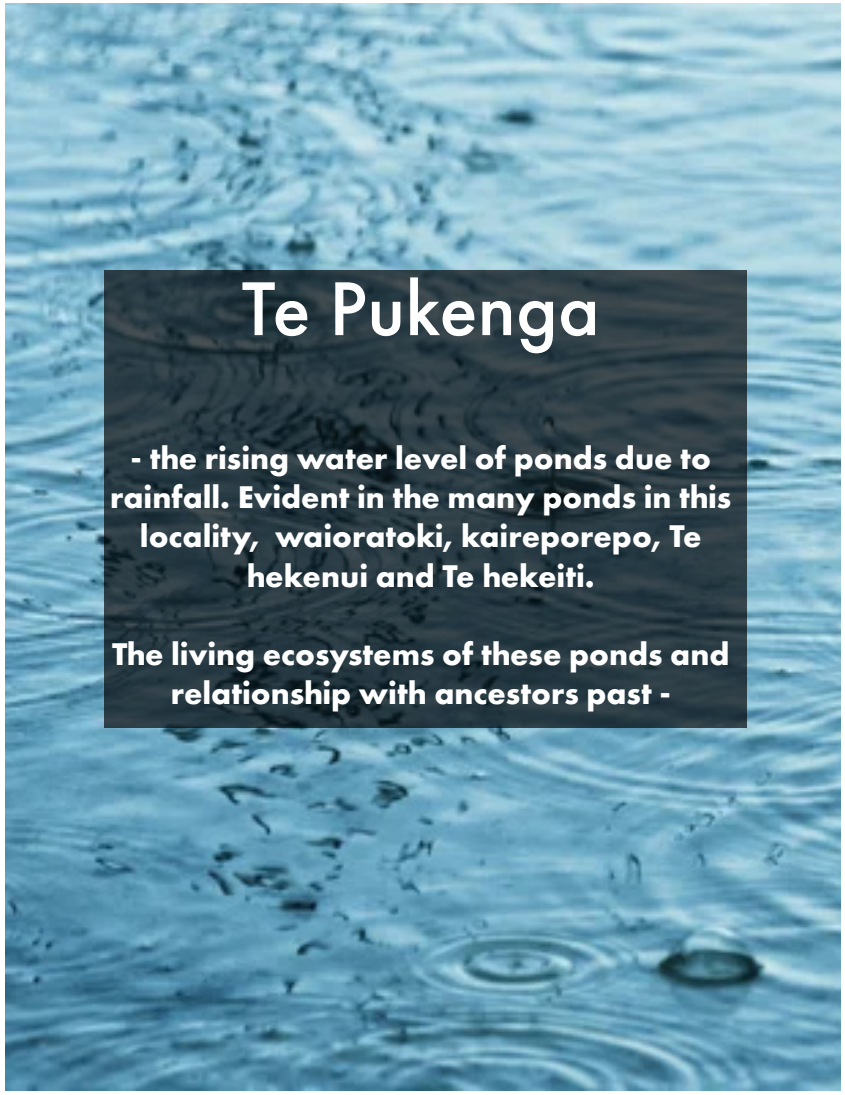








Name / Ingoa



One of the proposals within the projects list for the Plan is to consider the re-establishment of the correct (original) maori names for places/features across the reserve and surrounds. Correct names are a key precursor to achieving greater understanding in the communty of the environment/area, and the role of people within that. the mana enhancing impact for the community that results from the reinstatement and wider understanding of the narrative that comes with the name is well known.

Under both the Reserves Act and under Section 2.2.5 of the General Policies for Council Administered Reserves (NPDC September 2006) there is provision for the name of a reserves that may have been set at the point of classification to be changed at a later stage after consultation with the community.

The policies for reserve naming guide that where possible, the name of a reserve should:

reflect the relevance of the site, its history and use and the purpose for which was reserved. If there is a strong Maori cultural connection to a reserve, a Maori name should be considered in consultation with mana whenua. Likewise, a strong European cultural connection to a reserve should result in an appropriate European name. Where appropriate, both Maori and European names will be used on signage and in documentation. Maori names will be identified in consultation with mana whenua.

Centennial Park was named in 1969 when it was classified as a reserve for recreation purposes. The name recognised the 1941 celebration of the “first one hundred years of organised seettlement of the provincial district of Taranaki”.

Given the focus for the site on the relationship between natural values, the whenua and humans, it is proposed for a name that better reflects this connection is considered.

The name proposed for Centennial Park is Te Pukenga.

Policy Pathways

Objective 1
Mauri - Balance/restoration

Ko Rangi kei runga, ko Papa kei raro. Ko te ira oranga e noho haumaru ana kei waenganui i a rāua. Tukua mai kia tūpu kia pakari ai, kia tutuki pai ai ki ngā pito mata o tāua anō.

The natural world must be able to thrive without overuse.

- Tangata whenua cement their role as protector and collectively manage the Ngā Motu, Paritūtū, Te Pukenga and Herekawe precinct (the precinct) alongside others as outlined in this plan.
- Increased eco-sourced native biodiversity and native habitat on and around the precinct with enhanced plant health, soil health, native food resources and habitat connectivity.

POLICY PATHWAYS	
1.1 Balance / restoration	Ensure that the processes of whanaungatanga, manaakitanga and kaitiakitanga are central in the management of the Ngā Motu, Paritūtū and Ngā Whenua Tāpui precinct.
1.2 Balance / restoration	Install and maintain infrastructure to eradicate rats, mustelids and possums across Ngā Motu, Paritūtū and Ngā Whenua Tāpui precinct.
1.3 Balance / Restoration	Maintain predator free status on Moturoa, Motumahanga, Waikaranga, Mataora, Pararaki and Motuotamatea
1.4 Balance / Restoration	Progressively replace exotic species of flora with eco-sourced native vegetation typical of the precinct. Certain specie may be regarded as suitable for the site due to their inherent benefits to the park and users, being too difficult to remove or eradicate, or their having become naturalised over preceding times. E.g. turf grasses, kikuyu, pohutukawa etc
1.5 Balance / Restoration	Repopulate threatened native flora including korokio and ngau (Cook's scurvy grass) by eco-sourcing, propagating and replanting in the precinct.
1.6 Balance / Restoration	Ensure all plantings are compatible, including through whakapapa, with the protection of the natural and cultural features of the precinct.
1.7 Balance / Restoration	Restore the Waioratoki coastal wetland system by removing debris and rubbish, excluding stock, reinstating fish passage, and remediation planting with eco-sourced native vegetation that has whakapapa to that catchment.

Policy Pathways

Objective 1 - CONTINUED	
POLICY PATHWAYS	
1.8 Balance / Restoration	Ensure the precinct areas are able to provide for seabirds through the protection of these spaces from interference from light pollution as far as possible, and dogs and people at all times, in particular during breeding seasons.
1.9 Balance / Restoration	Only allow the translocation of seabird species from Ngā Motu when: a) The health of the source population is robust enough to sustain removal of individuals; and b) Engagement occurs between tangata whenua of the Ngā Motu area and the proposed release location, and support is given by tangata whenua of the Ngā Motu, area; and c) Clear goals are set for the purpose of the translocation including strengthening of whakapapa between tangata whenua and species.
1.10 Balance / Restoration	Maintain compliance monitoring to ensure the protection of marine species within Tapuae Marine Reserve and Ngā Motu/Sugar Loaf Islands Marine Protected Area.
1.11 Balance / Restoration	Require the removal of buildings and structures once they are no longer required and the reinstatement of their footprint in accordance with advice form Tangata Whenua regarding the compatibility of the reinstatement with the natural and cultural features of the precinct.
1.12 Balance / Restoration	Re-establish the correct name of the whenua, waterbodies and wāhi tapu in the precinct.
1.13 Balance / Restoration	Ensure tangata whenua have secure access to all wāhi tapu to undertake their role as kaitiaki at all times.

Objective 1 - CONTINUED	
POLICY PATHWAYS	
1.14 Balance / Restoration	Provide for a gradual transition (with progressive reduction in grazing areas) from grazing to restored native vegetation. Only as a temporary measure, support the continued use of grazing as a management tool until such time as revegetation of the area in coastal forest/ vegetation is undertaken.
1.15 Balance / Restoration	The land administrators shall work collaboratively with adjoining land owners to provide an integrated approach to native restoration and connectivity between sites of natural value.
1.16 Balance / Restoration	Production forestry alongside the Herekawe Stream will not be replanted upon harvesting and shall undergo native restoration of the site.

Policy Pathways

Objective 2
Whanaungatanga – the relationship the community has with the precinct

He taonga ngā hua o te taiao. Me hāngai pū ki te whakaaro penapena, kia kore ai e riro i te ngākau apo.

Any use is a privilege, not a right.

- Tangata whenua are empowered to maintain a living relationship with these maunga, islands and surrounds, and the strong historical, cultural, traditional and spiritual connections with these places. .
- The spiritual connections, depth of relationship and wairuatanga of the area are amplified across the precinct
- The precinct is realised as places for people of all cultures to come together and share common aspirations for the protection and restoration of the area.
- People are inspired to affirm respectful conduct within the precinct and are aware of their responsibility to actively protect the health and wellbeing of the lands, waters, flora and fauna and other natural resources in the area to hand forward to the next genera- tion for safeguarding.

POLICY PATHWAYS	
2.1 Whanungatanga	Manage public access within the precinct with/to achieve: a) utilises toi, narrative and te reo Māori to guide people on location, respectful conduct; b) connects adjacent communities in Moturoa, Spotswood and New Plymouth to the Ngā Motu, Paritūtū and Ngā Whenua Tāpui precinct; c) restricts access to areas of historic heritage;
2.1 Whanaungatanga	d) does not impact on seabird breeding locations and timing; e) restricts motorised vehicles with the exception of emergencies or maintenance and repair activities f) restricts areas where horses are able to be ridden; and g) is developed and maintained in accordance with all biosecurity requirements to avoid the introduction of noxious pest/predator species.
2.2 Whanaungatanga	Require all buildings and structures to be co-designed with tangata whenua, to the extent to which they wish to be involved.
2.3 Whanaungatanga	Allow for non-permanent small-scale commercial uses such as food and coffee trucks, in selected locations that do not reduce the mauri of the area.
2.4 Whanaungatanga	Protect wāhi tapu and other areas of historic heritage from any further disruption or disturbance.
2.5 Whanaungatanga	Provide for installation of a major art element at the base of Paritūtū on the concrete plinth of the demolished power pylon.



White Fronted Tern - Photo Credit: Rob Suisted Naturespic.com

PROJECTS



Administrative Projects	
Project / Action	**Description of Activity (what to do, not what not do)**
Agreement to underpin the plan	Joint Management Agreement for Paritūtū and Nga Whenua Tāpui (excluding Ngā Motu which is governed exclusively by Te Kotahitanga o Te Atiawa and Te Kahui o Taranaki) A Joint Management Agreement and associated Kaitiaki Forum will assist in the implementation of the management plan over time. This will further enable coordinated action towards outcomes for the precinct.
Ownership of the area	Explore mechanisms (ie. Local Bill) that would return the ownership of Paritūtū to mana whenua.
Reclassification of the reserve areas	Explore and implement alternative reserve classifications if required for the reserves to ensure the vision of this plan has the highest chance of succeeding.
Name/Ingoa	Re-establishing the correct names for places/features across the reserve and surrounds. Correct names are a key precursor to achieving greater understanding in the community of the environment/area, and the role of people within that. The mana enhancing impact for the community that results from the reinstatement and wider understanding of the narrative that comes with the name is well known.
Implementation process	Whanaungatanga and Partnership approaches to implementation. Imbedding whanaungatanga and partnership into the delivery model/expectations for this plan are required to implement the provisions outlined above. This requires a Joint Management Agreement (outlined above), terms of reference for an implementation group, process clarity for third parties wishing to partner in projects and the like.

Projects

Administrative Projects – CONTINUED	
Project / Action	**Description of Activity (what to do, not what not do)**
Paritūtū, Mataora, Motuotamatea, Back Beach	Implement a more nuanced provision of access to Paritūtū around seabird nesting times. Prioritising the restoration of biodiversity and te taiao requires a more nuanced approach to accessing the environment than present. At certain seasons people accessing certain spaces is to the detriment of those native species (e.g., during breeding seasons). Implementing this approach and providing alternative areas where access can be provided over those times is in line with the policy direction of higher order legislation, including the New Zealand Coastal Policy Statement 2010.
Review existing pubic access	**Review the location of existing formal and informal access tracks over time as required to ensure safety considerations on eroding edges and sensitive locations are avoided.** **Currently the community enjoys access to all parts of the area, at almost all times of the year. At times this directly conflicts with restoration activities/aspirations for the area. A review of existing access provisions, with a view to rationalising these with a fuller understanding of the other values present within the reserve is required.**
Tracks and trails within Paritūtū/Te Pukenga Tāpui precinct	Coastal Walkway extension Provision of access to the coastal environment is important to achieving the outcomes of the plan to a) introduce people to the environment, safely; b) assist people to stay away from areas that are vulnerable to people; and c) provide opportunities to share narrative and celebrate the area.

Biodiversity Projects	
Project / Action	**Description of Activity (what to do, not what not do)**
Indigenous coastal ecosystem establishment	Planting coastal forest *Including threatened species identified Removal of *Agapanthus* from Paritūtū
Predator animal control	Inner islands - trapping to remove rats Pest-free outer islands – bait stations to monitor. Ensure we are maintaining safe habitats for native seabirds, protecting natural vegetation and preserving cultural/historical features Inner islands - Re- bait traps 3-weekly and reservice annually. Outer islands – Re- bait and/or service biannual
Threatened Plants	Regular pest plant control to allow for native biodiversity to flourish. Annually. Imbedding whanaungatanga and partnership into the delivery model/expectations for this plan are required to implement the provisions outlined above. This requires a JMA (outlined above), terms of reference for an implementation group, process clarity for third parties wishing to partner in projects and the like
Outcome Monitoring Flora	Seabird survey to monitor native seabird populations. 5 yearly.
Outcome Monitoring Flora	Cooks scurvey grass survey to monitor Cooks scurvey grass populations 5 yearly
Pest Plant Control	Regular pest plant control to allow for native biodiversity to flourish. Imbedding whanaungatanga and partnership into the delivery model/expectations for this plan are required to implement the provisions outlined above. This requires a JMA (outlined above), terms of reference for an implementation group, process clarity for third parties wishing to partner in projects and the like. Inner islands – biannually. Outer islands – Annually

Projects

Social/Cultural Projects	
Project / Action	**Description of Activity (what to do, not what not do)**
Toi Maori	Implement facilities to support Toi Maori practices
Parking Areas & Freedom Camping	Restrict further extension and additional carparking areas. No freedrom camping to be tolerated within the reserves, including the current carparks.
Public Facilities	Education/ Wananga Space to learn the history of the whenua and Tangata Whenua and how to protect it into the future. To provide an anchor activity at the Oakura end of the park.
Establish with Pa harakeke and wananga space (as a part of wetland restoration.)	Opportunity for Tangata Whenua to re-establish relationship through traditional practices.

Glossary

Whanaungatanga and kaitiakitanga
Whanaungatanga and kaitiakitanga is a system that enabled human exploitation of the environment, but through the kinship value (known in Te Ao Māori as whanaungatanga) they also emphasised human responsibility to nurture and care for it (known in Te Ao Māori as kaitiakitanga) - Waitangi Tribunal Ko Aotearoa Tēnei: A Report into Claims Concerning New Zealand Law and Pathway Affecting Māori Culture and Identity (Wai 262, 2011)

Te Oranga o te Taiao
Resource management legislation reform

Te Mana o te Taiao
The Aotearoa New Zealand Biodiversity Strategy

Te Mana o te Wai
National Policy Statemetn for Freshwater Management 2020

Te Rito o te Harakeke
Draft National Policy Statemetn for Indigenous Biodiversity 2022

Taiao
Earth, natural world, environment, nature, country

Tohu
sign, mark, symbol, emblem, token, qualification, cue, symptom, proof, directions, company, landmark, distinguishing feature, signature

Atua
ancestor with continuing influence, god, demon, supernatural being, deity, ghost, object of superstitious regard, strange being - although often translated as 'god' and now also used for the Christian God. Ancestors with influence over particular domains

Whenua
land - often used in the plural.

Wāhi tapu - a place sacred to Māori in the traditional, spiritual, religious, ritual, or mythological sense

Repo - Wetland

Ngāhere - Forest

Nga Whenua Tāpui
Surrounding Reserve Lands

Archaeological site
Any place in New Zealand that: -
(a) was associated with human activity that occurted before 1900, or is the site of the wreck of any vessel where that wreck occurted before 1900 and
(b) is or may be able, through investigation by archaeological methods, to provide evidence relating to the history of New Zealand. '
(HistpHcPlaces Act 1993)

Biodiversity/biological diversity
The variability among living organisms from all sources including terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part. This includes diversity within species, between species and of ecosystems.
(United Nations Convention on Biological Diversity 1992)

Coastal marine area
The foreshore, seabed, and coastal water, and the air space above the water -
(a) Of which the seaward boundary is the outer limits of the territorial sea:
(b) Of which the landward boundary is the line of mean high water springs, except that where that line crosses a river, the landward boundary at that point shall be whichever is the lesser of:
(i) One kilometre upstream from the mouth of the river; or
(ii) The point upstream that is calculated by multiplying the width of the river mouth by 5.
(Resource Management Act 1991)



APPENDICES

Appendix A – Land Parcel Descriptions

Appendix B – Restoration Plan

Appendix C - Species List from Key Native Ecosystems Report

View of viewing area at top of Pantutu track looking out over beach, Mataora and Motuotamatea

A - Land Parcels

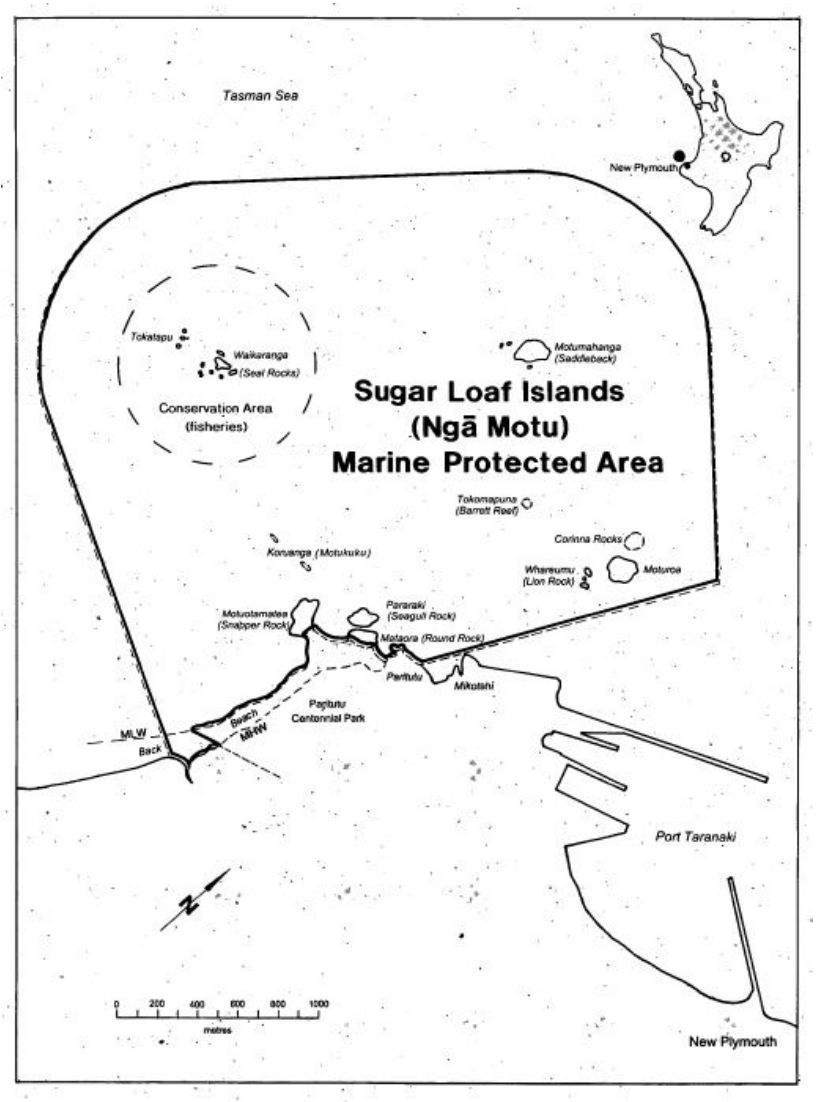
Sugar Loaf Islands Marine Protected Area

Date: 21 march 1991
Reserve Type: Marine Protected Area Sanctuary and Conservation Park
Location: Beach Road, New Plymouth
Area: 68.79ha
Land Ownership: NPDC owned
Reserve Status: Subject to Conservation Act 1987
Primary Functions: Scenery, natural features and ecosystem protection
Land Parcels: Eleven Land Parcels

Moturoa Island, Motumahanga (Saddleback Island), Waikaranga (Seal Rocks), and Whareumu (Lion Rock) are hereby deemed to be sanctuary areas under the Conservation Act 1987; and each of those sanctuary areas shall be deemed to extend to the mean low water mark.

The remainder of the Protected Area (being the parts not referred to in subsection (2)) is hereby deemed to be a conservation park under the Conservation Act 1987.

Boundary of SLIMPA
The legal description of the SLIMPA is as follows:
The Protected Area means "all the land arid water bounded by a line commencing at the mean high water mark drawn from a point 39° 04' 19.75" S and 174° 01' 10.85" E; then in a westerly direction toapoint 59° 03' 56.37" S and 173° 59' 57.10" E; then along the line of an arc of 900 metres radius from a point 39° 03' 29.34" S arid 174°. 00' 11.21" E on Waikaranga (Seal Rock) to a point 39° 03' 10.69" S and 173° 59'42.41"E; then in a lineto a point 39° 02' 3190" S and 174° 00'2372" E; then along the line ofan arc of900 metres radius from a point 39° 02' 50.54 " S and 174° 00' 52.51" E on Motumahanga (Saddleback Island) to a point 39^ 02' 28.42" S and 174° 01' 16.93" E;-then ulong the line from the navigation light dn the lee breakwater of Port Taranaki at 39° 03' 24.15" S and 174° 02' 3998" E to a point at 39° 02' 51.77" S and 174° 01' 5171" E; then to a point 39°: 03' 36.0" Sand 174° 01' 24.6" E; tljen in a westerly and south-westerly



A - Land Parcels

Herekawe Stream Reserves

Reserve Type: Local Purpose Screen and Esplanade Reserves
Reserve Location: This plan involves the Herekawe Walkway from Manadon Street to Centennial Drive. There is also a screen reserve located between businesses on Manadon Street and residential properties on South Road and Severn Place
Area: 4.3ha
Land Ownership: NPDC owned
Reserve Status: Subject to Reserves Act 1977
Primary Functions: Natural values, walkways
Land Parcels: Eleven Land Parcels

Manadon Street screen reserve
Lot 12 DP 13704 - local purpose (screen) reserve

Herekawe Walkway (from Manadon Street to Centennial Drive)
Lot 6 DP 358240 - local purpose (pedestrian access) reserve
Lot 10 DP 334848 - local purpose (esplanade) reserve
Lot 2 DP 16283 - local purpose (esplanade) reserve
Lot 2 DP 16685 - local purpose (esplanade) reserve
Lot 5 DP 455830 - local purpose (esplanade) reserve
Lot 46 DP 12894 - local purpose (esplanade) reserve
Lot 2 DP 19384 - local purpose (esplanade) reserve
Lot 2 DP 20061 - local purpose (esplanade) reserve
Lot 77 DP 11375 - recreation reserve
Lot 76 DP 11375 - local purpose (esplanade) reserve
Part Lot 63 DP 10427 – in Coastal Reserves Management Plan
Section 1 SO 12309 – in Coastal Reserves Management Plan

Land parcels comprising the walkway were acquired incrementally from 1975 to 2013 during the subdivision of land for residential and industrial development. The earliest acquisition was Lot 76 DP 11375 which is nearest to Centennial Drive. Lot 6 DP 358240 is a useful narrow (five metre wide) strip that links Manadon Street to the reserves along the stream that form the walkway. This access was acquired in 2005.

Paritutu Centennial Park

Reserve Type: Recreation
Reserve Location: Beach Road, New Plymouth
Area: 68.79ha
Land Ownership: NPDC owned
Reserve Status: Subject to Reserves Act 1977
Primary Functions: Natural values, walkways
Land Parcels: Eleven Land Parcels

Section 181 Omata District Lots 63 and 64 DP 10427
Part Lot 5 DP 10427
Section 1-4 12309
Section 218 OmataDistrict



APPENDIX B - RESTORATION PLAN

Restoration Plan

Introduction

The methodology for the restoration planting plan is based on a māori world view of the whenua. We are the teina of Tane Mahuta, the forest, and all who dwell there from the varying plant species,to the birds and insects. From the mighty Totara to the humble makomako, we need to have a relationship with our tuakana to first listen and hear how we can live in unison with the whenua and see the taiao as one rather then in silos of species.

Methodology

All the rākau planted at Te Pukenga will be grown by seed sourced from nearby remnants of bush. This ensures the whakapapa of these rākau are that of the ancient forests that our people once lived in relationship with.
By replicating these ancient forests to restore the landscape not only provides habitat for the manu and ngangara that used to be prolific in this area but also provides opportunity for the cultural practices of this area to be thriving again in the future. Such as fibre being harvested and dyed from the repo as well as mahinga kai practices of eeling and berry preserving.

Planting the whenua will happen in correlation of the maramataka to ensure the best chance possible for the survival of these rākau.

Inorder for māori to exercise their Kaitiakitanga in this area, the plantings and mahi will be hapū lead with appropriate karakia and watea to keep the community safe and clear the whenua where and when needed. Our mahi will finish with kai at the marae to whakanoa and provide opportunity for our kaumatua to be included in this revitalisation if they can not attend to the physical mahi.

Wananga will be held at regular timeframes to inform uri of the decision making as well as provide opportunity to include rongoā and raranga learnings of the rākau being returned to this whenua. These wananga provide a space for korero to be shared of our traditional practices as well as our stories of this landscape.





Nationally threatened Paritūtū korokio (*Corokia cotoneaster*) only found naturally growing on Paritūtū

Phase 1 Approach

Phase 1 planting

The first layer of plants to place back on this whenua will help heal the landscape in the same way these species are used as rongoā māori to heal our tinana. These species are the first to return to the whenua when the landscape is disturbed, they will heal open wounds on the human body and remove toxins from our organs when used as Rongoa. In the same way they will repair this landscape.

- Karamu
- Mahoe
- Matipo
- HangeHange
- Koromiko
- Kanuka
- MakoMako
- Tītoki

Once the rongoā species are established in the area, the added layer of enrichment planting will commence. These species will grow to be the canopy trees. These trees tell the story of the people and their relationship with the whenua. The totara speaks of a rākau that was a hard wood used for carving tools, waka as well as providing habitat for varying manu.
The Karaka grows an abundance of fruit that was preserved and a source of carbohydrate in harder times. The karaka and Puriri berry also a favorite kai of the kereru which would have been plentiful pre colonization.

The enrichment species will be planted in whanau lots with the Rongoa species so the smaller more robust trees provide protection for the larger canopy trees as they grow in a whanau group in relationship with each other imitating the ngahere. These lots will consist of one enrichment tree with three Rongoa species all in 1 metre square lots placed 3 metres apart.

These species initially are Karaka, Puriri, Totara, Kohekohe, Tawa, Pukatea

Repo Planting

The repo (wetland) is an important eco system that provides a vast habitat to many birds, spawning fish, MCI and plant life.
For Māori the repo was a Pataka kai in many ways, kai could be preserved here, manu were plentiful as were tuna but plants like raupo are what really set the repo apart. Raupo grows in swampy ground and thrives on nutrient rich wai. The raupo is a plant that was used by māori for construction of whare, thatching as well as the reed heads for insulation. Bundled together the stalks were used to make mokihi (small canoes) and the pollen was used as a flour, a very nutritious kai.

Harakeke establishes well in the repo to create a Pā Harakeke where it multiplies. This is the way harakeke prefers to be, in a whanau where there is room to spread and grow like a whanau as well as having their roots in wet ground cleaning the wai as it drains through the repo in the same way harakeke removes toxins from our body when used for rongoā. As well as being the superior fibre used for netmaking, baskets. Whariki and muka for ropes. Tīkouka is another plant producing a durable fibre for weaving. The Tī is a source of kai that is eaten by removing the heart of the plant. Like the whakatauki says , " ka whati te tī, ka wana te tī, ka rito te tī" which speaks of the Tī Kouka growing back after the heart is removed making it an important provision for māori.

These are the species that will thrive in the repo:
Ti kouka
Purei
Harakeke
Raupo

The harakeke will be a collection from the local weavers ensuring the harakeke is selected with strong properties of muka, whareriki and other attributes that are needed to ensure this is a Pā harakeke that will be a taonga to our community of weavers.

Rongoā Rakau Collection

Traditionally māori travelled to various locations seasonally to harvest and preserve supplies. Resources like raupo, tuna and karaka berries, all which would have been instrumental as stored kai for winter months.

Te Pukenga today holds huge possibilities to see these cultural practices brought back to life for the future of our mokopuna and their relationship to this whenua.
A special feature of this location is the repo which enables certain rākau to thrive here that have medicinal properties pertaining to this environment.

With KieKie already growing on site as well as Harakeke and Tī Kouka, Te Pukenga will be key to uri for harvesting weaving materials.
A collection of trees used for Rongoa and for dyeing fibers will be included in the restoration to provide a resource for uri in the future. This allows Te Pukenga to be a place where wananga can be had and varying cultural practices will be carried out once again on this whenua.

The collection will be spread throughout the hillside of the Waioratoki gullies and in concentrated areas to allow for easy access.

These species initially will be as listed below but not limited to as the restoration progresses.

Tanekaha, Raurekau, Hinau, Makomako, Patete, Tī toki, Tataramoa, Pukatea

Pest Control

With the increase of rākau will naturally in time increase the biodiversity over time. As the repo birds, forest birds, spawning fish and lizards all make their home at Te Pukenga it is vital as kaitiaki that those tamariki of Tane Mahuta are protected from both predating pests and invasive weed species.

A trap network for possums and rats will be installed before summer 2024.

The invasive weeds on site are gorse, pampas and boxthorn.

The gorse will be left where it is within the planting areas as this can be used as a kohanga for the enrichment planting and a nitrogen fixer. Where the gorse appears on walking paths or wananga spaces, this will need to be eradicated in the appropriate moths of weed spraying.

The boxthorn and pampas will be eradicated within the season of spraying.

Grazing

Gradual Retirement of Grazing

With the phased restoration of the whenua, there will be a gradual retirement of grazing to co-incide with areas to be restored. Grazing will be retained as a management tool until active restoration is implemented.

Phase 1



Diagram showing Phase 1 Grazing retirement areas (including .867ha of repo currently fenced off from grazing.

Phase 1a Restoration - Coastal Gully

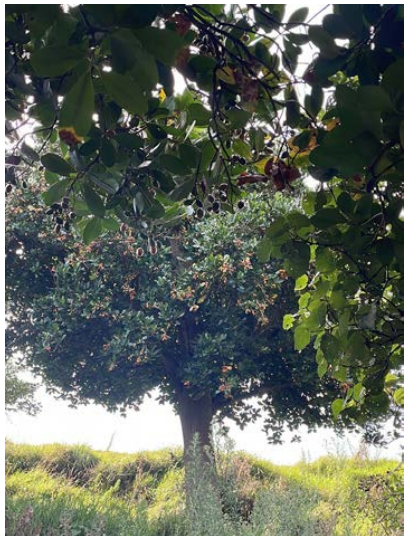
Remnant lowland coastal forest with karaka at Southern end of Te Pukenga



Phase 1a Restoration - Coastal Gully







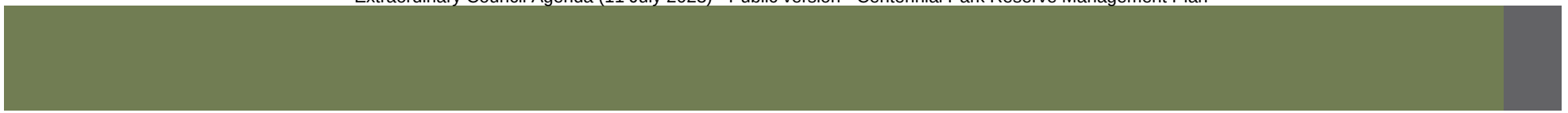




Coastal Gully - Plant palette







Repo/Wetland - Plant palette

Phase 1b Restoration - Repo/Wetland




Phasing of Restoration
N
Phase One
Phase Two
Phase Three
Phase Four
Phase Five
Unphased
0
250
500
50


Pest Plants
N
Priority Weed Control
0
250
500

C - Paritūtū Centennial Park Current Species Lists

**Denotes non-local native species not naturally occurring here*

Indigenous flora

Structural Class	Common Name	Scientific Name	NZTCS category	Conservation status	Regionally distinctive
Climber/vine		*Clematis forsteri*	Not Threatened		
Climber/vine	Tecomanthe*	*Tecomanthe speciosa*	Threatened	Nationally Critical	
Climber/vine	Native spinach	*Tetragonia implexicoma*	Not Threatened	Not Threatened	
Climber/vine	Small-leaved pohuehue	*Muehlenbeckia complexa*	Not Threatened	Not Threatened	
Dicot herb	Fireweed, Toatoa	*Haloragis erecta subsp. erecta*	Not Threatened	Not Threatened	
Dicot herb	koheriki	*Scandia rosifolia*	Threatened	Nationally Critical	
Dicot herb	New Zealand celery	*Apium prostratum sub sp. Prostratum var. filiforme*	Not Threatened		
Fern/fern ally	Black tree fern, Mamaku	*Cyathea medullaris*	Not Threatened	Not Threatened	
Fern/fern ally	Bracken	*Pteridium esculentum*	Not Threatened	Not Threatened	
Fern/fern ally	Common maidenhair fern	*Adiantum cunninghamii*	Not Threatened	Not Threatened	
Fern/fern ally	Hounds tongue	*Microsorum pustulatum subsp. pustulatum*	Not Threatened	Not Threatened	
Fern/fern ally	Kiokio, Kiokio	*Blechnum novae-zelandiae*	Not Threatened	Not Threatened	
Fern/fern ally	Leather-leaf fern	*Pyrrosia eleagnifolia*	Not Threatened	Not Threatened	
Fern/fern ally	Shield fern	*Polystichum neozelandicum subsp. zerophyllum*	Not Threatened	Not Threatened	
Fern/fern ally	Shining spleenwort	*Asplenium oblongifolium*	Not Threatened	Not Threatened	
Fern/fern ally	Sweet fern	*Pteris macilenta*	Not Threatened	Not Threatened	
Grasses	Broad-leaved poa	*Poa anceps*	Not Threatened	Not Threatened	
Grasses	Meadow rice grass	*Microlaena stipoides var. stipoides*	Not Threatened	Not Threatened	
Monocot herb	Coastal flax, Mountain flax	*Phormium cookianum subsp. hookeri*	Not Threatened	Not Threatened	
Monocot herb	Flax, Harakeke	*Phormium tenax*	Not Threatened	Not Threatened	
Monocot herb	Kaiwharawhara, Perching lily	*Astelia solandri*	Not Threatened	Not Threatened	

Indigenous fauna

Structural Class	Common Name	Scientific Name	NZTCS category	Conservation status	Regionally distinctive	Regional Threat Status
Bird	Black backed gull, Southern black-backed gull	*Larus dominicanus dominicanus*	Not Threatened	Not Threatened		
Bird	Fantail, North Island fantail, Piwakawaka	*Rhipidura fuliginosa placabilis*	Not Threatened	Not Threatened		
Bird	Grey warbler, Riroriro	*Gerygone igata*	Not Threatened	Not Threatened		
Bird	Korora, Little blue penguin, Northern blue penguin	*Eudyptula minor iredalei*	At Risk	Declining		Regionally At Risk
Bird	Red-billed gull	*Larus novaehollandiae scopulinus*	Threatened	Nationally Vulnerable		
Bird	Tui	*Prosthemadera novaeseelandiae novaeseelandiae*	Not Threatened	Not Threatened		
Reptile	Goldstripe gecko, Moko mangaeka	*Woodworthia chrysosiretica*	At Risk	Relict	Regionally distinctive	Regionally At Risk
Seal/Sea lion	New Zealand fur seal	*Arctocephalus forsteri*	Not Threatened	Not Threatened	Regionally distinctive	

Exotic flora

Structural Class	Common Name	Scientific Name	Regional Pest Management Status	National Pest Plant Accord
Climber/vine	Blackberry	*Rubus fruticosus*	Environmental weed	
Climber/vine	German ivy	*Delairea odorata*	Environmental weed	
Dicot herb	Climbing dock	*Rumex sagittatus*	Environmental weed	
Dicot herb	ivy-leaved toadflax	*Cymbalaria muralis*		
Dicot herb	Velvet groundsel	*Roldana petasitis*		
Grasses	Cocksfoot	*Dactylis glomerata*		
Grasses	Marram grass	*Ammophila arenaria*	Environmental weed	
Grasses	Veldt grass	*Ehrharta erecta*	Environmental weed	
Monocot herb	Agapanthus	*Agapanthus praecox sub sp. orientalis*	Environmental weed	
Monocot herb	Kahili ginger, Wild ginger	*Hedychium gardnerianum*	RPMP Sustained Control pest	True
Monocot herb	Wandering willy	*Tradescantia fluminensis*	Environmental weed	True

Sedges/rushes	Giant umbrella sedge	*Cyperus ustulatus*	Not Threatened	Not Threatened	
Sedges/rushes	Glen Murray tussock	*Carex flagellifera*	Not Threatened	Not Threatened	
Sedges/rushes	Isolepis nodosa, Knobly club rush, Wiwi	*Ficinia nodosa*	Not Threatened	Not Threatened	
Tree/shrub	Puka*	*Meryta sinclairii*	At Risk	Naturally Uncommon	
Tree/shrub	Akiraho	*Olearia paniculata*	Not Threatened	Not Threatened	
Tree/shrub	Cabbage tree, Ti kouka	*Cordyline australis*	Not Threatened	Not Threatened	
Tree/shrub	Cassinia, Cottonwood, Tauhinu	*Ozothamnus leptophyllus*	Not Threatened	Not Threatened	
Tree/shrub	Chatham Is Akeake*	*Olearia traversiorum*	Threatened	Nationally Vulnerable	
Tree/shrub	Coastal mahoe*	*Melicytus novae-zelandiae*	Not Threatened	Not Threatened	
Tree/shrub	Hangehange	*Geniostoma ligustrifolium var. ligustrifolium*	Not Threatened	Not Threatened	
Tree/shrub	Houpara	*Pseudopanax lessonii*	Not Threatened	Not Threatened	
Tree/shrub	Karaka	*Corynocarpus laevigatus*	Not Threatened	Not Threatened	
Tree/shrub	Karamu	*Coprosma robusta*	Not Threatened	Not Threatened	
Tree/shrub	Karo	*Pittosporum crassifolium*	Not Threatened	Not Threatened	
Tree/shrub	Kawakawa, Macropiper, Pepperwood	*Piper excelsum subsp. excelsum*	Not Threatened	Not Threatened	
Tree/shrub	Mahoe	*Melicytus ramiflorus subsp. ramiflorus*	Not Threatened	Not Threatened	
Tree/shrub	Napuka, Titirangi	*Hebe speciosa*	Threatened	Nationally Vulnerable	
Tree/shrub	New Zealand hazel, Tainui*	*Pomaderris apetala subsp. maritima*	Threatened	Nationally Critical	True
Tree/shrub	Paritutu korokio	*Corokia cotoneaster*	Not Threatened	Not Threatened	True
Tree/shrub	Pinatoro	*Pimelea carnosa*	Not Threatened	Not Threatened	True
Tree/shrub	Pohutukawa*	*Metrosideros excelsa*	Threatened	Nationally Vulnerable	
Tree/shrub	Rangiora	*Brachyglottis reranda*	Not Threatened	Not Threatened	
Tree/shrub	Shore koromiko	*Hebe elliptica*	Not Threatened	Not Threatened	True
Tree/shrub	Taupata	*Coprosma repens*	Not Threatened	Not Threatened	

Tree/shrub	Boneseed	*Chrysanthemoides monilifera*	Environmental weed	True
Tree/shrub	Boxthorn	*Lycium ferocissimum*	Environmental weed	
Tree/shrub	Gorse	*Ulex europaeus*		
Tree/shrub	Inkweed	*Phytolacca octandra*		
Tree/shrub	Japanese hill cherry	*Prunus serrulata*	Environmental weed	
Tree/shrub	Lupin	*Lupinus (species not specified)*		
Tree/shrub	Sexton's bride	*Rhaphiolepis umbellata*		
Tree/shrub	Wilding pines	*Pinus (species not specified)*		
Tree/shrub	Woolly nightshade	*Solanum mauritianum*	Environmental weed	True

Exotic fauna

Structural Class	Common Name	Scientific Name	Regional Pest Management Status
Bird	Blackbird	*Turdus merula*	
Bird	Common myna, Indian myna	*Acridotheres tristis*	
Bird	Common pigeon, Rock pigeon	*Columba livia*	
Introduced mammal	Feral cat	*Felis catus*	Introduced predator
Introduced mammal	Hedgehog	*Erinaceus europaeus*	Introduced predator
Introduced mammal	Mustelid	*species not specified*	Introduced predator
Introduced mammal	Possum	*Trichosurus vulpecula*	RPMP Sustained Control pest
Introduced mammal	Rat	*Rattus spp.*	Introduced predator
Introduced mammal	Mouse	*Mus musculus*	Introduced predator

C - Paritūtū Centennial Park Key Native Ecosystems



The Moko mangaeka (gold-stripe gecko) is an at risk threatened species living at Paritūtū Centennial Park

The following information has been taken from the Key Native Ecosystem report prepared with Taranaki Regional Council. Biodiversity Plan 136

Ecological Values

Rarity and distinctiveness – Medium

Contains core habitat for the 'at risk' little penguin and the 'at risk' goldstripe gecko. Regionally distinctive flora and fauna at the site includes NZ hazel/tainui, Paritutu korokio, pinatoro, shore koromiko and NZ fur seals.

Representativeness- High: Contains indigenous vegetation on land classified as a Chronically Threatened (D2.1b) LENZ environment. Also

contains an area that has been identified as a priority representative area for management in Taranaki (Top 30% Representative Ecosystem sites).

Ecological context – High: Provides additional habitat and significant connectivity with the Nga Motu / Sugar Loaf Islands and other Key Native Ecosystems in this area, such as Tank Farm Ponds, Barrett Lake Scenic Reserve and Omata Bush KNEs.

Sustainability – Positive: Key ecological processes still influence the site and with appropriate management, it can remain resilient to existing or potential threats.

Ecological Threats

Pest animals – High: **Predators including rodents, mustelids, possums, feral cats and hedgehogs will be having an impact on native species at the site. Current control is located along the beach road margin of the site and is targeting mustelids, rats and possums.**

Weeds – High: **Boneseed, pampas, gorse, boxthorn, wilding pines, agapanthus, woolly nightshade and kahili ginger are present at the site. Habitat modification and loss – Low: Although highly modified in the past, the site is now protected as a NPDC reserve. Vulnerable to erosion from the sea and fire.**

Flora

Vegetation at the site is a mix of remnant coastal forest and scrub which has been heavily modified in the past with native revegetation plantings at various stages of maturity. The main canopy of the coastal forest is now dominated by nonlocal native coastal tree species such as karo (Pittosporum crassifolium) pohutakawa (Metrosideros excelsa) and puka (Meryta sinclairii). A distinct form of Corokia cotoneaster is found on the slopes of Paritutu and is known as "Paritutu korokio". The original ecosystem types are assumed to be a mix of hebe/wharariki scrub, tawa (Beilschmiedia tawa), kohekohe (Dysoxylum spectabile) forest and totara (Podocarpus totara), kanuka (kunzea ericioides), dune forest.

Fauna

Birds: There are a range of seabirds that nest on the nearby Nga Motu / Sugar Loaf Islands including red billed gulls, diving petrels, grey faced petrels, fluttering shearwaters and little blue penguins. It is likely that these species will be prospecting for nearby breeding grounds on the mainland and with sufficient predator control new seabird colonies could establish at this site. Other species present are typical of the outskirts of urban New Plymouth with a large proportion of exotic species.

Reptiles: Good habitat exists for native reptiles including loose bark, abundant foliage, leaf litter, forest ground cover and flaxland. Goldstripe gecko (Woodworthia chrysosiretica)

are present at the site and individuals from other areas have been released here in the past. Copper skinks are also present. Predators such as rats and mice can have significant impacts on native lizard populations.

NZ fur seal are present on the Sugar Loaf Islands, where there is an established breeding colony. Fur seals are also encountered on the Back Beach area of the site.Invertebrates: Invertebrate surveys are labour intensive and beyond the scope of this project. The KNE will contain a diverse terrestrial invertebrate fauna including native weta, moths, native snails and potentially peripatus. No significant threatened invertebrates have been recorded from this site to date.

Special Interest Features

Seabird Colonies

In total, about 10,000 individuals from 19 species of seabird nest on these islands including the nationally vulnerable flesh footed shearwater and the declining sooty shearwaters/white fronted terns. They remain important nesting sites for the white-faced storm petrels and fluttering shearwaters. The motu are the most important locality for birds on the Taranaki/Manawatu coastline. With intensive predator control and management of public access at critical times of the year new seabird colonies could re-establish at the site. A number of entities are active in this space as the Towards a Predator Free Taranaki programme is undertaken.



Seal Colony

The area has a breeding colony of kekeno (New Zealand fur seal). It is the northern most breeding colony in New Zealand. Kekeno spend a lot of their time hauled out on rocky shores, at both breeding colonies and non-breeding 'haul-outs'. Every year, these sociable animals return to the same area for the breeding season. the Motu and onshore coastline of this area provide a range of haul-out areas and breeding sites.



Threatened Coastal Plants

The area has a selection of Nationally threated native coastal plants, including nau (*Lepidium oleraceum* - Cook's Scurvy Grass). The Paritūtū korokio (*Corokia cotoneaster*) only grows on Paritūtū. Other plants include pinatoro (*Pimelea carnosa*), the only host plant for a rare little day flying moth, and koheriki (*Scandia rosifolia*).



Coastal Wetlands

The low-lying areas of gullies at the southern end of Centennial park contain regionally threatened coastal wetlands. These wetlands are connected via the Waioratoki stream to the private semi-coastal dune lakes known as Lloyds ponds (under a QEII Covenant) located on the eastern side of Centennial Drive. These wetlands have been grazed in the recent past but have a range of native wetland plant species that are actively regenerating.Coastal wetlands are rare in Taranaki.



Marine Mammals

The 'Acutely Threatened (Nationally Critical)' killer whale (Orcinus orca) and the hector's dolphin (Cephalorhynchus hectori) (Nationally Endangered) are occasionally observed in the area. Common dolphin (Delphinus delphis), pilot whales (Globicephala melaena) and humpback whales (Megaptera novacangliae) have also been observed.

Marine Environment

The oceanographic conditions and physical features around the Sugar Loaf Islands provide a diverse range of underwater habitats that are unique to Taranaki. There are 79 species of fish and 65 species of encrusting sponges recorded within the marine reserve. The sponges are one of the major groups of encrusting organisms.

Wāhi Tapu and Wāhi Taonga

There are a number of sites important to iwi/hapu and/or that have important archaeological values. Sites within the area covered by this draft Plan include **pā sites and urupa. These areas are culturally significant and**

Waterways

In the southern area of Centennial park the Waioratoki stream extends from

The Herekawe stream runs from Manadon Street to Back Beach. It is a small urban stream and the catchment of the stream has been the focus of a community riparian planting and walkway project.











WOMAD CASHFLOW AND UNDERWRITE AGREEMENT

MATTER / TE WHĀINGA

1. The matter for consideration by the Council is the request from the Taranaki Arts Festival Trust (TAFT) to access $1,010,000 of the WOMAD New Zealand Underwrite funds for cashflow purposes, for the delivery of the 2024 festival.

RECOMMENDATION FOR CONSIDERATION / NGĀ WHAIKUPU
That having considered all matters raised in the report, Council:

a) Approves a short term advance for cash flow purposes of up to $1,010,000 to the Taranaki Arts Festival Trust to deliver the 2024, 2025, and 2026 WOMAD New Zealand Festivals

b) Note that the total amount advanced will be repaid to New Plymouth District Council within ten working days of each festival end date. Failure to do so may terminate the WOMAD New Zealand Underwrite Agreement.

c) Delegate authority to officers to enter into an agreement with Taranaki Arts Festival Trust to fulfil the purposes of this resolution. Any costs related to the advancing of the funds will be met by the Taranaki Arts Festival Trust.

COMPLIANCE	
Significance	This matter is assessed as being of some importance
Options	This report identifies and assesses the following reasonably practicable options for addressing the matter: 1. Provide cashflow for TAFT to deliver WOMAD 2024 2. Provide cashflow for TAFT to deliver WOMAD 2024, 2025 and 2026 3. Do not provide cashflow for TAFT to deliver WOMAD festivals
Affected persons	The persons who are affected by or interested in this matter are TAFT, WOMAD NZ Community Trust, WOMAD UK and those involved in delivering or attending WOMAD 2024, 2025 or 2026.
Recommendation	This report recommends option one for addressing the matter.

COMPLIANCE	
Long-Term Plan / Annual Plan Implications	No
Significant Policy and Plan Inconsistencies	No

EXECUTIVE SUMMARY / WHAKARĀPOPOTOTANGA MATUA

2. Council entered into an agreement to provide funds for cashflow purposes for TAFT to deliver WOMAD 2023. This was advanced from the $1.9m underwrite facility available in case of a pandemic related cancellation of WOMAD.

3. TAFT have requested that the same arrangement be approved for WOMAD 2024.

4. We recommend that the Council approve funds for cashflow purposes for TAFT to deliver WOMAD 2024, 2025 and 2026 with the same conditions, i.e., that these are refunded and related costs (including interest) are paid soon after each festival is finished. This ensures that the WOMAD Underwrite Agreement stays in place and the event is held with no additional cost to ratepayers.

5. Approving the funds for these three festivals aligns the arrangement with those covered by the existing WOMAD Underwrite Agreement. The total of $1,010,000 is the maximum allowed collectively i.e., any funds not refunded will not be available for future festivals.

BACKGROUND / WHAKAPAPA

History of WOMAD

6. WOMAD – World of Music, Arts and Dance is an internationally established festival, which brings together artists from all over the world. The first WOMAD festival was held in the UK in 1982 and has now been held in twenty-seven countries.

7. WOMAD has been held in the TSB Bowl of Brooklands and Brooklands Park since 2003. It was held biannually in 2003, 2005 and 2007, before becoming an annual event in 2008.

8. In 2023 the festival contributed $6.5 million to the gross domestic product (GDP) of Taranaki.

9. NPDC has provided financial support to WOMAD, through the Major Events Fund, each year as well as services in kind.

10. WOMAD NZ was cancelled in 2021 and 2022 due to the Covid pandemic.

Underwrite agreement

11. In May 2021, Council agreed to provide a $1.9 million pandemic-related underwrite for TAFT to deliver WOMAD in New Plymouth. This underwrite is in place for five years and is a one-off amount – if called upon, it is not replenished.

12. The cancelled WOMAD 2022 festival was subsequently underwritten by central governments Events Transition Support Scheme so no claim was made to the NPDC underwrite.

13. The request to access $1,010,000 of the Council underwrite funds for WOMAD 2023 was required to provide cashflow due to:

    a) Reduced sponsorship funds

    b) Not being able to access ticketing monies until after the festival has been delivered as they now held in trust (they had been able to prior to 2023)

    c) Increased costs due to inflation

    d) Artists and suppliers requiring significant upfront deposits (these were previously much smaller)

    e) Two-years of non-delivery of WOMAD due to the Covid pandemic had reduced available funds.

14. In 2023 TAFT requested to access funds over four months, as follows:

December 2022	$120,000
January 2023	$170,000
February 2023	$470,000
March 2023	$250,000
TOTAL	**$1,010,000**

15. TAFT stated that the "monies would immediately be paid back on the Monday after the festival delivery when we can access the ticketing monies". The recommendation, and subsequent agreement, was that ten working days be allowed for refunding in case of unforeseen delays.

16. TAFT understood that there would be costs related to this borrowing and agreed to pay these in full. Officers then drafted an agreement based on the resolution including outlining these costs and terms.

17. Failure to meet the obligations of any agreement could result in the cancelling of the WOMAD Underwrite Agreement as the funds would no longer be available in full.

18. TAFT indicated that the facility may be required for up to three years as they built up their own reserves.

19. Council agreed to a cashflow facility for WOMAD 2023. Only $720,000 from the facility was required and all funds were repaid as per the agreement.

20. TAFT has formally requested a similar facility for WOMAD 2024. It is recommended that Council approve a facility for 2024, 2025 and 2026 in order to provide efficiencies and certainly for TAFT going forward and to align with the WOMAD underwrite agreement which is in place until 2026.

CLIMATE CHANGE IMPACT AND CONSIDERATIONS / HURINGA ĀHUARANGI

21. The granting of TAFT's request would not result in any further climate change impacts. TAFT have committed to WOMAD being a zero waste event.

REFORM IMPLICATIONS

22. This decision has no reform implications.

NEXT STEPS / HĪKOI I MURI MAI

23. The 2023 agreement would be redrafted to reflect the decision of Council.

SIGNIFICANCE AND ENGAGEMENT / KAUPAPA WHAKAHIRAHIRA

24. In accordance with the Council's Significance and Engagement Policy, this matter has been assessed as being of some importance because it should have a zero financial cost, does not impact on the relationship of Māori with land, water or waahi tapu or Council's statutory purpose or levels of service, affects few people and aligns with previous Council decisions to support WOMAD NZ.

OPTIONS

Option 1
Provide cashflow for TAFT to deliver WOMAD 2024

Option 2
Provide cashflow for TAFT to deliver WOMAD 2024, 2025 and 2026

Option 3
Do not provide cashflow for TAFT to deliver WOMAD 2024

Financial and Resourcing Implications / Ngā Hīraunga ā-pūtea, ā-rauemi

25. The WOMAD Underwrite funds are available in an Events Underwrite Reserve, however as per prudent treasury management, this does not have cash available unless required. As such, there will be a cost to borrow to provide the cashflow to TAFT including interest costs.

26. TAFT is aware of this and has stated that they will cover the costs to Council as with 2023. If option one or two are approved, the 2023 agreement will be redrafted.

Risk Analysis / Tātaritanga o Ngā Mōrearea

27. There is a risk that TAFT will not be able to fully refund the cashflow provided or the additional costs. This is considered a low risk given the success of the agreement in 2023 and as a condition of the cashflow being provided is that failure to repay the full amount results puts the underwrite facility in jeopardy.

28. If WOMAD 2024 was cancelled, insurance secured by TAFT (if due to weather) or the balance of the underwrite facility (if due to a pandemic) would be available to cover costs to TAFT. The risk of a pandemic-related cancellation has greatly reduced since the underwrite facility was put in place.

29. Option three has a risk of WOMAD NZ not being able to occur in 2024 or that TAFT will be at financial risk until the festival has been held.

Promotion or Achievement of Community Outcomes / Hāpaitia / Te Tutuki o Ngā Whāinga ā-hāpori

30. Having WOMAD NZ in New Plymouth significantly contributes to the vision "Sustainable Lifestyle Capital" and the community outcomes Partnerships, Community and Prosperity. It brings people together in a celebration of other cultures through music, arts and dance and contributes to the regional GDP.

Statutory Responsibilities / Ngā Haepapa ā-ture

31. Option one and two meet the purpose of local government under the Local Government Act 2002 is "to promote the social, economic, environmental and cultural well-being of communities in the present and for the future".

32. Any agreement with TAFT will ensure that statutory responsibilities when lending money to another organisation are met.

Consistency with Policies and Plans / Te Paria i ngā Kaupapa Here me ngā Mahere

33. If the decision is made to provide TAFT with the cashflow requested, the 2023 agreement would be updated and include costs as per the Treasury Management Policy and Local Government Act 2002 (LGA) whereby NPDC cannot lend on better terms than able to get themselves and must consider other costs to Council.

34. A decision to borrow from the Event Underwrite Reserve is contrary to the agreement with TAFT and the purpose of the reserve, however it is consistent with the purpose of these to support TAFT to deliver WOMAD NZ in New Plymouth, particularly as the funds are expected to be paid back in full, with costs.

35. Option three is inconsistent with the strategy of previous decisions of Council to support TAFT to deliver WOMAD.

Participation by Māori / Te Urunga o Ngāi Māori

36. Option one or two would enable WOMAD NZ and TAFT to continue their long-term relationship with Taranaki iwi and hapū. Māori have held workshops and shared insights and understanding with other cultures in a way not otherwise possible without WOMAD NZ. All entertainers have previously been invited to attend a powhiri at Owae Marae prior to WOMAD, where they are welcomed by tangata whenua.

Community Views and Preferences / Ngā tirohanga me Ngā Mariu ā-hāpori

37. WOMAD NZ is very well attended by local people and benefits local businesses. The securing of a host-city agreement for WOMAD was met with a generally positive response. It is expected that the extension of an agreement to provide cashflow to TAFT at zero cost to ratepayers will be met with similar support.

Advantages and Disadvantages / Ngā Huanga me Ngā Taumahatanga.

38. The advantage of option one is that the ability for TAFT to deliver WOMAD 2024 is secure and that this will be at no cost to the Council. The disadvantage of options one and two is that the underwrite facility may be at risk if TAFT are unable to refund the full amount.

39. The advantage of option two is that efficiencies are gained by not having to revisit this decision each year and TAFT are provided with the security of a cashflow facility for three years while they build their own reserves.

40. The disadvantage of option three is that the success of WOMAD 2024 could be in jeopardy if TAFT experience cashflow issues.

Recommended Option
This report recommends option two Provide cashflow for Taranaki Arts Festival Trust to deliver WOMAD 2024, 2025 and 2026 for addressing the matter.

APPENDICES / NGĀ ĀPITIHANGA

Appendix 1 Request from WOMAD NZ Charitable Trust (ECM9012452)

Report Details

Prepared By:	Kathryn Scown (Acting Group Manager Strategic Partnerships)
Team:	Strategic Partnerships Group
Approved By:	Gareth Green (Chief Executive)
Ward/Community:	District Wide
Date:	28 June 2023
File Reference:	ECM 9012453

----------End of Report ----------

WOMAD New Zealand Charitable Trust
PO Box 4251 New Plymouth, 4340
info@womad.co.nz
womad.co.nz
06 759 8412

Katherine Scown

NPDC

Kia ora Katherine;

Cashflow Facility – WOMAD 2024

Firstly, the WNZCT Board would like to thank NPDC for the cashflow facility last year. It was utilised as predicted very close to the festival delivery date.

It was also paid back on time and with the relevant interest attached to the facility.

We have ascertained an outcome for 2023 and I am pleased to advise it was better than originally predicted in what turned out to be a challenging environment both from a cost's perspective and from a sales perspective.

We have again been reviewing cashflow for next year and we will require this facility again and ask respectfully if NPDC can assist us again with a similar facility.

If you could advise the process from here that would be much appreciated.

Regards



Suzanne Porter

CEO - TAFT

EXCLUSION OF THE PUBLIC FOR THE REMAINDER OF THE MEETING

MATTER /TE WHĀINGA

1. This report details items that are recommended should be considered with the public excluded, and the reason for excluding the public.

RECOMMENDATION FOR CONSIDERATION / NGĀ WHAIKUPU
That having considered all matters raised in the report, Council hereby resolves that, pursuant to the Local Government Official Information and Meetings Act 1987, the public be excluded from the following parts of the proceedings of this meeting:

a) Property purchase
The withholding of the information is necessary to enable the Council to carry out, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations) this particular interest being protected by section 7(2)(i) of the Act.

b) Chief Executive Draft KPI's
The withholding of the information is necessary to protect the privacy of natural persons. This particular interest being protected by section 7(2)(a) of the Act.

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987.

COMPLIANCE / TŪTOHU	
Significance	This matter has been assessed as being of some importance.
Options	This report identifies and assesses the following reasonably practicable options for addressing the matter: 1. Exclude the public. 2. Not exclude the public.
Recommendation	This report recommends **Option 1** for addressing the matter.
Long-Term Plan / Annual Plan Implications	There are no budget considerations.
Significant Policy and Plan Inconsistencies	This report is consistent with Council's Policy and Plans.

BACKGROUND/ WHAKAPAPA

2. This report details items that are recommended should be considered with the public excluded, and the reason for excluding the public.

SIGNIFICANCE AND ENGAGEMENT / KAUPAPA WHAKAHIRAHIRA

3. In accordance with Council's Significance and Engagement Policy, this matter has been assessed as being of some importance because the exclusion of the public is a statutory procedure that will have a little or no impact on the Council's strategic issues.

OPTIONS

Option 1 Pursuant to the Local Government Official Information and Meetings Act 1987, good reason exists to exclude the public for consideration of the items listed.

Option 2 Council can choose to consider these matters in an open meeting.

Risk Analysis

4. Release of information which meets the statutory tests for withholding (under the Local Government Official Information and Meetings Act 1987) may expose the Council to legal, financial or reputational repercussions.

Recommended Option
This report recommends **Option 1**: Exclusion of the public for addressing the matters.

Report Details

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Team:	Governance
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Ward/Community:	District Wide
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----------End of Report ----------

CLOSING KARAKIA

Unuhia, unuhia,	Draw on, draw on
Unuhia i te uru tapu-nui	Draw on the supreme sacredness
Kia wātea, kia māmā te ngākau, te tinana	To clear, to free the heart, the body
Te Wairua i te ara takatū	and the spirit of mankind
Koia rā e Rongo whakairihia ake ki runga	Rongo suspended high above us (in heaven)
Kia wātea, kia wātea	To be cleared of obstruction
Ae rā kua wātea	It is cleared
Hau Paimarire	

This karakia is recited to close a hui or event. It takes us from a place of focus and releases us to be clear of all the issues or tenisions that may have arisen during the hui. We are now free to get on with other things.