

APPENDIX F – CULTURAL VALUES ASSESSMENT



KAIPARA

Safer Roads - State Highway 16 Improvements

Brigham Creek to Waimauku



Cultural Values Assessment

Identification of potential effects on Ngāti Whātua o Kaipara values and tikanga.

NGA MAUNGA WHAKAHII O KAIPARA

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1.1 Document Purpose

This document takes into account the principles of Te Tiriti o Waitangi / Treaty of Waitangi. It recognises the core values, the historic, traditional, cultural, and spiritual relationship of Mana Whenua to the area of Kaipara and in particular the site between Brigham Creek and Waimauku.

The document aims to assess and identify impacts of the proposed Safer Roads Upgrade and consider impacts on the area.

1.2 Document Control

This cultural values assessment is the intellectual property of Nga Maunga Whakahii o Kaipara representing the interests of the five Marae of Ngāti Whātua o Kaipara.

- Puatahi, (Te Manawanui)
- Araparera, (Te Aroha Pa)
- Kakanui, (Te Kia Ora)
- Haranui, (Nga Tai I Turia kit e Maro Whara)
- Reweti (Whiti te Ra)

This report has been prepared to ensure that Ngāti Whātua o Kaipara values and interests are a consideration as the proposed upgrades are designed and consents obtained.

It is not to be copied or distributed without the approval of Nga Maunga Whakahii o Kaipara.

1.3 Methodology

This information is submitted on behalf of Te Tari Taiao o Nga Maunga Whakahii o Kaipara Development Trust. This is the legal entity that governs the operations and managerial systems of Ngāti Whātua o Kaipara, who have responsibilities to uphold the cultural heritage and values of Ngāti Whātua o Kaipara that is embodied in the ethics of Kaitiakitanga,

The report is based on Whanau knowledge, heritage, desk-top study and site knowledge. Archaeological reports along with other relevant material has been reviewed. Satellite imagery, the Auckland Council's GIS and Cultural Heritage Inventory (CHI) database and the New Zealand Archaeological Association (NZAA) database were also referenced. Historical information related to Ngāti Whātua o Kaipara has been obtained from the Office of Treaty Settlements and internally.

References

- Application data supplied by Safer Roads Alliance
- Office of Treaty Settlements website
- Auckland Council's Cultural Heritage Inventory Database
- ArchSite GIS
- Ngāti Whātua o Kaipara Deeds of Settlement
- Other Projects across the Kaipara Region

2.0 Areas of Interest

Map 1: Land Map of the Ngāti Whātua o Kaipara Area



Map 2: Coastal Statutory Acknowledgement.



The Kaipara Moana encompasses almost half of the Northland region of the Rohe. There are Coastal areas recognised by Statutory Acknowledgement with the Crown. For Ngāti Whātua o Kaipara the harbours, Kaipara and Waitemata, the estuaries and rivers were the pathways, linking all parts of the compass. This includes Te Oneone Rangitira (Muriwai Beach) a significant place for Ngāti Whatua o Kaipara.

3.0 Ngāti Whātua o Kaipara Values and Associations

Tikanga - to protect and uphold the customary cultural rights and ownerships, beliefs and values of the Ngāti Whātua o Kaipara Marae. Through the use and promotion of cultural practice unique to the Kaipara, Te Reo, Powhiri, Rahui, Tangi, Waiata and other protocols.

Whakawhānaungatanga - to strengthen and maintain relationships with each of the Ngāti Whātua o Kaipara Marae and other whānaunga.

Rangātiratanga - to develop relationships with Crown agencies between the Ngāti Whātua o Kaipara Marae and local government and other organisations that give positive and sustainable outcomes to Te Tiriti o Waitangi obligations.

Manaakitanga - to foster opportunities for the welfare and well-being of the whānau of the Ngāti Whātua o Kaipara Marae. Respect our shared knowledge and experiences and that of the wider community.

Kaitiakitanga – to foster, strengthen and develop the Ngāti Whātua o Kaipara guardianship of the natural environment. Our fresh water bodies, springs, wetlands, streams, rivers, lakes, harbours, sea, islands, air, land, birds, fish, insects, plants and trees. Safeguard the mauri and mana of the area and its resources. Ensure that what we pass on to future generations is the same or better than we came to it.

Ngā Rawa Whakahirahira - Identify and care for places of spiritual significance, customary resource areas and archaeological sites. Those which are in our control and support others to care appropriately for things outside our direct control.

Aroha - to foster goodwill and trust among our whānau of the five Marae at every opportunity – Whaia te Kotahitanga (seek to unite as one).

The area should be viewed as part of a Kaipara landscape of connected kāinga (villages) and pā. The area and its waterways used by both resident and itinerant travellers. Our tūpuna, utilised all the resources of the region in different seasons at different places – as attested to by the prevalence of archaeological sites that are visible across Wharepapa/Puketapu (Woodhill).

3.1 Cultural Values- Ngāti Whātua o Kaipara

It is the land and water's integrity, the mauri, (the life force) which Ngāti Whātua o Kaipara has a responsibility to protect and uphold. Incorporating a sense of unique place, not disembodied information but part of a living matrix of encounters and relationships, past and present, natural and spiritual.

The loss of cultural wellbeing by the degradation of the mauri of the land and waterways will have devastating implications for the spiritual and cultural interests of Ngāti Whātua o Kaipara.

Wāhi Tapu sites are extremely important features to Ngāti Whātua o Kaipara. These sites which are evidence of Ngāti Whātua o Kaipara occupation and association to the landscape. These include, burial sites, sacred sites or item; battle ground or where a special association or event occurred. There are a number of sites which have not been disclosed to the general public due to the sensitive nature of these areas.

Wāhi Tūpuna represents occupation; Pa, kainga, kumara pits, waka landing sites, midden and other evidence of occupation.

There are taonga (precious treasure) across the Kaipara that are part of Ngāti Whātua o Kaipara spiritual and cultural identity, sustaining the people and nourishing Ngāti Whātua o Kaipara wellbeing.

3.2 Ngāti Whātua o Kaipara Historical Context

Ngāti Whātua o Kaipara progressively extended their control over the area from 1680s onwards until European settlement.

Ngāti Whātua signed the Treaty at Waitangi and also at Manukau on 20 March 1840, thus beginning a long tradition of Ngāti Whātua commitment to and support for the Crown. Apihai Te Kawau the paramount chief of Ngāti Whātua sent an envoy north to Kororareka to offer land to Hobson to build his new capital in Tamaki Makaurau (Auckland).

From 1844 to 1845, the Crown allowed direct dealings in land between settlers and Māori. A substantial amount of land between the upper Waitemata Harbour and the Kaipara, 281000 acres, was alienated at this time.

Regulations put in place by the Crown were not correctly applied and later investigations did not always protect Māori interests.

The Kaipara region (Aotea) was selected by the Crown as the first place for the Native Land Court to operate, from 1864, the Native Land Court granted land to individuals, rather than to Iwi and hapu, this made those lands more susceptible to partition, fragmentation, and alienation. Significant costs were also carried by Ngāti Whātua. By 1880, Ngāti Whātua were no longer selling land as a strategic move to promote development, but using it as a means of repaying debts and as a source of much-needed income.

Following colonisation land was progressively cleared of kauri forest and gum extracted. Later it was used for either pastoral farming or horticulture.

The Crown retained a “surplus” of around 24,000 acres. This included the vast Sand Dunes at Woodhill and the mass planting of Exotic Forest starting in 1936, as a way to stabilise dunes and protect Reclaimed Farm land.

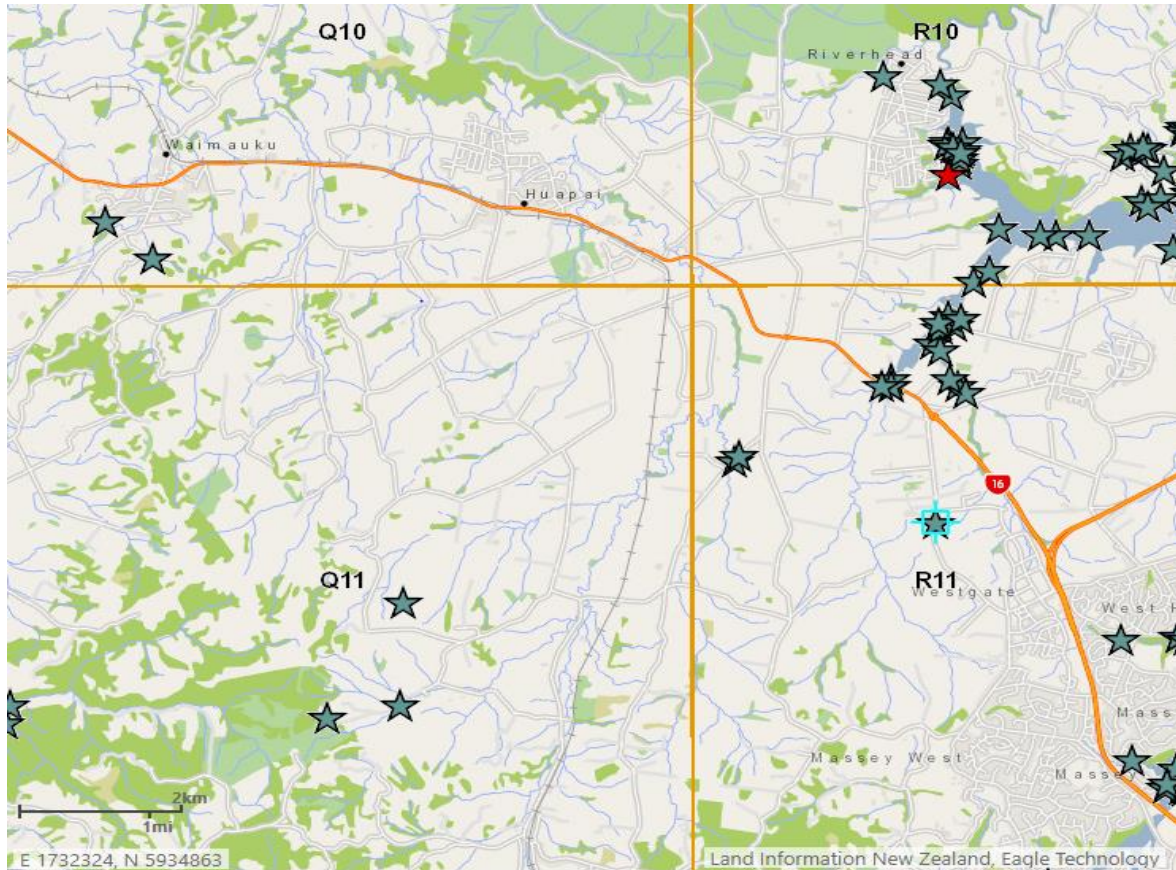
By the 1940s, Ngati Whatua had lost most of their ancestral land. This, and the cumulative effect of the Crown’s breaches of the Treaty, has continually undermined the tino rangatiratanga of Ngāti Whātua. Ngāti Whātua have always exercised their responsibilities as mana whenua in this area to retain and maintain the cultural heritage and values of Ngāti Whātua o Kaipara that is embodied in the ethics of Kaitiakitanga, even though Ngati Whatua no longer own much of the land in their rohe.

This report documents Ngati Whatua values, interests and associations plus the potential impacts of a proposed activity on these values. This includes Cultural Taonga and Tikanaga, Environmental, Social & Spiritual, Health & Wellbeing and the Commercial aspirations of Ngāti Whātua o Kaipara.

Culturally and Spiritually, the wider view of the Totara and Brigham Creek area bares testament to past Tūpuna occupation over centuries. The Archsite Archaeological Map of

the area shown below, includes a number of recorded sites. EG: Totara Creek R11/2083 a midden, which includes both shell fragments, plus glass and china, indicating recent past use of the site by Tūpuna. R11/2085 includes a midden and notes of likely Waka Tauranga (Canoe Landing site).

Portage Networks through to Waimauku, itself a major waterways junction in the past, means further site identification is possible due to earthworks for this project.



3.3 Contemporary Context:

Ngā Maunga Whakahii o Kaipara Development Trust (NMWOKDT) is the legal entity that manages the settlement assets, co-ordinates and facilitates the interests of Ngāti Whātua o Kaipara.

A key priority is to retain and maintain the cultural and traditional practices of Ngāti Whātua that are embodied in Kaitiakitanga (Guardianship), while identifying and optimising our resources to support social, economic, environmental and cultural wellbeing.

Ngāti Whātua o Kaipara refers to the uri (descendants) from ancestors of each of the Five Marae of South Kaipara; namely Reweti (Whiti te Ra) to the South and Haranui (Nga Tai i Turia ki te Maro Whara) to the North west, and Kakanui (Te Kia Ora) and Araparera (Te Aroha Pa) to the East and Puatahi (Te Manawanui) to the North.

These descendants are also linked across the wider Ngāti Whātua and as such their interests are interrelated and serve to uphold and strengthen the mana (customary authority) of Ngāti Whātua within the Auckland region.

June 2013 the Ngāti Whātua o Kaipara Claims Settlement Act 2013 was recognised and an acknowledgement given of the Treaty breaches that had occurred. As part of the settlement Woodhill and parts of the Riverhead Forest were returned as commercial redress along with other significant land areas such as Atuanui Scenic Reserve, Moturemu Island, the Makarau Bridge Reserve, the land under a number of School across the Rohe. Statutory Acknowledgement was also recognised for a number of significant Conservation and Recreational Areas EG: Goldies Bush, Motutara, Papakanui Spit. Ngāti Whātua o Kaipara is the largest Maori private landowner within Auckland.

Ngāti Whātua o Kaipara continues to welcome settlers to live amongst them, and uphold the approach, “that we work together to develop according to our tikanga (customs) the land so that we may all benefit and provide a future for our generations to come.”

Ngāti Whātua o Kaipara has a cultural connection with the land and seeks to uphold its kaitiakitanga (guardianship) within its rohe (area).

The marae is the nucleus of a Maori community and where there are activities of construction and development within our rohe, it is imperative that the Marae closest to this activity is advised and encouraged to participate in these activities of advising the appropriate tikanga to be observed.

For this consent application Reweti Marae are the mana whenua and will interact and participate during the establishment and life cycle of the safety upgrade.

3.4 Kaitiakitanga

The project provides opportunities to protect and enhance the spiritual values if done respectfully according to tikanga. Care of the whenua, restoration, mitigation are all aspects to be considered along with the wellbeing of our whanau.

One of the long-term objectives for the Ngāti Whātua o Kaipara is to protect and restore the mauri of the harbour, waterways and land surrounding these, which are of special value to iwi. This objective brings our worldview and management philosophy to those applications that could impact on the land, harbour, catchment and ecosystems.

Nga Maunga Whakahii o Kaipara Development Trust kaitiaki responsibilities include, but are not limited to, the following:

- Protection of taonga (treasures);
- Placing of rahui (temporary traditional practice of prohibition) to allow replenishment of natural resources;
- Protection of sensitive environments;

- Directing development in ways which are in keeping with the environment;
- Ensuring the sustainable use of resources;
- Upholding the tikanga (customs and cultural practices) associated with traditional activities, such as karakia (prayer);
- Restoration of damaged eco systems such as removal of pests, animals and weeds;
- The planting of eco-sourced native vegetation and ongoing care of the environment;
- Enhancing habitats for insects, animals and birds;
- Sustainable building methods;
- Robust sediment controls systems to ensure water quality is not compromised;
- Ensuring wastewater reticulation systems cater adequately for peak water volumes;
- Retaining/return of soil removed in the development process;
- Providing for the needs of present and future generations.

3.5 Taonga

Taonga can refer to artefacts or parts thereof, objects, flora, fauna, water bodies or people. Spiritual values relate to mauri (life force) and wairua (spiritual nature/forces/essences).

Nga Maunga Whakahii o Kaipara Development Trust responsibilities for Taonga include, but are not limited to, the following:

- Karakia or blessing over the area prior to any excavations and earthworks;
- Cultural Induction of staff;
- Protection and maintenance of wāhi tapu (sacred) and other heritage sites;
- Placing of rahui (temporary practice of prohibition) to allow replenishment of natural resources.
- Enhanced awareness of the potential to uncover taonga/koiwi
- Immediate implementation of accidental discovery protocols.

The impact on the cultural landscape can be partially mitigated and enhanced through protection of known sites, adherence to the accidental discovery processes and maintaining links with Ngāti Whātua o Kaipara.

3.6 Cultural Heritage

The Harbour was an important pre-European waterway, with links across the Waitemata to the Kaipara, North or South, for trade, war parties and general communication. There is a rich history of portage through the area with much evidence of occupation, both seasonal

and permanent over centuries. With the advent of colonisation, travel through this passageway continued to be the main link prior to major road development.

Therefore Ngāti Whātua kaitiakitanga (guardianship) responsibilities are to consider this proposal, work with the applicant when consent approved, to ensure the protection of cultural heritage or where appropriate, mitigation or other options. To incorporate “Te Aranga” Design Principles to ensure appropriate Cultural Footprints are left. For this project, as one of the Gateways to the Rohe, it is an opportunity to mark that entrance way.

The existing State Highway 16 location means that some disturbance has already occurred through the corridor, however the proposed widening and safety improvements are within Ngāti Whātua o Kaipara cultural areas of interest and appropriate methodology, ie: Mauri Model or Cultural Health Index should be used when considering impacts of options.

3.7 Ngāti Whātua o Kaipara Accidental Discovery Protocol

There are sites of significance and sites of value across South Kaipara, which are at risk of being lost or invisible, therefore Nga Maunga Whakahii o Kaipara Development Trust, provide the following Accidental Discovery Protocol to be followed and maintained:

- If koiwi (bones), taonga (treasures) or archaeological features are exposed during development, works must cease immediately;
- Should any skeletal remains or artefacts be found, it is important that Nga Maunga Whakahii o Kaipara Development Trust be contacted immediately to perform a release blessing prior to releasing to authorities;
- The area should be secured so that koiwi or taonga remain untouched and site access is restricted;
- The Site Manager will also notify NZ Police*, Heritage NZ & Project archaeologist.
- Note*: NZ Police in the case of koiwi or skeletal remains being found.
- Heritage NZ should be notified for all.
- Nga Maunga Whakahii o Kaipara Development Trust will advise all parties to present of the appropriate tikanga (cultural practices) accordingly.
- The “Discoverer” should guide the authorities; the police and kaumatua to the site affected;
- The “Discoverer” will ensure that kaumatua have the opportunity to undertake karakia (prayer) and other cultural ceremonies and activities at the site as may be considered appropriate in accordance with tikanga (cultural practices).

Note:* The term “Discoverer” is used to describe anyone who locates or has responsibility for the site work being undertaken at the time of any discovery.

4.0 The Proposal

To address the High Risk Road Classification of the Section of State Highway 16 between Brigham Creek and Waimauku, through the implementation of safety and capacity measures. To ensure the people and over 30,000 vehicles that travel the stretch between Brigham Creek and Kumeu and the 15,000 vehicles between Huapai and Waimauku can do so safely.

The risks include the Coatesville Riverhead Highway intersection, Side Roads including Foster Road intersection, Kumeu-Huapai Township, narrow bridges, lane widths and the

growing numbers of Road Users as Future Urban Growth extends West. Addressing Speed Limits, Roadside Parking and inclusion of wider berms to allow safe walking and cycling. This will encourage people out of vehicles, reducing some traffic movements and will enhance the safety and enjoyment of the area.

This project has been reviewed by NMWOK Te Tari Taiao Unit, alongside other proposed work across the area. Plans outside this proposal include, work to improve the Tapu Road intersection, Watercare Wastewater/Water Reticulation, State Highway 16/18 interchange, Bus and Cycleway, Transport for Future Growth impacting Housing areas of Redhills, Huapai, Whenuapai, have all been considered alongside the Safer Roads Plan.

4.1 Physical Setting

The project includes the current State Highway 16 corridor and areas adjacent to the State Highway. The work will extend beyond the corridor fringes and in places impact some private property. The area is a mix of “Rural Road” and “Town Centre”.

Many private properties are bordered by trees and hedging so some loss of habitat will result. There are a number of waterways along the route, culverts and bridges. Totara Stream and Brigham Creek connections to the Waitemata Harbour come into close proximity to the Highway between Brigham Creek Roundabout and Riverhead Coatesville Highway.

There are retail shops and businesses along the highway. Poor parking and unsafe road crossing are current risks. Multiple Side Roads access the Highway, egress is problematic for many given the volume of traffic and lack of turning provision. A dangerous stretch includes the elevation rise between Huapai and Foster Road where many accidents have occurred.

4.2 Site Visit.

Following on from previous interaction with Reweti Marae, Project Team Member Kathy Chinn presented to NMWOK Environmental Team & three Whanau Kaitiaki representatives on Friday 9th March. Safer Roads Project Team has held a site tour for interested parties, Local Board etc, in March. No specific site visit was undertaken by Te Tari Taiao due to familiarity with the area from involvement in multiple previous projects.

5.0 Summary of Effects

Cultural Effects: Location of the activity within Ngati Whatua o Kaipara cultural landscape. Gauge impacts of the activity in relation to mauri (life force) and wairua (spiritual/essence) including; the coastal area, surrounding Wahi Tūpuna, waterways & wetlands, flora and fauna. Air quality and clarity, through better vehicle movement, use of alternative transport and the sensitive use of solar energy and lighting where appropriate.

As the area is part of the Southern Gateway to Ngati Whatua o Kaipara Rohe, there is opportunity to recognise this through the use of Art Work and Treatments.

Environmental Effects: Earth Works for Roundabout and Road Widening, Roadside Run Off & Stormwater, improvement i.e. stormwater rain gardens/wetland areas.

Mitigation for tree removal and habitat impacts: provide for fencing & riparian planting of

eco sourced native vegetation to assist regeneration and natural filtration.

Impacts on the Tai Ao i.e. The removal of habitat, insects, bird-life, replanting of native vegetation both land and aquatic will all be considerations.

Potential impact on stream and aquatic habitat. High risk is Totara Stream which runs adjacent to and under the Highway. Modification/diversion, in fill and/or culverts causing alteration to waterways. Bridge and or Road widening impacts.

Social Effects: The main effect is on the improved traffic movement, time saving and safety of people through this project, ie: Safety Barriers. There is hope that local employment opportunities result from work within the area. This could include training and skill enhancement. The opportunity to provide plants, landscape services and maintenance.

Health & Wellbeing: Ngāti Whātua o Kaipara signal cultural values to protect the mauri (the life force) of the land and water ecology; and manaakitanga (care for) local community interests and people;

This includes the Health & Safety of people on site and road users.

6.0 Recommendations

1. Nga Maunga Whakahii o Kaipara Development Trust, as the legal entity that governs the operations and management of Ngati Whatua o Kaipara acknowledges the intention of Auckland Council and Road Alliance to meet their statutory obligation and to ensure the cultural heritage and values of Ngati Whatua o Kaipara are a key consideration in reviewing this application.
2. Nga Maunga Whakahii o Kaipara Development Trust acknowledges the activity location in relation to the mauri of the wider Wāhi Tūpuna sites, midden, waterways and whenua of the proposed site and the responsibility to uphold the cultural heritage and values of Ngāti Whatua o Kaipara.
3. With due regard to the location, separation from known sites of significance and the care of the whenua (land) over time, Nga Maunga Whakahii o Kaipara Development supports this application to make this section of State Highway 16 safer.
4. The Developers will ensure that Ngāti Whātua o Kaipara are invited to undertake a karakia or blessing (whakawatea - to clear the way forward) over the area prior to any excavations and earthworks. As Mana Whenua to be part of any official opening.
5. Ngāti Whātua o Kaipara to provide a cultural induction with all contractors before starting. In the event that there is an accident or significant health and safety breach on site Ngāti Whātua o Kaipara can provide cultural ritual to address the issue.
6. Cultural Monitoring during major earthworks (top 1.5 metres) and areas of higher risk, eg Totara Creek vicinity, as appropriate. This includes areas that may not previously been disturbed to such depth by prior activity.

7. That the applicant and Nga Maunga Whakahii o Kaipara Development Trust agree Kōiwi and Taonga (Human remains and artefacts) Accidental Discovery Protocols and that these Protocols are a condition of consent.
8. Should any works expose or reveal any cultural artefacts, or midden or koiwi (skeletons), work must stop, site secured and Ngāti Whātua o Kaipara is to be advised immediately to undertaken karakia (prayer) at the site as may be considered appropriate in accordance with tikanga (cultural practices). Refer: Section 3.7 for full protocols including notifying NZ Police if Koiwi located.
9. All earthworks to include robust sediment control to protect waterways, water quality and eliminate risk of contamination during earthworks.
10. That Road Runoff and Stormwater Treatment is included in design and that long-term maintenance plans are in place to ensure ongoing water quality. Note: Wetlands are the preferred buffer between outflow and eventual integration back into the wider environment.
11. While acknowledging each Roding project is discrete, that communication is maintained between projects to ensure best outcomes. Of high risk here is the impacts on Totara Stream between this Safer Roads Project and eventual SH 16-18 Interchange Project.
12. Nga Maunga Whakahii o Kaipara Development Trust requires mitigation and provision for riparian planting of native eco sourced vegetation to restore areas and improve the ecosystems i.e. wetland areas and environment. These should be appropriate for the site and include species that encourage native fauna habitat uptake.
13. The risks associated with disease, Ti Kouka (Cabbage Tree wilt) Myrtle Rust and Kauri Die Back means that a range of indigenous plants should be use to provide a diverse habitat and minimise risk of total loss if there is reliance on at risk species.
14. That Ngā Maunga Whakahii o Kaipara has the opportunity to activity take part in Commercial Activity ie: Provision of Plants/Planting, site monitoring and fostering employment opportunities of all types. Nga Maunga Whakahii o Kaipara Development Trust encourages future employment for whanau of the area.
15. This area is the Southern pathway to Ngāti Whātua o Kaipara Rohe (The Waharoa). It is appropriate in these times, our communities create histories together. That Ngāti Whātua o Kaipara Cultural and Artistic footprints be incorporated to demonstrate the working together of all peoples.
16. Nga Maunga Whakahii o Kaipara Development Trust requires from the Auckland Council a copy of the outcomes of this resource consent to ensure its cultural values and interests of Ngati Whatua o Kaipara have been responded to.

7.0 Conclusion

Nga Maunga Whakahii o Kaipara Development Trust Te Tari Taiao Unit support these improvements on the details and finding that were presented before us.

This report has been prepared and submitted specifically for the Safer Roads Project State Highway 16, Brigham Creek to Waimauku.

This information is submitted on behalf of Nga Maunga Whakahii o Kaipara Development Trust. This is the legal entity that governs the operations and managerial systems of Ngati Whatua o Kaipara, who have responsibilities to uphold the cultural heritage and values of Ngati Whatua o Kaipara that is embodied in the ethics of Kaitiakitanga

We are committed to both the retention of our history and the advancement of our people.



Shona Oliver
Pouwhakahaere Kaipatiki
(Business Services Manager)
Nga Maunga Whakahii o Kaipara