

Mayor and Councillors
COUNCIL

11 DECEMBER 2014

Meeting Status: **Public**

Purpose of Report: For Decision

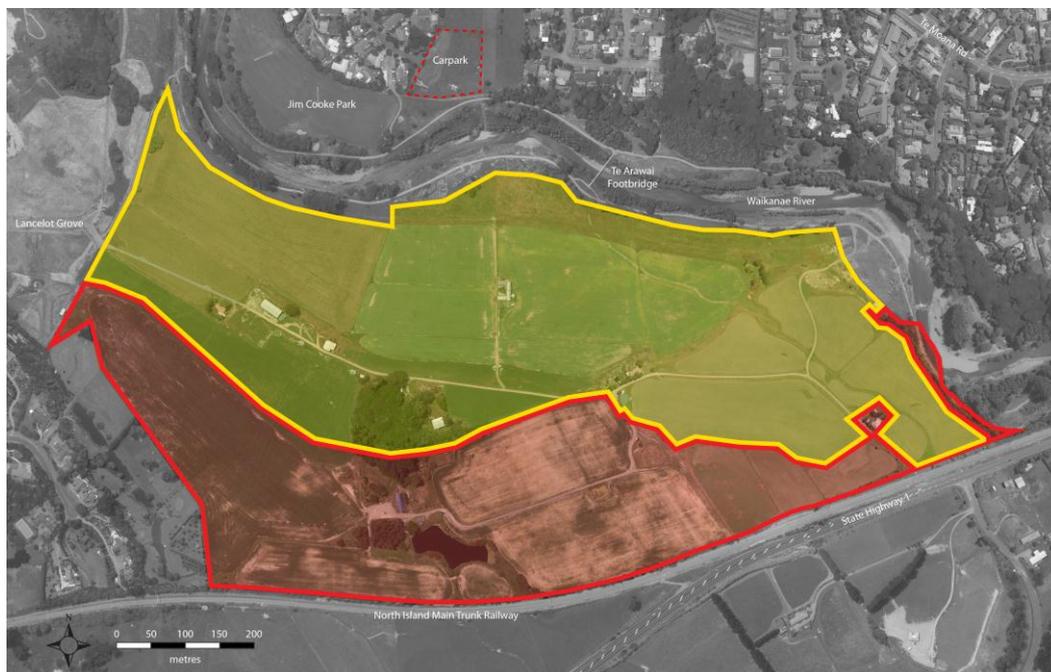
ŌTAIHANGA EAST RIVERSIDE RESERVE AREA – DRAFT RESERVE MANAGEMENT PLAN AND RESERVE NAMING

PURPOSE OF REPORT

- 1 This report seeks the Council's decision on the overall name for the 60 hectare park in Ōtaihangā East on the south bank of the Waikanae River and recommends the Council adopts the Reserve Management Plan for the park.

BACKGROUND

- 2 Council purchased land for a reserve in 2012 and resolved that the land be declared a Recreation Reserve under the Reserves Act 1977 (the Act). The gazette notice was published on 16 May 2013, New Zealand Gazette No.57 and subsequently lodged against the Certificate of Title in August 2013. The park is approximately 60ha and is centrally located within the district. It is considered a district-wide park.



Aerial showing outline of the blocks making up the park.

Reserve Management Plan

- 3 Section 41 of the Act outlines responsibilities for councils in preparation of reserve management plans. A council is to prepare a reserve management plan

within five years of gazetting a park. The preparation of a reserve management plan includes a public consultation process to determine what use and enjoyment the community would like the park to provide, and the levels of service the developments should deliver.

- 4 A focus group comprising representation from: Te Āti Awa ki Whakarongotai; Sport Wellington; asset managers from Greater Wellington Regional Council and Transpower; Councillors and representatives from volunteer groups, sporting groups, parks management and neighbours, provided guidance on the preparation of the draft reserve management plan in 2013.
- 5 The draft plan was approved for release for public consultation by the Environment and Community Development Committee at the 8 May meeting. There was a two month public submission period from 31 May to 1 August 2014.

Naming the Reserve

- 6 Council's Reserves, Structures and Commemorative Places Naming Policy (2011) ensures appropriate names are applied to reserves, structures and commemorative places. The policy provides:
 - a framework for naming where the reserve is owned or managed by Kapiti Coast District Council; and
 - for Council's obligations under the Treaty of Waitangi and recognises the importance of the Memorandum of Partnership with our Treaty partners, Te Āti Awa ki Whakarongotai, Ngāti Raukawa and Ngāti Toa Rangatira.
- 7 Section 16 of the Act says a reserve can be named at the time of classification or by a separate action at a later stage by the administering authority. The park was not named at the time of the gazette notice published in May 2013.
- 8 The process for seeking recommendations for a name for the park was run parallel to preparing the draft reserve management plan and involved researching the history of the park, seeking input and advice from Te Āti Awa ki Whakarongotai, and a public submission process.
- 9 The following section of the report describes the consultation and approved processes for a) the Reserve Management Plan, and b) the name of the park.

CONSIDERATIONS

Reserve Management Plan: Consultation

- 10 Two hundred and thirty nine submissions were received on the draft Reserve Management Plan. 30 submitters expressed an interest in speaking in support of their submissions. Submissions were heard by the Environment and Community Development Committee on 11 September 2014.
- 11 A copy of all submissions and a summary of submissions were made available to Council at the 11 September hearing and in all the libraries across the district.
- 12 None of the submissions proposed any major changes to the draft plan. Most submissions (more than 75%) relate to possible developments on the park and will inform the development plan. No significant changes are recommended to the overall vision, key objectives and policies. Twenty five submissions resulted

in clarification, correction or minor changes to the draft Reserve Management Plan.

- 13 As part of the consultation Te Āti Awa ki Whakarongotai reviewed the draft and made recommendations. The recommendations were discussed with the Iwi's representatives and the draft updated to reflect their input.
- 14 The draft plan was externally reviewed, by Parks And Open Spaces (PAOS), prior to being presented to the Council for adoption. The review considered the Plan's consistency with the Act and identified technical issues that should be addressed. Recommendations included clarifying the vesting of land as recreation reserve, identification of the gazette notice, editing to reduce repetition and length and addition of a glossary. Overall the review confirmed the policies in the plan would allow development of the park as outlined in the development principles in Section 5. The Plan has been edited to include points of clarification and to reduce length. A glossary will be added as an appendix.

Reserve Management Plan: Adoption

- 15 All reserves declared and classified under the Act must have a management plan. The attached draft Reserve Management Plan has been prepared in accordance with the Reserves Act 1977 section 41. It has been through the statutory two month consultation period and is presented here for the Council's final approval.
- 16 This Reserve Management Plan is an important document. Its overall purpose is to provide for the use, enjoyment, maintenance, protection and appropriate development of the park within available resources. This provides the community with certainty about the future of the reserve and enables Council to manage it effectively.
- 17 The Reserve Management Plan provides a framework for carrying out the future management of this reserve in an integrated way. It will have a regulatory function for the development and use of the park.
- 18 Community Boards have, under Part D of Council's Governance Structure, Clause 10.16:

'Authority to make recommendations to Council after reviewing existing, or considering new draft Reserve Management Plans for local public parks and reserves within its areas.'
- 19 The park is on the boundary of and of particular interest to the communities of Paraparaumu/Raumati and Waikanae, with access from Lancelot Grove in Ōtaihangā and access off Te Arawai Bridge from Waikanae. Both the Paraparaumu/Raumati and Waikanae Community Boards, in their respective meetings of 21 and 28 October 2014, carried a motion to recommend the draft Plan to Council for adopting.
- 20 Management plans are usually required to be submitted to the Minister for approval unless other rules apply. In this instance the Council has the delegation to approve a reserve management plan for a recreation reserve under the Reserves Act 1977, section 41(13):

'Where a recreation reserve is vested in a local authority or a local authority is appointed to control and manage a recreation reserve, the local authority shall not be required to submit its management plan to the Minister for approval, unless the terms of vesting or of appointment to control and manage the reserve so require: provided that the local authority shall make its management plan available for inspection by or on behalf of the Minister whenever so required'.

- 21 Council purchased the land from private owners, it was not derived from Crown land, and the terms of vesting of the land mean Council can approve the reserve management plan.

Naming the Reserve: Consultation

- 22 Sixty seven submissions were received with recommendations for or in support of a name for the park. Twelve names were proposed for testing against the criteria in Council's naming policy outlined later in this report. Of these one is in recognition of the hāpu of the area, four are in recognition of a person, and seven are related to either a place or a feature.
- 23 A number of submissions proposed more than one name as either a dual name or hierarchical names, being an overall name and other names for features or sponsorship. The merits of this may be discussed in a future report. The purpose of this report is to provide information from the submissions for determination of an overall name for the reserve.
- 24 The proposed names are briefly discussed based on the considerations in the Policy and are listed below in alphabetical order:
- 24.1 Howarth – two submissions were received in support of Howarth as the name for the park. Ted Howarth was known for his contribution to the NZ Thoroughbred Racing Association. He was a recent past land owner of Woodleigh Stud, part of the now reserve area.
- 24.2 Jenny Rowan – four submissions were received for Jenny Rowan / Rowan as the overall name and thirteen submissions for Jenny Rowan / Rowan to be incorporated into the reserve area e.g. 'Rowan Fields'. The submissions acknowledged Ms Rowan's two term mayoralty during which the reserve was purchased.
- 24.3 John Martin Memorial Park – one submission was received in support of John Martin for the park. Mr Martin was known for his involvement in local business and the car enthusiast club. He was a recent owner of the Turf Farm, part of the now reserve area.
- 24.4 Kāpiti – one submission was received in support of Kāpiti as the name for the park. It was considered due to the central location of the park in the district between Paekākāriki and Ōtaki and the status of the reserve as a district-wide park. Kāpiti Park did not gain support from the focus group or through iwi consultation.
- 24.5 Matomato – one submission was received in support of Matomato. A definition of Matomato is 'green and lush'. Matomato has no specific person or place relevance to the park.

- 24.6 Otaraua – Te Āti Awa ki Whakarongotai are the Iwi with mana whenua in this area and were invited by Council to recommend a name for the reserve area. Following consultation and endorsement by Te Whakaminenga o Kāpiti, Te Āti Awa ki Whakarongotai recommends Otaraua to Council for consideration.
- 24.7 Peter Ellis – one submission was received in support of Peter Ellis. Mr Ellis is known for his contribution to sports and his 14 years as a Councillor for the Kāpiti Coast District.
- 24.8 Riverside Reserve – one submission was received in support of Riverside Reserve. It describes an important physical feature with Waikanae or Ōtaihanga as a prefix. However Waikanae and Ōtaihanga are already in use for parks and reserves and further use could cause confusion.
- 24.9 Sherwood Park – one submission was received in support of Sherwood for the name of the park. Sherwood and surrounding street names Lancelot and King Arthur exist in stories based in medieval times in England.
- 24.10 Te Rere – eleven submissions included Te Rere as a name for within the park. Te Rere is the name of a trig station¹ east of the reserve area and can be found on past titles. It is also identified with a cultivation ground or mahinga kai. Te Rere did not receive support through either the focus group or consultation with iwi.
- 24.11 Waimāhoe – two submissions for Waimāhoe as the overall park name were received and thirteen submissions included Waimāhoe for use within the park. Waimāhoe shows very faintly on one of the title plans in 1842 on a feature that looks to be an outlet linking a 'swampy area' to the Waikanae River. It has been in use by some residents and it is identified as an area within the park. Waimāhoe did not receive support as the overall name through either the focus group or consultation with iwi during.
- 24.12 Woodleigh/Woodleigh Field – 'Woodleigh' was the name of the Horse Stud that occupied one of the blocks of land that make up the reserve. There is a small subdivision and street within that subdivision in Paraparaumu of the same name. Although use of Woodleigh for the park may not cause confusion its use contravenes Council's policy: '*A proposed name may not be submitted for approval where the same or similar name occurs within the Kāpiti Coast District or adjacent districts*'.

Footnote:

(1) Trig station;

The physical component of New Zealand's geodetic system is a network of control marks that serve as physical reference points. A number of these marks are black and white trig beacons, seen on the tops of hills, or steel pins set into concrete in urban areas. These marks are used by surveyors to determine the location of property boundaries in relation to the official geodetic datum.

Naming the Reserve: Council's Reserves, Structures and Commemorative Places Naming Policy

- 25 A district-wide park not only requires signage but a name that locates the park in the district and provides a sense of place for the community and visitors. Under the Council's Naming Policy reserve names should;
- signify their physical location and function; or
 - provide recognition to local hapū, iwi or others with historical ties to the land; or
 - provide recognition to individuals, organisations or historic events.
- 26 The name must include a suffix that relates to the purpose or function of the place. In this case the suffix would be 'Park'.
- 27 Naming may be in recognition, consideration or based on location or physical characteristics of the park or reserve.
- Where a reserve has been named in recognition of an individual, family, hapū or iwi with strong historical links it shall only have one name. The name is applied for the life of that asset. The name shall be appropriately displayed with a plaque noting the date and rationale for the dedication.
 - Where the reserve or structure has not been named in recognition naming may be in consideration of sponsorship or financial contribution. Naming in consideration requires a Naming Rights Agreement.
- 28 A proposed name may not be submitted for approval where the same or similar name occurs within the Kāpiti Coast District or adjacent districts.
- 29 The policy includes the following considerations when selecting a name:
- the historical and/or cultural connections to tāngata whenua or individuals from the community;
 - direct relevance to the site;
 - names that reflect a botanical, ecological, geographical or geological element;
 - if an individual or organisation has made an outstanding personal or philanthropic contribution to the improvement or development of the site, or the development of a structure, for the improvement of the district;
 - if the name of a reserve or structure is appropriate recognition for a person, hapū, iwi or organisation;
 - the physical characteristics of the area in which the reserve is located or the structure has been built;
 - the history, character, landscape, flora and fauna of the site;
 - there is usually more than one history associated with reserve sites;
 - the function(s) of the reserve or structure; and
 - if there are benefits to be gained from naming rights applied through sponsorship agreements.

Naming the Reserve: Consultation with Mana Whenua

- 30 Te Āti Awa ki Whakarongotai are the Iwi with mana whenua in this area and were invited to recommend a name for the reserve area. Following consultation and endorsement by Te Whakaminenga o Kāpiti, Te Āti Awa ki Whakarongotai recommended Otaraia to Council for consideration.

- 31 The following excerpt is from their proposal and subsequent submission:

'After extensive consultation and discussions with descendants of the surrounding land it was recommended that the reserve carry the name of a prominent hapū of Kāpiti called "Otaraua".

Otaraua played a critical role in settling Kāpiti in the 1820's – 1830's, with many of Otaraau's paramount chiefs having to defend their lands in the battle of Haowhenua in 1834. Still to this day Otaraau are firmly established throughout Waikanae and the Kāpiti Coast. The lands surrounding this block are some of the last Māori freehold land on the Kāpiti coast, which Otaraau people express kaitiakitanga over. This name confirms their place within the reserve area and the Kāpiti landscape.

The giving of this name was not decided upon lightly. As mana whenua we see this as a gift and taonga, we have relationships with the land; we are all a part of its whakapapa.

Te Āti Awa ki Whakarongotai would hope that Kāpiti Coast District Council and the community would see the gifting of the ancestral name 'Otaraua' as a koha, or gift, and that the acceptance of this gift would be mana-enhancing for both the Te Āti Awa ki Whakarongotai and the wider community.'

- 32 There was significant support for Otaraau through the public consultation process. Of the 68 submissions with recommendations for a name for the park, 54 included Otaraau and 40 supported Otaraau as the overall name for the reserve.
- 33 Otaraau has direct historic, cultural and current relevance to the site. It expresses the association of the hapū with the land and recognises mana whenua into the future.
- 34 Otaraau fits well with the following objectives, principles, and considerations of the policy:
- Objectives; including the provision that Council's Memorandum of Partnership with iwi is recognised with the recommendation of Otaraau.
 - Principles; in particular the provision of recognition to local hapū
 - Considerations; including the historical and/or cultural connections to tāngata whenua and appropriate recognition for a hapū or iwi.
- 35 Otaraau is the recommended name for the reserve.

Financial Considerations

- 36 There are minor direct financial considerations with naming a park which include the process for a notice in the New Zealand Gazette and installation of a park name sign with the rationale for the name. Costs will be met from current budgets.

Legal Considerations

- 37 The Reserve Management Plan has been prepared in accordance with the Reserves Act 1977.
- 38 On confirmation of a name Council has to advise the Minister and the name has to be notified in the New Zealand Gazette. The New Zealand Geographic Board, Ngā Pou Taunaha o Aotearoa, also has to be advised of the park name.

Delegation

- 39 Council is required under the Reserves Act 1977, section 41 to prepare a Reserve Management Plan and has the authority under the Act to approve the Reserve Management Plan.
- 40 Council has the right to name parks and reserves under the Reserves Act 1977, section 16(10) and under the Council's Reserves, Structures and Commemorative Places Naming Policy 2011:

'For a national, regional or district-wide significant reserves the decision should be Councils.'

Policy Implications

- 41 The Reserve Management Plan will set the policy for the management and development of the Park.

Tāngata Whenua Considerations

- 42 There are Tāngata Whenua considerations with the management and naming of this reserve area. The area is wholly contained within Te Āti Awa ki Whakarongatai boundaries, they are mana whenua. It is particularly relevant to the hapū, Otaraua, who own land surrounding the park.
- 43 As the park is considered a District-wide asset there are also considerations for other tāngata whenua of the district, Ngāti Raukawa and Ngāti Rangatira. Te Āti Awa ki Whakarongatai managed a formal process of discussion with Iwi through briefings to Te Whakaminenga o Kāpiti.
- 44 The management plan policies include direction that the Council will look for opportunities for co-management with Te Āti Awa ki Whakarongatai in this park. This will require on-going dialogue between parties to determine processes that deliver beneficial outcomes.
- 45 There are features/areas within the park that have particular meaning for iwi including Waimāhoe identified as an area on the lower river terrace around the northern waterway. The current policy does not allow for more than one name when a name is given in recognition (of an individual, family, hapū or iwi). There is for allowing for naming of features and areas.

SIGNIFICANCE OF DECISION AND ENGAGEMENT

- 46 This decision is not significant under the Council's Significance and Engagement Policy.

Consultation

Reserve Management Plan

- 47 The draft Reserve Management Plan was approved for release for public consultation by the Environment and Community Development Committee on 8 May 2014.
- 48 There was a two month public submission period as required under the Reserves Act 1977 from May 31 to August 1 2014. Interest groups were notified, two open days were held on the park and site visits were arranged with groups who expressed an interest.
- 49 A briefing paper was presented to Te Whakaminenga o Kāpiti on 15 July 2014 and to the Paraparaumu/Raumati and Waikanae Community Boards on 23 July 2014.
- 50 Submissions were heard by the Environment and Community Development Committee on 11 September 2014. A copy of all submissions and a summary of submissions were provided to the Council and made available in libraries across the district.
- 51 Communication between Council and Te Āti Awa ki Whakarongotai from May to October 2014 resulted in inputs into the preface, history and culture sections of the document as well as objectives and policies.
- 52 The Draft Plan was presented to the Waikanae and Paraparaumu/Raumati Community Boards for consideration and recommendation to Council to adopt on 21 and 28 October 2014 respectively. Both Community Boards resolved to recommend the draft plan to Council for adoption.

Naming the Reserve

- 53 The process for seeking recommendations for a name was run parallel to preparing the draft reserve management plan and included the following:
- An invitation for recommendations from the focus group who provided guidance for the draft reserve management plan.
 - Historic literature review by Kāpiti Coast District Council Libraries staff;
 - An investigation of waahi tapu in the park. This was completed in 2013 as part of the district wide waahi tapu study commissioned by Council and reviewed by Te Āti Awa ki Whakarongotai.
 - An invitation to Te Āti Awa ki Whakarongotai to submit a recommendation for a name for the park in August 2013;
 - A public submission process seeking recommendations for names from May until August 2014; and

- Hearing of submissions by the Environment and Community Development Committee on 11 September 2014 where some submitters spoke in support of their recommended name.

Publicity Considerations

- 54 There are publicity considerations upon selection of a name. There is protocol to be observed when naming in recognition, including advising and working with all relevant people, determining a citation and installing a sign with the agreed citation. An unveiling ceremony will be appropriate.
- 55 The community needs to be advised of the Council's decisions, particularly submitters and groups who use the park. Land Information Services need to be advised of the name for mapping purposes. Plans and publications will require updating to include the new park name.
- 56 A copy of the plan will be made available on the Council's website and a media release will be prepared to announce the adoption of the Plan and outline the next phase of work to prepare a development plan.

RECOMMENDATIONS

- 57 That the Council names the 60 hectare reserve in Ōtaihangā East on the south bank of Waikanae River as Otaraua Park.
- 58 That the Council considers and adopts the draft Reserve Management Plan attached to this report as Appendix 1 Draft Reserve Management Plan – Ōtaihangā East Riverside Reserve Area, Status November 2014 - For Adopting,

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Appendix 1:

Draft Reserve Management Plan – Ōtaihangā East Riverside Reserve Area
Status November 2014 - For Adopting