

# **Tongariro National Park Management Plan**

**Te Kaupapa Whakahaere mo Te Papa Rēhia o  
Tongariro**

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# Preface – Kupu Whakataki

The Tongariro National Park Management Plan (‘the plan’) has been prepared in accordance with the National Parks Act 1980 and sets out the Department of Conservation’s proposed intentions for managing Tongariro National Park through until 2016.

Tongariro National Park is an outstanding international site with values unique in New Zealand. Its landscape and cultural values attract hundreds of thousands of visitors each year. With these visitors come issues, including conflict between users, impact on the environment and the need to maintain protection of the taonga acknowledged by the Gift from the Tūwharetoa people to the nation, which formed the nucleus of the park.

There is a special relationship between the iwi of the Volcanic Plateau and the mountains of Tongariro National Park. The relationship is a direct connection between today’s people and their ancestors. The Ngāti Tūwharetoa and Ngāti Rangī people are the kaitiaki of the park.

This plan has been prepared by the team in the Tongariro/Taupō Conservancy. It expresses the department’s intent and directions for management below the strategic level of the *Tongariro/Taupō Conservation Management Strategy*. It is consistent with the *General Policy for National Parks 2005* and with the National Parks Act 1980.

The park community and Tongariro/Taupō Conservation Board participated actively in the development of this plan to ensure the park’s ongoing protection for future generations. The New Zealand Conservation Authority approved the plan having regard for the views of the Minister of Conservation.

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# Part I

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## Introduction

Whakatuwheratanga

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# 1.1 Overview

## Hei Whakamārama

I Aotearoa nei, ko te papa rēhia he taonga tuku iho hei tiaki mo ake tonu atu mo te iwi whānui. Kei roto ēnei papa rēhia ngā taonga ahurei o te taiao, no reira he mea whakahirahira te tiaki i ēnei taonga motuhake.

He maha ēnei taonga ahurei ki te papa rēhia o Tongariro. Heoi anō, he tikanga ake tōna nā te kōmaka paparua kua tohua mo tōna whenua me ōna tikanga ahurea.

He mea ahurei ngā pūtake tikanga o te papa rēhia o Tongariro hoki. E noho āna ngā maunga o Ruapehu, Ngauruhoe, Tongariro, me ngā momo whenua o Rūaumoko i waenganui whenua kē.

Ko te iho o te papa rēhia o Tongariro he mea i takoha mai e Te Heuheu Tukino tuawhā (Horonuku) i 1887. Ko te tumanako o tēnei takoha, kia tiakina, kia taea e te katoa o Aotearoa te hākinakina i ngā maunga. Mai i reira kua whakawhānui ake te whenua o te papa rēhia nei ki te 79,598 heketea, otirā kei te tutuki pai ai te wawata i whakatakotoria e Te Heuheu.

Nui noa atu ngā tūma o te tiaki i tēnei taonga. Nā te tokomaha o ngā manuhiri ka tau mai ki te papa rēhia o Tongariro, kua whakatū, whakarite rānei ngā wāhi takaro pūangi me ngā wāhi tāpoi maha, pēnei i ngā wāhi retireti hukarere e toru. Nā ngā momo whakahaere rerekē o te tiaki (pēnei i te iho o te National Parks Act 1980) me te whakarite mea mo ngā manuhiri, tāpoi hoki, kua tipu mai he mānukanuka.

Ko Te Papa Atawhai, arā, te tari o Tongariro/Taupō, ngā tino kaiwhakahaere o te papa rēhia o Tongariro. Heoi anō, ko ngā tari o Ruapehu (ki Whakapapa) me Tongariro/Taupō (i Tūrangi) ngā kaiwhakahaere ia rā.

Kua whakaritea e te Minita o Te Papa Atawhai te Poari Papa Atawhai o Tongariro/Taupō hei rōpū whakatau mo ngā mahi o te manatū, otirā, he mahi nui tōna e pā āna ki te tuhi, hanga rānei i ngā rautaki pēnei i tēnei Rautaki Whakahaere Papa Atawhai mo Tongariro/Taupō, e hara tonu ko te kaupapa nei. Ka tohua e te Minita ko wai mā kei runga i te Poari, ko te tumanako, ka whakaaturia te iwi whānui e ngā mema o te Poari. Kei ā Ngāti Tūwharetoa he tūranga tūturu i runga i te Poari.

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In New Zealand, national parks are areas of publicly-owned land that are preserved in perpetuity for their intrinsic worth and for the benefit, use and enjoyment of the public. They consist of areas that contain scenery of such distinctive quality, ecological systems or natural features so beautiful, unique or scientifically important, that their preservation is in the national interest.

Tongariro National Park (“the park”) has these characteristics in abundance. Its global significance is reflected in its dual World Heritage classification for natural and cultural heritage.

Many of the values of the park are not found elsewhere in New Zealand. The distinctive volcanic landforms of Mounts Ruapehu, Ngauruhoe and Tongariro and the landscape formed by volcanic processes sit in sharp contrast to the surrounding mountainlands and terraced forest country.

The nucleus of the park was a gift to the people of New Zealand by Te Heuheu Tukino IV (Horonuku), paramount chief of Ngāti Tūwharetoa, in 1887. The mountain peaks were set aside to be protected for and enjoyed by all of the people of New Zealand. From this nucleus the park has grown to encompass an area of 79,598 hectares and today enshrines in its management the purpose of that gift made more than 100 years ago.

There are inherent challenges in managing a sensitive protected site and providing for the varied expectations of hundreds of thousands of visitors per annum. Visitor demands have led to the development of three ski areas and a multimillion dollar recreation and tourism infrastructure. There is an obvious tension between the perceived requirement for infrastructure development and maintenance, in order to meet visitor requirements, and the preservation ethic which is at the heart of the National Parks Act 1980.

The park is managed by the Tongariro/Taupō Conservancy of the Department of Conservation ('the department'). Day-to-day operation is managed by Ruapehu and Tūrangi/Taupō areas based in Whakapapa Village and Tūrangi respectively.

The Tongariro/Taupō Conservation Board ('the board') is appointed by the Minister of Conservation ('the Minister') to oversee the department's management, monitor its performance against policy documents and play a significant role in the development of the *Tongariro/Taupō Conservation Management Strategy* ('the CMS') and management plans such as this one. The board is chosen by the Minister to be broadly representative of the general public. By statute, Ngāti Tūwharetoa has a permanent position on the board.

## 1.2 Using this Plan

### Te Whakamahi i Tēnei Kaupapa

Kua whakarerekētia te kaupapa nei mai i ngā pukapuka e toru o 1990 ki te pukapuka kotahi o te kaupapa nei o 2006. Inaianei, kua rarangihia ngā kaupapa ki ngā wāhanga e hāngai āna ki ngā kaupapa whakahaere o te papa rēhia.

Ka whakamātau te whakamahi o te papa rēhia mā ngā rapunga whakaaro whakahaere, ngā kaupapa tukipū me ngā kaupapa ake e pā āna ki ngā kaupapa tauwhaiti o te whakamahi i te papa rēhia.

Mā ngā kōrero whakatuwhera ka whakamārama te pūtake o ngā whāinga me ngā whakaritenga mahi. Ehara ēnei i te kōrero hei tautoko i ngā mahi whakatau.

Ko tēnei kaupapa whakahaere te tino pepa mo ngā whakataunga e pā āna ki Te Papa Rēhia o Tongariro, engari kāore e taea te whakamahi mā tēnei anake. Me whakamahi ngātahi me ngā kaupapa ake e pā āna ki te papa rēhia pēnei i Te Rautaki Whakahaere Papa Atawhai o Tongariro/Taupō, ngā rautaki mo ngā toi whenua tauwhaiti me ngā momo kararehe, ngārara rānei, te Kaupapa Tukipū mo Ngā Papa Rēhia, me te Ture mo Ngā Papa Rēhia 1980 hoki. Ka hāngai hoki ngā whakataunga moni ki te Kōrero Whakamaunga, me ērā atu rautaki o te Papa Atawhai.

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In the 2006 *Tongariro National Park Management Plan* ('this plan'), the three-volume 1990 edition has been revised into one volume. Policies are now contained in broad categories which reflect the park's different management areas.

Every assessment of an activity undertaken either for management purposes or by a park user or concessionaire will be measured by an analysis against the key management philosophies, the general policies and the additional policies specific to that activity.

The introductory statements provide the background to the objectives and policies and are not intended to assist in decision making.

Where legislation provides no discretion for decision-making, policies state that a particular action or actions 'will' be undertaken.

Where the term 'should' is used, it is anticipated that there will only be exceptional circumstances where the outcome will differ from that expressed in the policies. While it is essential to acknowledge the discretionary nature of decision making, this plan and its provisions are designed to give as much certainty of management practice as possible. If there are exceptional circumstances, the decision must be made by the conservator or another person higher in the delegation chain to the conservator.

Policies specifically intended to allow flexibility in decision-making state that a particular action or actions 'may' be undertaken.

This plan remains the primary document against which decisions are made in relation to the park but it cannot be used in isolation from other planning instruments which affect the park. The National Parks Act 1980, the *General Policy for National Parks 2005*, national habitat and species policy statements and the *Tongariro/Taupō Conservation Management Strategy* all influence decision-making processes. Funding decisions and priorities also need to take into account the department's Statement of Intent and a range of strategic documents relating to biodiversity, recreation, community relations and advocacy.

*Note:* Some introductory sections are translated into Māori, where this occurs the Māori text aims to capture the intent of the English version, rather than provide a word-for-word translation.

*Note:* The Minister's decision making powers are in most cases delegated to departmental employees. When that is the case, that person acts as the Minister's delegate. The Director-General's decision making powers are also in most cases delegated. A delegate may, if he or she thinks the decision calls for the exercise of any of the powers, functions or duties at a higher level because of the nature of the issues involved, refer that matter to a higher level of authority for consideration and/or decision. A delegation does not preclude the Minister or Director-General from making the decision if he or she wishes to. This also applies to any, other than the lowest level, of delegation.

## 1.3 New Zealand Parks Context Ngā Papa Rēhia o Aotearoa

The park is part of a chain of protected areas stretching the length of New Zealand. In its own right it is an internationally significant and unique landscape. It is also a valuable link in the chain of habitats over the length of New Zealand which provide for this country's indigenous biodiversity.

One of the 14 national parks shown on *Map 1 New Zealand National Parks*, Tongariro is the most visited in the country, providing a variety of visitor experiences for hundreds of thousands of people each year.

New Zealand's mountainlands, of which Tongariro's mountains form part, are important to all New Zealanders. They constitute part of our everyday view wherever we are. It is important to many to know that the community supports legislation in favour of their preservation in perpetuity.

Tāngata whenua have a unique relationship with the park, derived from tikanga and embracing mana whenua and whakapapa. Management of the park must recognise and support this relationship.





Map 1 New Zealand National Parks (N.P.)







## 1.4 Tongariro National Park Te Papa Rēhia o Tongariro

The park is an extensive natural area with a wide range of features illustrating a long period of still-active volcanism. The park's diverse ecological communities and outstanding scenic landscape are highly valued and make the park a significant visitor attraction. The area plays an important cultural role both in the traditions of the Māori people and, more recently, of other New Zealanders. The area was the genesis of New Zealand's national park system, inspired by the unique gift from Te Heuheu Tukino IV (Horonuku) and his people to the people of New Zealand over a century ago.

Ngāti Tūwharetoa and Ngāti Rangi hold mana whenua<sup>1</sup> over the park and are compelled to exercise kaitiakitanga in perpetuity. The department is required by statute to give effect to the principles of the Treaty of Waitangi. The Treaty-based relationship between iwi and the department will continue to evolve over time.

The National Parks Act 1980 establishes a number of principles which are primarily oriented towards preservation of natural features and ecosystems in perpetuity, and public access and enjoyment subject to constraints which protect those natural features and ecosystems. These principles provide the framework for developing objectives and policies for the management of the park.

Park visitor growth is expected to continue in the future. There is concern that tourism and visitor demands could exceed the ability of some sections of the park to sustain those demands.

Within the constraints required to meet its primary responsibility for preservation of park values, management should be flexible and responsive to change in providing for the needs and aspirations of users to appreciate and enjoy those values.

The challenge is to ensure consistency over time in the context of a philosophy which is absolutely focused on preservation in perpetuity of core cultural and environmental values held by tāngata whenua and the broader community.

The park cannot be all things to all people. As demands for use of the park increase, conflicts may occur. At all times, the guiding criteria for management decisions remain the provisions of the National Parks Act 1980, the Conservation Act 1987 and statutory guidelines (*General Policy for National Parks 2005*, the *Tongariro National Park Management Plan* and the *Tongariro National Park Bylaws 1981*).

In considering the appropriateness of activities, demands and developments proposed at any time for the park, proposals are weighed against opportunities available elsewhere in the region. The park is one part of an integrated set of

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<sup>1</sup> Ngāti Uenuku, from the southern side of Mount Ruapehu, have asked that their status as tāngata whenua in that area be recognised in the plan. They have submitted that the Ngāti Uenuku tribal domain is comprised of Paretaitonga peak and the south-west and south-east flanks of Mount Ruapehu from that peak. The Tongariro National Park Treaty of Waitangi claims process may clarify mana whenua claims.

recreation and development opportunities available in the central North Island region. It is not the intention of management, nor is it required by law, to make provision for a full range of recreation activities within the park.

Visitor numbers to the park are expected to increase at a steady rate. Visitor demands on the park are likely to focus on short stays, day trips (Tongariro Crossing), local features (at Whakapapa); ski area development (Whakapapa and Turoa ski areas); and shorter overnight tramping trips (especially on the Tongariro Northern Circuit).

To a degree, and with the exception of skiing, alpine tramping and climbing, all of these demands can be met outside of the park or on its margins. The growth of and interest in adventure tourism has led to development of new recreation opportunities in the region. These include rafting, guided fishing and tramping, cross-country safaris, horse trekking, and highly mechanised and controlled adventure activities. These complement the recreation activities in the park.

Ski areas can be provided for under the National Parks Act 1980. Because skiing in the North Island can only be fully catered for in the park, two large areas, Turoa and Whakapapa, have been developed as commercial ski areas. Users of these ski areas are nearly all North Island residents. Tukino, on the eastern slopes of Mount Ruapehu, is the third of the park's ski areas. It offers a club-centred skiing experience with more basic infrastructure than the commercial ski areas.

The high use of the ski areas has led to substantial developments involving both central Government and private sector resources. There are continuing pressures for improved facilities, on-mountain accommodation and better access roads. Some of these demands conflict with the primary responsibility of protecting the park's natural and cultural resources and values, and also with use by other park visitors. The scale of development has led to the designation of amenities areas within the ski areas, to provide for development which is otherwise incompatible with national park values. A significant outcome of these developments over the past 10 years is that there is no further requirement or call for extensions to the ski areas beyond their boundaries.

At Whakapapa Ski Area, ski and mountain club lodges provide on-mountain accommodation. The ski area originally derived from ski club interests and the clubs were, for some time, the main clientele. Some clubs have a recreational interest which includes activities other than skiing, such as tramping and climbing.

It is acknowledged that the existing accommodation infrastructure within the park provides a unique and highly-valued experience. The club lodges serve an accommodation function which could equally well be provided outside of the park (as the Turoa Ski Area/Ohakune township relationship shows) without affecting ski area operations or compromising public safety. The present policy of no further on-mountain accommodation will continue. Existing clubs within Whakapapa and Iwikau villages may take up the opportunities within their club licences for increased bed numbers. This would provide for an additional 200 beds.

One outcome of the increasing tourism development outside the boundaries of the park could well be greater pressure on the park from day visitors. New facilities to cater for these visitors will be needed, not only in the form of physical structures, but also through new and improved publications, interpretation programmes, and educational opportunities.

Where physical developments and facilities are required to cater for visitor needs, it is likely that the focus of attention will move away from Whakapapa Village and out to localities such as Ohakune, Tūrangi, and National Park. Whakapapa gives access to Whakapapa Ski Area and has the Chateau Tongariro and the Whakapapa Visitor Centre, but the other locations have features and resources which can be developed, thus taking the pressure off Whakapapa. The intention is to restrict future development of Whakapapa Village and to relocate non-essential facilities outside of the park. This approach is entirely consistent with the *Tongariro/Taupō Conservation Management Strategy* which does not permit the development of further commercial accommodation on public conservation land. In order to retain the integrity of the village in the park environment, and apart from a redevelopment of existing built areas, it is not intended to increase the size of the village. Given the level of development and modification which has already occurred, and which is likely to occur in the future, the village has Amenities Area Status in terms of the National Parks Act 1980.

The park is surrounded by state highways and a railway line runs along the western side. Considerable management resources have been directed to minimising the impacts of road and rail developments.

Because vehicle access to the margins of the park is easy, aircraft have not been allowed to land in or take off from the park (except under certain circumstances) since 1977. This policy has been regularly reviewed and examined in the public domain and is still supported by the Department of Conservation and a number of stakeholders. With road access available to three ski areas high on Mount Ruapehu and considerable development at those locations, regular aircraft use over the park would compound any sense of loss of isolation and solitude. Aircraft are not essential to enable visitors to use and enjoy the park.

The park is a natural oasis in an increasingly developed region and constraints on other means of access such as off-road and over-snow vehicles must exist.

Perception and understanding of the national park concept vary according to the motivations of park users. For some, the emphasis is on use; for others it remains on preservation of natural values. It has been possible to provide for a range of recreational and educational activities but conflicts do occur in areas of intense development. Any future developments must be assessed against the primary aim of national parks: to preserve natural features and ecosystems in perpetuity.

The approach to public use outlined above provides a specific management and planning direction but the impact of any public use or facility proposal depends on its type and scale. It is not possible to formulate a simple definitive statement setting out where the balance between preservation and use lies. Rather, each case must be considered on its individual merits and assessed against a set of established criteria.

There is an ongoing need for improved understanding of the natural features and processes of the park. If managers are to protect natural values whilst allowing public use and enjoyment, further research is needed into the relationship between the physical environment and the activities of people in and outside of the park.

### 1.4.1 **Legislation and Policy Backdrop** **Ngā Ture me ngā Kaupapa**

The main legislative and policy frameworks which influence the management of the park are the:

- National Parks Act 1980;
- *General Policy for National Parks 2005*;
- Tongariro National Park Bylaws 1981;
- *Tongariro/Taupō Conservation Management Strategy*;
- Conservation Act 1987;
- Resource Management Act 1991; and the
- Historic Places Act 1993.

This plan must not derogate from the National Parks Act 1980, the *General Policy for National Parks 2005*, the Conservation Act 1987 or the *Tongariro/Taupō Conservation Management Strategy*.

Bylaws allow for the enforcement of activities that cannot be enforced through policies and must be consistent with management plans.

For further information, see *Appendix 1 – Legislative Context*, *Appendix 2 – Tongariro National Park Bylaws 1981* and *Appendix 8 – Management of the Park in an International Context*.

### 1.4.2 ***Tongariro/Taupō Conservation Management Strategy*** **Te Rautaki Whakahaere Papa Atawhai o Tongariro/Taupō**

The main policy framework providing reference for this plan is the *Tongariro/Taupō Conservation Management Strategy*, approved in 2002.

#### **Purpose**

The Conservation Act 1987 states that the purpose of conservation management strategies is to:

*“... implement general policies and establish objectives for the integrated management of natural and historic resources and for recreation, tourism and other conservation purposes ...”*

## **Function**

The principal function of the *Tongariro/Taupō Conservation Management Strategy* is to provide a management umbrella for Tongariro/Taupō Conservancy activities for the next 10 years and beyond.

The CMS sets out a number of principles guiding management of public conservation lands and sites with conservation values.

## **Key Principles**

### ***1 Preservation and Enhancement of the Natural Environment within the Conservancy***

Highest priority will be given to retaining and restoring natural biodiversity, and protecting threatened indigenous natural resources within the conservancy.

### ***2 Preservation of Historic Resources where they are Managed by the Department***

The historic resources to receive highest preservation priority are those with unique cultural, scientific or archeological value, and high representative status.

### ***3 Development of an Effective Conservation Partnership with Tāngata Whenua***

The department is required to give effect to the principles of the Treaty of Waitangi.

### ***4 Fostering Recreation Use of Public Conservation Land***

The conservancy is comparatively small in area but its land, lakes and rivers provide for the full range of recreation opportunities, from urban to the remote end of the spectrum.

### ***5 Limiting Non-recreation Commercial Use of Public Conservation Land***

There is a strong demand from the national and international business communities to use conservation resources in a range of ways. Examples include international film productions utilising scenery for backdrops, use of high points for telecommunication utilities or the provision of easements for access to privately-held sites.

### ***6 Enhancing Advocacy Outcomes and Community Relations***

The department has a statutory function to advocate for preservation of natural and historic resources.

### 1.4.3 Park Planning

#### Te Whakatakoto Kaupapa mo te Papa Rēhia

The requirement for a 10-yearly review of this plan and the process for that review are prescribed in legislation. The planning approaches used are not prescribed by the National Parks Act 1980 but are determined through best practice. Within Tongariro/Taupō Conservancy they are based on an examination of the success of preceding documentation and methods.

Four approaches can be identified in this plan. They are clear articulation of park values, development of management principles, characterisation of the park environment by zones and effects-based methodologies.

Parts 1 and 2 of this plan identify the values and management principles against which park activity is measured and evaluated. This technique provides for consistent high-level decision making over time.

A number of clear zones have emerged, requiring detailed policies to ensure management consistent with the philosophies in parts 2 and 3 of this plan. These zones are: wilderness areas, pristine areas/the Gift area, and ski areas. Within the Whakapapa and Turoa ski areas and Whakapapa Village, three gazetted amenities areas support those activities which overlie them. The zones provide a context in which to make decisions with a particular type of visitor in mind.

Effects-based methodologies are utilised by the department primarily in the consideration of concessions and in assessments of applications which have passed through core decision-making hurdles. This is a requirement under section 49 of the National Parks Act 1980 and Part IIIB of the Conservation Act 1987, and assists in identifying individual elements of an application and the way in which effects may be avoided, remedied or mitigated.

The Department of Conservation has the statutory responsibility to manage the park consistent with the philosophies and policies of this plan.

# Part II

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## Tongariro National Park – A Gift to the People of New Zealand

Te Papa Rēhia Whakahirahira o Tongariro  
– He Koha Ki Ngā Tāngata o Aotearoa

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## 2.1 Introduction

### Whakatuwheratanga

Tongariro and Ruapehu are mountains sacred to the Māori who have lived at their feet for many hundreds of years. In 1887 Te Heuheu Tukino IV (Horonuku), the paramount chief of Ngāti Tūwharetoa, gifted on behalf of his tribe the summits of Tongariro, Ngauruhoe and part of Ruapehu to the people of New Zealand, so that their tapu might be protected for all time.

This gift was made towards the end of a century which had witnessed massive destruction of natural landscapes and indigenous cultures in many parts of the world. Yet in that time of expanding frontiers and rampant industrialism, other social ideas were beginning to gain acceptance. A combination of democracy and Romantic culture gave the vision and means to preserve large areas of wilderness as the common heritage of all. The idea of a park belonging to the whole nation became a reality in 1872 at Yellowstone in the United States. Canada and Australia soon followed with parks of their own, and the basis for the world's fourth national park was laid by Te Heuheu Tukino's gift in 1887. It was no accident that this innovation happened first in the New World nations, which lacked cultural edifices to enshrine as national monuments but still had extensive tracts of unspoilt wilds.

For the mountains to remain sacred, present and future generations must honour the intention behind the original Gift. Equally, we must heed the European philosophers, poets and conservationists who created and nourished the ideal of national parks.

*“Beneath the speaking mountains our two cultures have come together and must continue to meet in a strong and creative relationship. Our task is to continue to cement the ancient bonds, and to guarantee future protection of the land, so that it may continue to speak of forces beyond us.”*

*Bruce Jefferies, Chief Ranger, Tongariro National Park, 1986*

## 2.2 The Gift Te Koha

*“They shall be a sacred place of the Crown, a gift forever from me and my people.”*

*Te Heuheu Tukino IV (Horonuku), paramount chief of Ngāti Tūwharetoa, 1881*

Kua tangohia mai tēnei kōrero i te pukapuka ā John Grace, ā, Tūwharetoa. He kōrero nā Te Heuheu Tukino tuawhā (Horonuku) i te tau 1881 i ngā hui whakawā mo Rangipo-Murimotu.

I te rā 23 o Hepetema 1887 i hangaia he whakaaetanga ā pukapuka i te kooti ki Taupō, hei tuku i ngā taumata o Tongariro, Ngauruhoe me Ruapehu e Te Heuheu, te Rangatira o Ngāti Tūwharetoa. Ko tēnei te mahi tuatahi i tīmataria te hanganga i te papa rēhia whakahirahira tuatahi o tēnei motu. E hāngai āna te hanganga o tēnei papa rēhia ki tērā o Amerika. Heoi, i 1872 i whakatūria te papa rēhia whakahirahira ā motu tuatahi i Yellowstone, Wyoming i Amerika.

Ko te mea rerekē o te Papa Rēhia o Tongariro, ko te mea i tukuna te iho o te papa rēhia e ngā tāngata whenua. Nā tēnei koha i whakatūria he here mai ngā Māori ki ngā Pākehā ki te whenua hoki.

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On 23 September 1887, a deed was drawn up in the court at Taupō in which, on behalf of his tribe, Te Heuheu Tukino IV (Horonuku) gifted the summits of Tongariro, Ngauruhoe and part of Ruapehu to the Crown, thus initiating a process which led to the creation of New Zealand’s first national park. Although the park was modelled on a concept imported from the United States of America, where the world’s first national park had been created at Yellowstone, Wyoming, in 1872, it was unique in that its nucleus was the gift of an indigenous people. Thus a major new dimension was added to the national park ideal with the gift of the sacred volcanic summits creating a three-way bond between land, Māori and Pākehā.

## 2.3 The Gift through Time Te Koha Mo Ake Tonu Atu

I tohua te whakaaetanga ā pukapuka, i tuhia i te kooti ki Taupō, kia noho mai ko ngā taumata o Tongariro, Ngauruhoe, me tētahi wāhanga o Ruapehu kia whakamahia hei papa rēhia ā motu. Nā te iti noa iho o ngā whenua i tērā wā (2640 heketea) kua kitea he iti rawa mo te papa rēhia. I tīmata te Karauna ki te hokohoko whenua, ā, i te wā i whakatū te ture mo Te Papa Rēhia o Tongariro i Oketopa, 1894, tātā ki te 25,000 heketea te rahinga o te whenua o te papa rēhia, kāti rā, kāore anō kia oti te hoko whenua tae noa atu ki 1907. I tērā tau anō nā Dr Leonard Cockayne rāua ko E. Phillips Turner tētahi ripoata i kī ai kia tōpū rawa te wāhi anō.

I ēnei rā he nui rawa atu anō te rahinga o te papa rēhia i ērā wā. Ahakoa tōna rahi, kāore anō te rohenga whenua kia tae ki te rohenga arotau e pā āna ki ngā take koiora, tikanga-ā-iwi rānei. Tērā pea, i ngā tau kie te heke mai ka taea te hokohoko whenua i ngā tapa o te papa rēhia kia āwhina i ngā pūtake whakaaro o te kaupapa nei. Heoi anō, ka taea te whakahoa i ngā tāngata whai whenua kia tiaki i ngā whenua e pātata āna ki te papa rēhia pēnei i te papa rēhia anō hoki.

Mai rā anō he maha ngā tūma kua pā mai ki tēnei koha, mai i ngā tarukino me ngā orotā, tae atu ki ngā take ahurea e pā āna ki te taumahatanga o te whakamahi. E whakaata mai ana te taputanga o te koha o Te Heuheu Tukino tuawhā i te Ture o ngā Papa Rēhia 1980. Arā anō hoki, kei te kawe tonu te iho o tōna matakite i ngā whakaritenga mo te papa rēhia.

E whakaata ana te rautaki nei i te whakaaro tiaki ma ōna kaupapa here. Ko te tikanga o ēnei kaupapa hei manaaki i te wāhi kia noho tūturu; kia kore e pā kino mai ngā whakamahinga hou, mēnā whai rawa, kāore rānei; otirā kia tiaki mai ngā āhuatanga ahurea. Kua whakarerekētia ētahi wāhanga i roto i te wāhi koha – ka whakawhiti tētahi wāhanga o te Tongariro Crossing i te taumata o Tongariro, ā, kei roto i te wāhi koha tētahi wāhanga o te wāhi rere hukarere o Whakapapa ki Ruapehu. I ngā wāhi kua whakarerekētia, ka āta whakahaere kia tiaki i ngā āhuatanga o te wāhi koha.

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Under a deed drawn up in the courthouse at Taupō, the summits of Mounts Tongariro, Ngauruhoe and part of Ruapehu were gifted to the Crown for the purposes of being made into a national park. From the day of the deed it was recognised that the size of the Gift (2640 hectares) was too small for such a park. The Crown made large-scale purchases of land in the early 1890s and by the time the Tongariro National Park Act was passed in October 1894, the park area had grown to some 25,000 hectares. Final conclusion of all land acquisition within the legislated boundaries was not completed until 1907. That same year, a report by Dr Leonard Cockayne and E. Phillips Turner urged more than doubling the size of the park.

Today, the park is many times its original size. For further information, see *Map 2 Tongariro National Park Gift Area and Additions* and *Appendix 3 – Land Additions to Tongariro National Park*. The park has not reached a logical boundary defined by biotic or cultural determinants. There may be opportunities in the future to purchase land which contributes to existing park values and to add conservation land on the

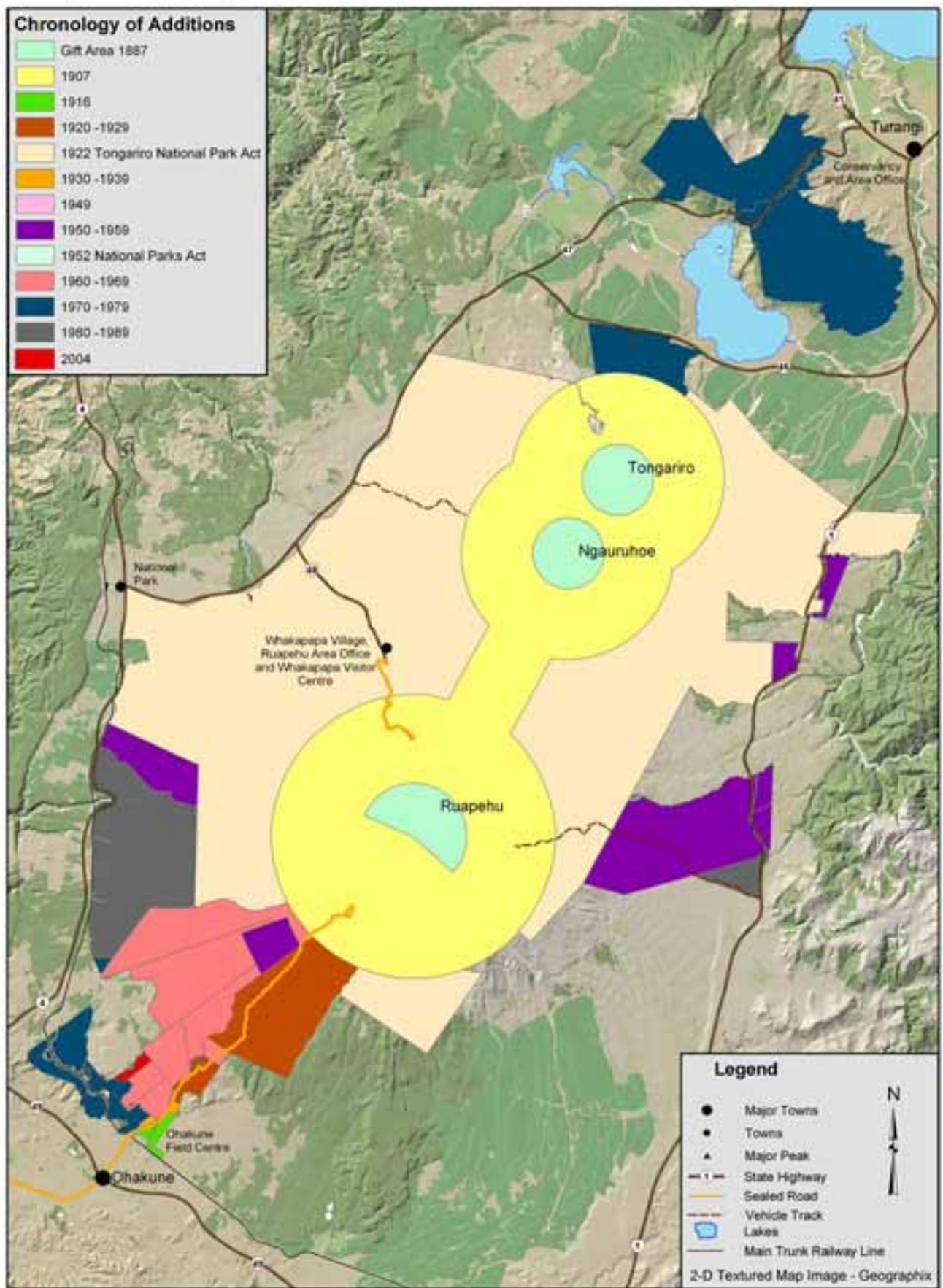
margins of the park. For further information, see *Appendix 4 – Proposed Boundary Alterations*. It is also possible that a number of partnerships may emerge with private landowners, where values inherent in privately-owned and controlled sites may be protected in line with adjacent national park values.

With time, the Gift and the lands attached to that Gift, which form the park, have been subject to many challenges, particularly from plant and animal pests and heavy demand for use. The sacred nature of Te Heuheu Tukino IV's gift is reflected in the philosophy contained in the National Parks Act 1980. His vision, and this philosophy, will continue to drive management decisions for the park.

The philosophy of protecting the Gift area is reflected in policies throughout this plan that seek to protect this zone in its natural state as far as possible, to avoid the adverse effects of new developments and use, both commercial and non-commercial, and to protect its cultural values. There is some existing development within the Gift area – part of the Tongariro Crossing passes the peaks of Mount Tongariro and part of the Whakapapa Ski Area is within the Gift area on Mount Ruapehu. Where there is existing development careful management is required to protect the values of the Gift area.

Also refer to section 2.4.2 *Cultural Heritage*.

# Map 2 Tongariro National Park Gift Area and Additions





## 2.4 Park Values

### Te Papa Rēhia Whakahirahira o Tongariro He Pūtake Tikanga

#### 2.4.1 World Heritage Ngā Taonga o Te Ao

Kua pēnei anō te Papa Rēhia o Tongariro ki ngā whakamaharatanga nui whakaharahara o te ao, arā, o Stonehenge, o te Great Wall o China, me te Grand Canyon. E whitu rau, waru tekau mā waru o ēnei wāhi kahurangi i te ao katoa i Aperira 2006.

Ko te papa rēhia o Tongariro tētahi o ngā wāhi e rua tekau mā whā kua tohua mo ngā kōmaka paparua nei, arā, mo ngā āhuatanga whenua, ahurea rānei. I tohua te wāhi nei he “World Heritage Site” i te tau 1990, ā, i tāpirihia te tohu mo ngā mea ahurea i te tau 1993.

Ko tēnei papa rēhia te mea tuatahi kia whiwhi ai i tēnei tohu nā te United Nations Educational, Scientific and Cultural Organisation (UNESCO) i raro i ngā ture ahurea. Nā Tumu Te Heuheu, te ariki o Ngāti Tūwharetoa, i aki i te kaupapa nei mo Aotearoa i te hui ā UNESCO i Berlin i te tau 1993.

E whai ake nei ngā hāngaitanga o te Papa Rēhia o Tongariro ki ngā whakaritenga ā UNESCO mo ngā taonga tūturu me ngā taonga ahurea o te ao:

- Kei roto ngā taonga ahurei me ngā taonga ataahua hoki o te taiao;
- E tohu āna ngā nekehanga o te wao o Ruauumoko;
- Kei roto ētahi pūtake tikanga mo te ao katoa e pā āna ki te pūtaiao me te papa atawhai;
- Kua herea ki ngā mahi, kōrero tīpuna, whakaaro me ngā tikanga whakahirahira o te ao hurihuri;
- E tohu āna ngā tikanga o Ngāti Tūwharetoa, ā, ka taea te whakarerekē mo ake tonu atu; heoi anō
- E whakaraerae ana ki ngā papātanga me ngā whakarerekētanga
- Mā te wā ka tohu he whakawhitinga i ngā wāriu o te tāngata me ngā tikanga ahurea.

Ko tētahi mea hira ko te tirohanga ā UNESCO ki te Papa Rēhia o Tongariro, arā, he mea kua tiakina-a-ture kia pupuri i ngā taonga ahurei mo ake tonu atu.

Ahakoā ēnei tohu, he rite tonu te tūnga o tēnei papa rēhia i raro i ngā ture o Aotearoa, arā, korekau he whakaritenga-ā-ture mōna. Ko te mea nui, ka whakahaeretia te papa rēhia i raro i ngā tono me ngā ūpoko mo ngā taonga o te ao. Heoi anō, ka tū ngā tāngata o Aotearoa hei kaitiaki mo ngā iwi whānui o te ao.

Kua whakamahia ēnei ture, ūpoko, tono rānei e Te Papa Atawhai i te wā i pāhūhū ai ā Ruapehu i 1995-1996. E ai ki Te Kaupapa Whakahaere o te Papa Rēhia o Tongariro 1990 me ngā kōrero mo ngā taonga o te ao me tukuna ngā mahi o te taiao kia mahi. I tautoko e te Kāwanatanga me te Minita o te Papa Atawhai i tēnei whakaaro. He maha ngā tāngata e tautoko āna i ngā whakaaro mo ngā taonga o te ao.

I ēnei rā, te mano tau tuatoru o te whakahaere i tēnei papa rēhia, kua whakawhānui te whakahaere, mai i te tirohanga ā-rohe, ā-motu rānei ki te ao whānui. Kei te rerekē haere ngā mahi whakaaetanga nā te whakapiki i te mōhiotanga me te maioha o te hunga ki ngā take whakahirahira e pā āna ki ngā taonga o te ao. Inaianei kei te piki haere ngā tūma e pā āna ki ēnei wāhi kua rāhuitia, heoi, ko te tumanako me whakakoi hoki ngā whakaaro mo te tutuki i ngā tūma nei kia tiaki i te Papa Rēhia o Tongariro mo ngā tāngata o Aotearoa, tae noa atu ki te ao katoa.

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The park is on a pedestal with other great monuments around the world. Stonehenge, the Great Wall of China and the Grand Canyon share similar attributes to the park in the international context. In April 2006 there were 812 World Heritage sites, internationally recognised as having met global benchmarks for their cultural or natural properties.

The park is one of only 24 sites worldwide which have World Heritage status for both their natural and cultural heritage. The natural landscape was acknowledged as a World Heritage Site in 1990 and the park's cultural heritage was recognised in 1993.

In 1993 the park was the first site in the world to receive recognition by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) under its then revised cultural criteria describing cultural landscapes. This was advocated on behalf of all New Zealanders by Tumu Te Heuheu, now paramount chief of Ngāti Tūwharetoa, at the UNESCO Conference in Berlin.

In the global context, the park has the following attributes which are consistent with the UNESCO criteria for natural and cultural heritage:

- it contains superlative natural phenomena and exceptional natural beauty;
- it represents significant ongoing geological processes and geomorphic features;
- it contains values of outstanding universal significance from the point of view of science and conservation;
- it is directly and tangibly associated with events, living traditions, ideas, and beliefs of universal significance;
- it is representative of the culture of Ngāti Tūwharetoa;
- it is vulnerable to impacts and irreversible change; and
- it represents an interchange of human values and cultural ideas over time.

Importantly, UNESCO views the park as a stable site in a protective legislative framework capable of having its attributes maintained in a pristine state in perpetuity.



World Heritage listing does not undermine or detract from the existing legislative regime. Although it does not impose additional legal requirements, it requires that the park be managed consistent with the articles against which the applications were approved. World Heritage status could be argued to impose the highest privilege on New Zealanders as guardians to manage this unique site for all of humanity.

The fundamental concepts of the World Heritage convention can be summarised as ‘protection of natural and cultural heritage of outstanding universal value, i.e., World Heritage’. A principle underlying the World Heritage convention is that of inter-generational equity and the need to ensure that the world’s natural and cultural heritages are identified, preserved and transmitted to future generations. Central to this plan is the implementation of the department’s commitment as a state party to the convention.

In a practical sense, the department’s commitment was tested as it assessed and resolved issues arising from the volcanic eruption cycles of 1995 and 1996, which created a number of hazards to the Volcanic Plateau community. Both the 1990 Tongariro National Park Management Plan and World Heritage articles strongly imply that natural processes should be able to run their course. Following extensive community debate at all levels and a thoroughly researched assessment of park management processes which was independently peer-reviewed, the Minister and the New Zealand Government endorsed that position through imposing a hazard management regime not requiring intervention in the Mount Ruapehu massif (also refer to section 4.1.14.1 *Volcanic Hazards*). Community agencies, developers, regulatory authorities, conservation organisations, and the Crown have acknowledged and accepted the need to support the core principles of World Heritage.



As the country moves into the third millennium there is no question that the department now manages the park in a global context. Decision making in that context is developing as understanding and appreciation of such special sites increase. As pressure grows on protected sites internationally, so must decision making evolve to cope with that pressure, so that the park can be preserved in perpetuity for New Zealand and the international community.

## 2.4.2 Cultural Heritage Ngā Tikanga-ā-Iwi

The park plays an important cultural role, both in the traditions of the Māori people and, more recently, to Europeans. It is of outstanding cultural importance as a spiritual home to the Māori people and the gifting of this sacred land, providing the initial focus for the creation of the New Zealand national parks system, is of great significance to the country as a whole.

Tongariro, Ngauruhoe and Ruapehu are mountains sacred to the Māori, especially Ngāti Tūwharetoa and Ngāti Rangi who have lived beneath them for centuries<sup>2</sup>. The mountains are recalled in ancient tribal stories as great forces in a universe where everything is alive. They are seen as atua, as places of spiritual forces which command and give life to the natural world, and whose wild and capricious actions can create and destroy on a huge scale. Accordingly, they are regarded with respect and humility as well as with awe.

*‘We look upon them with deep respect and reverence and a tinge of many other complimentary emotions, pride certainly being one of them. Proud that they are ours (Te ha o taku maunga ko taku manawa - The breath of my mountain is my heart), and proud that they are bequeathed to the nation who as nature lovers accord them their deep respect. Our reverence for the mountains goes deeper in that in time, with the essence of our genealogies, all life forms originated from the same parents, Papa-Tu-A-Nuku, the Earth Mother, and Rangi, the Sky Father, so that man and all other life forms are in harmony with one another in the bonds of kinship.*

*Conditioned then with these affinal ties we look upon these mountains as ancestors and this relationship evokes memories of our human ancestors who once roamed and settled within their shadows centuries ago, so that by these memories the past and the present mingle, ensuring their continuity. We sing or chant today ancestral compositions paying them homage.*

*The death of a high chief is likened to the tip of a mountain having broken off. The stern anchor of the Arawa canoe, Te Rangi Haruru or Toka Turoa is firmly fixed on Tongariro, with the prow anchor, Toka Parore, firmly fixed at Maketau, giving rise to the saying ‘Mai maketu ki Tongariro’ inferring thereby its unshakable stability. All these are paid tributes to the mountains.*

*To us the mountains are symbols of the implacable authority of nature. As our ancestors saw them centuries ago, so do they now stand ageless, towering above all with sublime supremacy, immovable, immutable, and impervious to the memorable march of time. Puny man, in the face of such overwhelming evidence of the inevitable, suddenly feels small and insignificant, and so the reverence for those mountains goes further deep.”*

*Sir Hepi te Henue, Ngāti Tūwharetoa Paramount Chief  
foreword in *The Restless Land: Stories of Tongariro National Park*,  
Tūrangi: Department of Conservation and Tongariro Natural History Society.*

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<sup>2</sup> Ngāti Uenuku, from the southern side of Mount Ruapehu, have asked that their status as tāngata whenua in that area be recognised in the plan. They have submitted that the Ngāti Uenuku tribal domain is comprised of Paretaitonga peak and the south-west and south-east flanks of Mount Ruapehu from that peak. The Tongariro National Park Treaty of Waitangi claims process may clarify mana whenua claims.

It came as a severe shock to the Tūwharetoa people that the Pākehā colonists apparently did not perceive the mountains as sacred. For thirty years after John Bidwill's ascent of Ngauruhoe in 1839, Ngāti Tūwharetoa successfully prevented almost all attempts on the volcanic summits. Bidwill's climb (the first European ascent) was considered to be insensitive at the time as the mountain was regarded as tapu and he proceeded contrary to the known view of the Tūwharetoa people. Historical record identifies that Sir George Grey made the first ascent of Mount Ruapehu but, respecting Māori wishes, did not climb to the highest summit. These sensitivities as recorded were not commonplace, and it was evident early in the 1880s that before long the land would pass from traditional tribal tenure and be owned and managed under the European system of laws. The only way to protect the mountain tapu was by way of a public reserve - in the event, a national park.

Management decisions concerning the park need to recognise the fact that the sentiments, purpose and importance of the original Gift remain just as valid today as they did in 1887. Sir Hepi Te Heuheu wrote the following words as the preface for 'Tongariro - A Sacred Gift', published in 1995 to celebrate the park's centennial:

*"One hundred years ago my great-grandfather Horonuku Te Heuheu Tukino IV gave the sacred summits of Tongariro to the Government to protect their tapu. In so doing he established a three-way bond between land, Maori and Pakeha. His gift says these sacred mountains are to be owned by no one and yet are for everyone. My Tūwharetoa people wish this gift to be remembered for all time. The mountains of the south wind have spoken to us for centuries. Now we wish them to speak to all who come in peace and in respect of their tapu. This land of Tongariro National Park is our mutual heritage. It is a gift given many times over. As each of us receives it, we could in spirit join Ngatoroirangi of the Arava canoe, Ariki ancestor of Tūwharetoa, in his invocation when he first landed in this country.*

*Ka ū ki matanuku,  
Ka ū ki Matarangi;  
Ka ū ki tēnei whenua,  
Hei whenua,  
Māu e kai te manawa o taubou.*

*I arrive where unknown earth is under my feet,  
I arrive where a new sky is above me;  
I arrive at this land, a resting place for me;  
O Spirit of the Earth. The stranger  
humbly offers his heart as food for you."*

### 2.4.3 Park Heritage

#### Ngā Taonga Pūmau o te Papa Rēhia

Tongariro National Park's heritage begins with the long tradition of close association between the park and Ngāti Tūwharetoa and Ngāti Rangi. This association is detailed in 2.4.2 *Cultural Heritage*.

Europeans too have felt an affinity with the park since the time the first colonists arrived. According to the 1965 *Tongariro National Park Handbook* the earliest Pākehā visitors were mainly travellers and Government officials but their numbers were limited because:

*“access was difficult and few people had the leisure to visit and explore.”*

However, by the end of the nineteenth century tourists began to find their way to the park and some parts of the park had been developed for farming.

The history of recent management within park boundaries began with the same kind of general inactivity which followed the creation of Yellowstone and other nineteenth-century national parks. A few basic huts were built where the tourist demand seemed greatest (Waihothonu 1903, Ketetahi 1903 and Mangatepopo 1918). But apart from this, little else was done before the advent of rail (1910) and reasonable roads (1930s) brought visitors to the park in greater numbers.



The most unfortunate legacy of this early period is the healthy abundance of introduced heather. An early honorary ranger, John Cullen, co-ordinated the establishment of this heath vegetation by introducing several species from Europe during World War I. His intention then was to introduce grouse to complete the dream of recreational gamebird hunting in the park. The grouse were never introduced but the heather is now very well established.

It was not until 1922 that a board replaced the previous laissez-faire management regimes, and not until 1931 that the first resident ranger took up his duties.

In the 1920s the road gradually advanced up the Whakapapa Valley. In 1929, the collection of tourist huts was joined by the Chateau Tongariro, built on a grand scale to usher in an era of elegant tourism: the Depression and subsequent world war thwarted these early entrepreneurial dreams. Still higher up the mountain the Ruapehu Ski Club (formed in 1913) had opened a hut at 1770 metres in 1923 and 15 years later the first rope-tow came into operation, a modest forerunner to the present plethora of lifts. The construction of the Bruce Road in the 1930s, giving improved access to the new ski area, was made possible by the interest and financial support of the Bruce Trust.

Propelled by post-war prosperity, lifts, ski lodges and other structures mushroomed across the mountain in the 1950s and 1960s (also refer to maps 11-15 and ski area histories outlined in sections *5.1.1.1 History*, *5.1.2.1 History* and *5.1.3.1 History*). The construction of huts was encouraged by the then park board to assist development and interest in the ski area and to promote recreation use of the park. A system of tracks developed as tramping gained popularity (refer to *Map 10 Access and Facilities*).

Also refer to section *4.1.9 Historic Resources* and *Map 4 Actively Managed Historic Resources* and for Whakapapa Village specifically, sections *6.2 History* and *6.5.6 Historic Buildings*.

## 2.4.4 Physical Environment Te Taiao

The region is dominated by some of the world's most active and violent volcanism. A line of volcanoes caused by the collision of the Indo-Australian and Pacific plates runs from Tonga and the Kermadec Islands southwards to White Island, Taupō and Mount Tongariro and westward to Mount Taranaki. The centre of the volcanic activity is in the Taupō Volcanic Zone. It is part of the greater expression of volcanic and seismological activity known as the Pacific Ring of Fire.

Many different expressions of volcanism are found in the Taupō Volcanic Zone. At the quiet extreme of the volcanic spectrum are the frequent and relatively contained ash showers of Mount Ngauruhoe, and Mount Tongariro's hot springs and fumaroles at Ketetahi, Te Maari and Red craters. At the other extreme are the infrequent yet apocalyptic Taupō eruptions. These rhyolitic explosions have been among the largest explosive events known to have occurred on the planet over the last two million years and have had a massive impact on the landscape and biota of the park. However, most of the volcanic activity which has occurred in the park has been of the middle order of eruptive violence from the large multi-coned andesitic strato-volcanoes of Mounts Tongariro, Ruapehu and Kakaramea. The eruptive sequences of these volcanoes have produced large fields of alternating ash and lava flows and are associated with turbulent wet debris flows known as lahars. Today lahar ring plains are a major landscape feature surrounding these active volcanoes.

The major volcanoes of the park are very much alive, with the result that the park contains some of the most dynamic natural landscape in New Zealand.

Ruapehu is the most active, erupting on average every 1-3 years, producing hazardous eruptions every 7-10 years and major eruptions every 20-50 years. The most recent major eruptions in 1995-96 caused significant changes in the crater area and Whangaehu Valley. Ngauruhoe last erupted in 1975; major eruptions in 1949 and 1954 changed the summit area and north-western flank. Mount Tongariro last erupted in 1896.

The park's topography is typical of volcanic regions. Most of the park comprises slopes which radiate from one of the three main mountains. The smaller mountains – Pihanga, Kakaramea and Hauhungatahi – form approximately ten per cent of the park area. The mountain slopes are typically gentle near the park boundary but

become progressively steeper toward the summits. Mount Ruapehu dominates the park; its slopes cover more than two-thirds of the park area.

Ngauruhoe, the youngest of the park's volcanoes, shows the most regular form and the steepest slopes. Mounts Ruapehu and Tongariro are much older and more eroded and irregular, revealing their structure of layers of ash, lava and debris. There is a sharp contrast throughout the park between soft, fine material and hard, abrupt, often vertical surfaces caused by alternating bands of volcanic rock and ash. The streams and rivers radiating from the mountains cut deep tortuous gorges through this surface. These gorges continue well beyond the park in some places. One of the most dramatic is that of the Makatote River where it is crossed by State Highway 4 in the west.

Several lakes have formed within the craters. They occur in a line from the summit of Mount Ruapehu through Mounts Ngauruhoe and Tongariro and beyond to Lake Rotopounamu, indicating the line of volcanic disturbance.

Situated on an inland plateau, the park and its environs experience a cold climate with considerable local variation. Altitude ranges from 600 to 2797 metres and there is a sharp difference between the conditions – for example, at Ohakune and at the summit of Ruapehu. After the shelter of the forest, a much harsher environment is reached at about 1200 metres. In summer the slopes above 1800 metres can be extremely severe, with only sparse visible signs of life. In winter, this is a place of deep snow, high winds and freezing temperatures. A mantle of permanent snow and ice covers the top of Ruapehu and extends in glacier tongues down the main valleys to 2000–2250 metres.

Precipitation within the park varies from about 1250 millimetres per year in the south and east to about 5000 millimetres on the summit slopes of Mount Ruapehu. Heavy rain can be experienced at any time of the year and there is no significant difference between summer and winter precipitation levels. Rangipo Desert in the south-east is an area of sparse vegetation and barren soils, caused by a combination of soil and climatic factors. The prevailing westerly wind pattern and mountain topography produce a small rain shadow and reduce cloudiness in their lee. Most rain soaks into the highly porous ash soils which are also subject to enhanced and frequent freeze-thaw cycles and wind erosion. In contrast, the better soils and milder climate of the lower western slopes support a rich dense podocarp forest.

The volcanoes stand apart as the most spectacular and diverse volcanic complex in the south-west Pacific. The Crater Lake on Mount Ruapehu is one of the very few hot lakes in the world to be surrounded by permanent glaciers and snowfields. It has international scientific importance as do the Whangaehu Valley lava flow sequence and lahar outwash fan. Numerous other features are of national importance.

The park's outstanding natural features represent significant ongoing geological processes and biological evolution.

## 2.4.5 Scenic and Landscape Values

### Ngā Tikanga Whakakitekite me ngā Tikanga-ā-Whenua

The scenic and landscape values of Tongariro were a significant reason for its gazettal as New Zealand's first national park in 1887. The peaks of Tongariro, Ngauruhoe and Ruapehu dominate the landscape from all directions as they rise from the central North Island plateau. They have many moods depending on the season, the weather, and the extent of any volcanic activity. These scenic values have contributed to the adoption of the park as a World Heritage site.

The park is very accessible. It is surrounded by a network of state highways and has three roads that ascend above 1700 metres. Many of the visitors to the park are drawn by the scenic attractions of a drive or a short walk where they can experience a snow-covered mountain, an active volcano, a desert or a magnificent podocarp forest.

Also refer to section 4.1.3 *Landscape*.



## 2.4.6 Flora and Fauna

### Ngā Rākau, ngā Otaota me ngā Aitanga Kararehe

Although the volcanic forms of the park are similar to other volcanic regions of the world, the flora and fauna of Tongariro National Park are unique to New Zealand. The botanist, Leonard Cockayne, recognised this fact in 1907, when he prepared a definitive report with E. Phillips Turner on the park and argued strenuously for extensive additions. Cockayne wrote that the existing boundaries were 'inadequate and inconvenient' and that the park as a whole presented:

*“...the curious anomaly of being practically without a tree. It must not be forgotten that mountain, river, lake, glacier, and even hot spring are much the same the world over and that the special features of any landscape depend upon combinations of plants which form its garment.”*

Cockayne's report urged the further addition of 31,000 hectares including forest, scrub, wetland, grassland and desert, and every major addition since that time has been made on ecological grounds to include more of the distinctive ecosystems of the lower altitude regions. Over 550 species of indigenous vascular plants are found in the park and at least eighty per cent of these are endemic to New Zealand. Although no single species is restricted to the park alone, the ecological importance of retaining the natural integrity of such a large area of active volcanic landscape is immense.

The diversity of natural vegetation in the park largely reflects the wide range of climatic influences and the history of volcanism. Volcanism has periodically caused the obliteration or burning of large tracts of vegetation. Much of the central region of the park is low vegetation comprising tussock or woody shrubs and flax and is undergoing regeneration after disturbance. The Taupō pumice eruption of about 186 AD is known to have destroyed all forest in the northern and eastern sectors of the park. In more recent times human inhabitants have also started fires. Other non-forested parts of the park, including the upper slopes of all the volcanoes and the eastern lower slopes of Ruapehu (Rangipo Desert), are areas where the climate is too harsh and the soil is inadequate to support the growth of forest. These areas, though sparsely vegetated, contain some of the most interesting plants and plant communities.

Much of the park is clothed in tall beech forest or podocarp forest (at lower altitudes). The largest areas of forest are on the western side of Mount Ruapehu, surrounding Hauhungatahi, the northern and eastern slopes of Mount Tongariro and throughout Pihanga-Kakaramea.

*Map 3 Land Cover* shows the main vegetation types and their location.

Human influence through the liberation of plant pests is a major problem. An infestation of exotic heather (*Calluna vulgaris*) is now a major component of much of the vegetation. Perhaps a greater problem, however, is the continuing growth of wilding lodgepole pines (*Pinus contorta*) which could potentially form forest over much of the unforested part of the park.

Also of concern is the effect of animal pests, particularly deer and possums, on the park's vegetation. Bird-life has suffered as a result of these animals' presence. Other introduced mammals, particularly cats, rats and stoats, continue to predate directly on indigenous fauna. Mountain environments tend to be sparsely populated by nature but the effect of animal pests has been to eliminate completely certain species of bird and lower the number of other species. This contributes to the impression many visitors have that the natural animal life of the forest is impoverished.

Also refer to sections *4.1.5 Biodiversity* through to *4.1.8 Animals*.



## **2.4.7 Recreation Use**

### **Te Whakamahi Tākaro Pūangi**

The park is a nationally significant area for outdoor recreation and has sites which have high international use, such as the Tongariro Crossing. The park is a major tourist attraction. It is nationally important for skiing, with three ski areas, two of them of international standard. Skiers account for over half of all visitors to the park. Other recreation opportunities include ski mountaineering, climbing, nature study, photography, hunting and tramping. The park offers a surprising variety of tramping opportunities including desert, bush, mountain and valley walks.

Except for the top of Mount Taranaki, Mount Ruapehu is the only true alpine environment in the North Island. Climbing at all levels of skill occurs on the mountain which is acknowledged as an important training ground for North Island climbers preparing for bigger climbs elsewhere.

The objective of management is to facilitate public benefit, use and enjoyment of the park by providing for a variety of low-impact recreational activities, where this is consistent with the primary objective of protecting the natural character of the park. Large areas of adjacent public and private lands have considerable recreational potential. These areas could accommodate a range of recreational experiences which require developed facilities and services. The original objectives of protecting the unique mountain environment must remain paramount if the park's value for recreation and tourism is to be retained.

Also refer to sections *4.3.2 Recreation*, *4.4.2 Recreation* and *Part V Ski Areas* and *Part VI Whakapapa Village*.

## **2.4.8 Economic Significance**

### **Te Tikanga Ake o te Ohanga**

The park's regional economic significance is substantial. Hundreds of thousands of visitors come to the park each year, adding value to the economy and highlighting the Volcanic Plateau in the global tourism market. The continued drive to maximise economic benefits is not always compatible with the primary preservation focus required in legislation.

The park provides significant employment opportunities, both directly and through associated park-dependant industries. The ski industry is particularly vital to the economies of several local townships. Ohakune is a ski town in every sense and has grown in tandem with the development of Turoa Ski Area. Whakapapa Ski Area is, to a greater extent, self-servicing, with numerous buildings providing on-site accommodation. Other services are provided at nearby Whakapapa Village and in National Park and Tūrangi.

Indirect economic benefits are seen in the park's function as a soil and water conservation area. The headwaters of both the Waikato and Whanganui rivers rise in the park's mountains. Both of these river systems have major economic importance. Their waters provide for hydroelectric power systems, town water supplies, recreational fishing, and a large number of other recreational pursuits.

# Part III

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## Conservation Philosophy

Te Rapunga Whakaaro Papa Atawhai

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## 3.1 Key Management Philosophies

### Ngā Tino Tikanga Whakamātau Whakahaere

Nā te whanaketanga o te Kaupapa Whakahaere o te Papa Rēhia o Tongariro me ngā mahi whānui ā te iwi kāinga i roto i tēnei wāhi whakahirahira kua puta mai kia tekau mā tahi ngā mātāpono e hāngai āna ki ngā tino tikanga o te papa rēhia me āna kaiawhina, hoa rānei. Mā ēnei mātāpono ka whakawākia ngā mahi e hāngai āna ki te papa rēhia nei.

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Through the evolution of this plan and extensive community involvement in this World Heritage Area over time, eleven principles have been developed which reflect the core values of the park. These will be used in decision-making processes as benchmarks against which activities and uses will be measured. The order of the principles below bears no relevance to their relative importance but merely reflects the synergy between them.

#### ***1 To protect Tongariro National Park in its natural state in perpetuity***

This principle is drawn down from the National Parks Act 1980 and is at the heart of national park planning globally. Tongariro National Park is a place of national and international significance. Its outstanding natural and cultural values must be protected even though protection may at times be in conflict with other community aspirations.

#### ***Kia tiaki i te Papa Rēhia o Tongariro i tōna āhua tūturu mo ake tonu atu***

Kua puta tēnei mātāpono mai i te National Parks Act 1980, otirā, kei te puna o ngā kaupapa whakahaere mo ngā papa rēhia o te ao whānui tēnei whakaaro. He wāhi whakahirahira te Papa Rēhia o Tongariro i Aotearoa nei, ā, i te ao whānui tonu. Ko te mea nui, kia tiakina ngā tikanga maha o tēnei wāhi ahakoa ngā hiahia papā o ngā iwi.

#### ***2 To manage Tongariro National Park consistent with conservation legislation and General Policy***

The management of Tongariro National Park must be consistent with its overarching legislation, the National Parks Act 1980, and, where relevant, the Conservation Act 1987 and legislation identified in its schedules and the *General Policy for National Parks 2005*. A large number of ad hoc relevant strategies and guidelines are taken into account during the development of this plan and in day-to-day management of the park.

***Kia whaia rawatia ngā ture me ngā take whakahaere e ngā kaiwhakahaere o te Papa Rēhia o Tongariro***

Me whaia rawatia ngā ture, te National Parks Act 1980, te Conservation Act 1987 me ona tāpiritanga, te *General Policy for National Parks 2005* me ngā take whakahaere o te tari kua whakaaetia e te Conservation Authority o Aotearoa i taua wā, i ngā wā e tika āna. Me whakaaro hoki ki ngā rautaki me ngā whakaritenga e hāngai āna ki tēnei kaupapa whakahaere me ngā whakahaerenga o te papa rēhia ia rā.

**3 *To protect the taonga - the peaks of Tongariro National Park***

The mountain peaks are a taonga, a gift to the people of New Zealand from the Tūwharetoa people. They must be managed in a way which acknowledges and respects their mana and mauri. World Heritage status recognises the park's cultural heritage: co-operative conservation management must protect them. That early gift by the people of Tūwharetoa reinforces a sentiment felt by many New Zealanders towards their protected places and in particular the peaks and landscape of Tongariro National Park, which are so much a part of New Zealanders' lives.

***Kia tiaki te taonga - ngā taumata o te Papa Rēhia o Tongariro***

He taonga ngā taumata o ngā Maunga i tukua mai e te iwi o Tūwharetoa. Me manakohia te whakahaere o te papa rēhia i te mana me te mauri o ēnei taonga. E āhukahuka āna te tūnga o 'Ngā Taonga o te Ao' i ngā tikanga-ā-iwi, heoi anō mā te whakahaere ohu i te taiao e tiaki. E ū an ate pūtake o te whakaaro o te koha nei, o Tūwharetoa, ki te whakaaro atawhai o ngā tāngata ki ngā wāhi rāhui pēnei i te Papa Rēhia o Tongariro. Otirā nā tēnei kua kitea te hononga o ngā wāhi nei ki ngā tāngata o Aotearoa.

**4 *To ensure World Heritage obligations are met and given effect to***

Tongariro National Park was among the first sites in the world to receive World Heritage status for both its natural and cultural heritage. With this international recognition comes an obligation to protect those values in the face of global scrutiny. The New Zealand Government is committed to maintaining those core values.

***Kia whakapūmau i ngā tikanga o Ngā Taonga o te Ao***

Ko te Papa Rēhia o Tongariro tētahi o ngā wāhi tuatahi i tohua e ngā kaiwhakahaere mo ngā taonga o te ao mo āna āhukatanga whenua, ahurea hoki. Kei tēnei tohu he herenga kia tiaki i ēnei āhukatanga i raro i te āta titiro o te ao whānui. E ū āna te Kāwanatanga o Aotearoa ki te whakaū i ēnei āhukatanga.

## **5 *To give effect to the principles of the Treaty of Waitangi***

The Crown has a statutory requirement to give effect to the principles of the Treaty of Waitangi in its management of public conservation lands. Through a process in the 1990s these principles were established for Tongariro/Taupō Conservancy. They apply particularly to Tongariro National Park and must be given force through this plan. The implementation of *He Kaupapa Rangatira*, a framework and protocol for giving practical expression to the partnership with iwi, will ensure tāngata whenua have an evolving and ongoing role in the management of the park. There is a strong synergy between the Treaty principles and the broader conservation philosophies applied to park management.

### ***Kia whakamahi i ngā mātāpono o te Tiriti o Waitangi***

Kei ngā ture he mana whakahaere mo te Karauna kia whakamahi i ngā mātāpono o te Tiriti o Waitangi i āna mahi hāpai mo ngā whenua papa atawhai. Nā ētahi mahi i ngā tau i mua i te tau 1990 i whakatū ēnei mātāpono mo te wāhanga Papa Atawhai o Tongariro/Taupō. Ma te whakamahi i ngā whakaritenga o *He Kaupapa Rangatira*, he kaupapa hei whakaū i te mahi ngātahi o ngā iwi me te Papa Atawhai, ka hua ko te whakaurunga o te tāngata whenua i ngā take whakahaere o te papa rēhia mo ake tonu atu. Kua nui ake ngā hononga o ngā mātāpono o te Tiriti me ngā whakamātau whakahaere whānui e mahi āna i roto i ngā kaupapa whakahaere o ngā papa rēhia.

## **6 *To provide for co-operative conservation management***

The Department of Conservation cannot manage public conservation lands without a relationship with tāngata whenua. The relationship between the Crown and iwi will be exercised within the park through co-operative conservation management. The implementation of *He Kaupapa Rangatira*, a framework and protocol for giving practical expression to the partnership with iwi, will ensure that iwi and hapū have an evolving and ongoing role in the management of the park. Be it in decision-making processes for use of cultural materials, the reintroduction of previously-present bird species, the consideration of concessions which may impact on cultural values or the development of further park guidelines or strategies, iwi will be involved.

### ***Kia whakatakoto tikanga mo te whakahaere ohu i te taiao***

Kāore e taea e te Papa Atawhai te whakahaere i ngā whenua papa atawhai mēnā kāhore kau he whanaungatanga ki te tāngata whenua. Ka whakahaerengia e tēnei whanaungatanga i roto i te papa rēhia mā te whakahaere ohu i te taiao. Heoi anō, mā te whakamahi i ngā whakaritenga o *He Kaupapa Rangatira*, he kaupapa hei whakaū i te mahi ngātahi o ngā iwi me te Papa Atawhai, ka hua ko te whakaurunga o te tāngata whenua i ngā take whakahaere o te papa rēhia mo ake tonu atu. Ahakoa te whakataunga, mēnā e hāngai āna ki ngā tikanga whakatau mo te whakamahi i ngā mea ahurea, te whakataki anō i etahi momo manu māori, te whakatau i etahi tukunga noatanga

e pāngia ki ētahi āhuatanga ahurea, te tupunga o ētahi tikanga whakahaere hou rānei, ka mahi tahi te Papa Atawhai me ngā iwi.

## **7 *To provide for public enjoyment of natural and cultural heritage***

This principle, also at the heart of the National Parks Act 1980, is demonstrated through the management of an extensive visitor infrastructure which caters for a range of experiences consistent with the park environment. The department is frequently reminded by the visitor community of the importance of protecting the park's natural values so they may be enjoyed for all time. Historically some of those values have been traded off, particularly at sites where visitors spend a short period of time, in order to provide a park experience for those unable to enjoy more remote locations. Managing the associated tension is a significant challenge facing park managers who have at heart the notion that the New Zealand outdoor cultural heritage should be recognised and, consistent with good conservation practice, be made available so that New Zealanders may experience these magical places.

### ***Kia whakatakoto tikanga mo te ngahau o ngā iwi whānui i ngā taonga ahurea, tūturu rānei kua tuku iho***

Kei te kiko o te National Parks Act 1980 tēnei mātāpono hoki, otirā, ka kitea i te whakamahi i ngā take manuhiri nui rawa e whāngai āna te hunga i ngā mahi e tautako āna i te taiao o te papa rēhia. Ka whakamaharatia e te taunga manuhiri i te Papa Atawhai mo te hiranga o te āta tiaki i te papa rēhia kia taea e te hunga te ngāhau mo ake tonu atu. I ētahi wāhi, pēnei i ngā wāhi ka tau mai ngā manuhiri mo te wā poto, kua waimeha ētahi tikanga kia taea e ngā tāngata e kore e taea te haere ki ngā wāhi kei tawhiti atu te ngahau i te papa rēhia. Ko te whakatau i ngā tūma tētahi mahi nui o ngā kaiwhakahaere o te papa rēhia nā tō rātou tino whai i ngā āhuatanga papa atawhai mo ngā tikanga ahurea. Mā tēnei ka noho mai ēnei wāhi papai mo te hunga taiohi i Aotearoa nei.

## **8 *To protect the ancestral, historical, archaeological and cultural landscape of Tongariro National Park***

The cultural heritage of the park cannot be divorced from its natural values. The relationship between Māori and the land is spiritual and physical. Historical and cultural heritage within the park is primarily associated with Māori cultural values and usage, the establishment of the park during the late 19<sup>th</sup> century, the use of the park for tramping, hunting and skiing, railway-related activities, and the early timber-milling industry. Historic features include archaeological sites, tracks, roads, buildings, bridges, and memorials. The protection of these sites is provided for in legislation.



***Kia tiaki i ngā āhuatanga tīpuna, huakanga, me ngā āhuatanga ahurea-ā-whenua o Te Papa Rēhia o Tongariro***

Kāore e tae ate wetewete i ngā āhuatanga ahurea i ngā tikanga ake o te papa rēhia. Ko te hononga o te whenua ki te iwi he mea kiko, he mea wairua hoki. E tino hono āna ngā tikanga tīpuna, ahurea hoki ki ngā tikanga Māori me tā rātou whakamahi; te takenga o te papa rēhia i te mutunga o te rautau tekau mā iwa; te whakamahi i te papa rēhia mo te hikoi, whakangau kai, me te retireti; ngā āhuatanga rerewhenua; me te tapatapahi ngahere. Ko ngā āhuatanga tīpuna ko ngā wāhi huakanga; ētahi ara hikoi, huarahi, whare, arahanga; me ētahi tohu whakamaharatanga. Kua whakatau ngā āhuatanga tiaki o ēnei mea i ngā ture maha.

**9 *To reflect the values of the park partners in management***

Tongariro National Park is managed by the Department of Conservation for the people of New Zealand. At the core of park management is the interaction between communities of interest and the environment. Many of the park's partners, non-Government organisations, research institutions, and universities, along with groups set up specifically to protect the park, play an ongoing role in its management. The partnership with Māori is specifically reflected in principles 5 and 6. The contribution of many hundreds of people and tens of thousands of hours of volunteer time per annum reflects a deep affinity for this special place.

***Kia whakaata i ngā tikanga whakaaro o te hunga mahi ngātahi i roto i ngā kaupapa whakahaere***

E tiaki āna te Papa Atawhai i te Papa Rēhia o Tongariro mo ngā tāngata o Aotearoa. Kei te kiko o te kaupapa whakahaere o te papa rēhia te whakawhitiwhiti whakaaro i waenganui i ngā iwi e tika āna me te taiao. Kei ngā hoa kaipakihi, pēnei i ngā Māori, ngā rōpū kei waho atu i te rāngai tumanui, ngā rōpū rangahau, ngā wānanga, me ngā rōpū kua whakatūria hei kaitiaki mo te papa rēhia, he mahi e pā āna ki te whakahaere i te papa rēhia. E matua whakaata āna ngā mātāpono tuarima, tuaono hoki i te mahi ngātahi o ngā iwi me te Papa Atawhai. Heoi, ka whakaata mai te whakaaro atawhai o ngā tāngata maha ki te wāhi nei i ngā tīni mano haora kua tūao ia tau, ia tau.

**10 *To minimise infrastructure to that essential to provide for visitors' benefit, use and enjoyment of the park***

The park is managed for its natural and cultural values. In order to maximise benefits to the park visitor a level of infrastructure is provided, allowing for a range of experiences. From the intensity of ski areas with their associated buildings, lifts, car parks, and crowds to the natural quiet and simplicity of remote areas like Hauhungatahi, a range of infrastructure meets visitor needs. It has become clear, however, that a point is reached where the park experience is compromised by infrastructure. Infrastructure must be maintained at present levels and in places it must be reduced and disturbed sites restored. Management to ensure the ongoing protection of essential park values is paramount.

***Kia whakaiti i ngā take whakahaere ki ērā e hira āna ki te whakatakoto tikanga mo te papa rēhia.***

E whakahaere āna te papa rēhia mo ōna tikanga ahurea, tikanga tūturu hoki. Kei te papa rēhia ētahi take whakahaere hei whakanui i te whānuitanga me te painga o ngā mahi o ngā manuhiri ki te papa rēhia. Mai i ngā take kua whakatakotoria mo ngā wāhi rere hukarere, tae noa ki ngā wāhi pēnei i ā Hauhungatahi, he maha ngā whakatakotoranga kua whakatūria e te Papa Atawhai mo ngā manuhiri. Engari, inaianei kua tae ki te wā e waimaha āna ngā take whakahaere i ngā mahinga ki te papa rēhia. Me oti, me whakaiti hoki ngā take whakahaere i ētahi wāhi, heoi anō, me whakatika i ētahi wāhi anō. Ko te mea nui, ko te whakahaere i te papa rēhia hei tiaki i ngā pūtake tikanga o te papa rēhia.

**11 *To honour existing legal agreements***

All existing legal agreements will be honoured in the management of Tongariro National Park. These include concessions for ski areas, club and commercial accommodation, transport, scientific research, monitoring sites, and a range of recreation and use activities. No change can be contemplated to these existing agreements except where conditions within the agreements permit or by the mutual consent of the parties. All parties to these agreements are either bound or affected by this plan.

***Kia whakatutuki i ngā kirimana e tū tonu āna***

Ka whakatutukia tonu ngā kirimana e te hunga whakahaere o te Papa Rēhia o Tongariro. Ko ngā tukunga noatanga mo ngā wāhi rere hukarere, wāhi nohoanga, me ngā whakatakotoranga ngahau whānui hoki ēnei. Kāore e kitea he rerekētanga i ēnei kirimana mēnā kāore e taea e ngā tāngata te whakaae. Kua herea te hunga mau kirimana ki tēnei kaupapa whakahaere.

# Part IV

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## Conservation Policy

Kaupapa Papa Atawhai

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## 4.1 General Objectives and Policies

### Ngā Kaupapa Hākirikiri me ngā Whāinga

*Note:* The following two sections, 4.1.1 *Treaty of Waitangi* and 4.1.2 *He Kaupapa Rangatira*, should be read in conjunction with section 3.7 *Kaupapa Māori* of the *Tongariro/Taupō Conservation Management Strategy*. The *Kaupapa Māori* section of the CMS was prepared jointly by the department and tāngata whenua following a Treaty of Waitangi Claim against the draft CMS which asserted that the document did not give effect to the principles of the Treaty of Waitangi, as is required by the Conservation Act 1987.

As well as forging the Kaupapa Māori section of the CMS, the claim process was extremely valuable in that it strengthened the relationship between the department and tāngata whenua.

Since the approval of the *Tongariro/Taupō Conservation Management Strategy* in 2002 the *General Policy for National Parks 2005* has been released. Chapter 2 of the General Policy contains the department's guiding policy in regard to the Treaty of Waitangi and its principles. This plan is subordinate to the Conservation Act 1987, the National Parks Act 1980, and the *General Policy for National Parks 2005*, as well as the developing jurisprudence of the Courts on interpretation of the principles of the Treaty of Waitangi.

#### 4.1.1 Treaty of Waitangi

##### Te Tiriti o Waitangi

Ko Ngāti Rangi, rātou ko Ngāti Tūwharetoa me Ngāti Tahu ngā tāngata whenua o te wāhanga papa atawhai o Tongariro/Taupō. Kei te tonga o te wāhanga ā Ngāti Rangi, kei te kārapu ā Ngāti Tahu, ā, e noho āna ngā hapū o Ngāti Tūwharetoa i waenganui i ēnei wāhi tae atu ki ngā rohenga whenua katoa o te Papa Atawhai (te wāhanga o Tongariro/Taupō).

I te tipunga o te kaupapa whakahaere mo te Papa Atawhai o Tongariro/Taupō i hui tahi ā Ngāti Tūwharetoa rātou ko te Karauna kia whakaritea he whakaaro ngātahi mo te whakahaere papa atawhai. Ka taea te kite i tēnei i roto i ngā pūtake o te Tiriti o Waitangi me tēnei mea, *He Kaupapa Rangatira*.

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The tāngata whenua (people of the land) of the Tongariro/Taupō Conservancy are the Ngāti Rangi, Ngāti Tūwharetoa, and Ngāti Tahu iwi (tribes)<sup>3</sup>. The Ngāti Rangi people occupy the southern reaches of the conservancy and the Ngāti Tahu people, the north-eastern reaches. Between these points, and extending to the west, north-

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<sup>3</sup> Ngāti Uenuku, from the southern side of Mount Ruapehu, have asked that their status as tāngata whenua in that area be recognised in the plan. They have submitted that the Ngāti Uenuku tribal domain is comprised of Paretaitonga peak and the south-west and south-east flanks of Mount Ruapehu from that peak. The Tongariro National Park Treaty of Waitangi claims process may clarify mana whenua claims.

west and east boundaries of the conservancy, lies the ancestral domain of the kindred hapū of the Ngāti Tūwharetoa people.

Through the development of the *Tongariro/Taupō Conservation Management Strategy*, Ngāti Tūwharetoa and the Crown agreed on an approach which would lead to co-operative conservation management. This is reflected in *He Kaupapa Rangatira*.

### **Principles of the Treaty of Waitangi**

The recognised authorities responsible for determining Treaty principles are the Courts and the Waitangi Tribunal<sup>4</sup>. Based on decisions and findings from these sources, nine important principles have been identified as having broad application. They are:

Kāwanatanga	The principle of government
Tino rangatiratanga	The principle of traditional iwi authority
Exclusive and undisturbed possession	The principle of exclusive and undisturbed possession
Ōritetanga	The principle of equality
Kaitiakitanga	The principle of guardianship
Whakawhanaungatanga	The principle of partnership
Tautiaki ngangahau	The principle of active protection
He here kia mōhio	The principle of informed decision making
Whakatika i te mea he	The principle of redress.

The Courts and the Waitangi Tribunal agree that the spirit of the Treaty is what matters. Treaty principles will continue to evolve and reflect changes in circumstances over time. They should not be seen as exhaustive or definitive.

In co-operative conservation management, application of the nine Treaty principles and achievement of their associated objectives depends on the particular circumstances of each case, including the significance to iwi of the land, resource or taonga in question, and the statutory framework. The principles and their objectives provide direction for the broader machinery provisions of the CMS.

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<sup>4</sup>This expresses the view of Ngāti Tūwharetoa. The Crown's view is that only the Courts can develop Treaty jurisprudence, though the Courts may adopt the findings of the Waitangi Tribunal.

## 4.1.2 He Kaupapa Rangatira A Joint Initiative

Ko tēnei kaupapa whakahaere te tino huarahi hei whakamahi i tēnei mea, *He Kaupapa Rangatira*. Ka whakaritea ngā tikanga motuhake e te kaupapa whakahaere o te Papa Rēhia o Tongariro.

Mā tēnei kaupapa ka taea e te papa atawhai rātou ko ngā tāngata whenua te mahi i o rātou ake kawenga. Mā te wā ka taea hoki ēnei roopū te whakatū i o rātou kaupapa papa atawhai.

Ka whakamahia ngā pūtake o te Tiriti o Waitangi i roto i ngā whakahaerenga o Te Papa Rēhia o Tongariro mā tēnei mea, *He Kaupapa Rangatira*. He whakaaturanga tēnei i te whanaungatanga i waenganui i Ngāti Tūwharetoa, Ngāti Rangī, Ngāti Tahu me te manatū. Ka arahina e te Papa Atawhai i tēnei kaupapa i raro i te ture o te whakawhanaungatanga. Tērā pea, ka arahina mai i ngā iwi, hapū, whānau hoki.

Me tuhia e te Papa Atawhai i tētahi rārangi pukapuka mo ngā kereme mo te Tiriti o Waitangi kia mārama ai rātou ki ngā take e hāngai āna ki te whakahaere o te papa rēhia. Mā te Kaiwhakahaere Kaupapa Atawhai ēnei kōrero e mau.

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The *Tongariro/Taupō Conservation Management Strategy* is the lead process for *He Kaupapa Rangatira*. This plan is a critical element in identifying specific protocols to sit inside that kaupapa.

This development will enable the department and iwi within the conservancy to define and exercise their respective responsibilities with a minimum of conflict. Over time this will help the parties involved to achieve the conservation policies, actions, and outcomes which they seek.

*He Kaupapa Rangatira* is the principal means by which the Treaty principles and objectives will be implemented and achieved in the park. It is a practical and pragmatic expression of the relationship between Ngāti Tūwharetoa, Ngāti Rangī, and the department<sup>5</sup>. The department will facilitate the development of *He Kaupapa Rangatira* together with iwi, in accordance with the principle of whakawhanaungatanga. Subsequent implementation may occur at an iwi, hapū or whānau level.

In order that the department and park community may understand the Treaty of Waitangi issues that sit in behind and alongside management of the national park, the department will maintain an up-to-date register of Treaty of Waitangi claims and their scope. That material will be held by the kaupapa atawhai manager for the department.

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<sup>5</sup> Ngāti Uenuku, from the southern side of Mount Ruapehu, have asked that their status as tāngata whenua in that area be recognised in the plan. They have submitted that the Ngāti Uenuku tribal domain is comprised of Paretaitonga peak and the south-west and south-east flanks of Mount Ruapehu from that peak. The Tongariro National Park Treaty of Waitangi claims process may clarify mana whenua claims.

## Principles of the Treaty of Waitangi and Objectives

### 1 **Kāwanatanga** (Article I of the Treaty)

The authority to make laws for the good order and security of the country.

#### **Objective**

- a To manage the Tongariro/Taupō Conservancy in accordance with the Conservation Act 1987 and the acts listed in the First Schedule to the Conservation Act 1987 and to interpret and administer these acts so as to give effect to the principles of the Treaty of Waitangi.

*Note:* In the *Whales* Case (Ngai Tahu Māori Trust Board v The Director General of Conservation) the Court of Appeal ruled that section 4 of the Conservation Act 1987 applied to all the acts in the First Schedule of the Conservation Act 1987 to the extent that the provisions of section 4 were not inconsistent with the acts of the First Schedule.

### 2 **Tino Rangatiratanga** (Article II of the Treaty, Māori version)

The right of Māori to exercise traditional authority and control over their land, resources, and taonga.

#### **Objectives**

- a To recognise and actively promote the exercise by iwi of tino rangatiratanga over their land and resources, and taonga of significance to them.
- b To identify with iwi opportunities for them to exercise an effective degree of control over traditional resources and taonga that are administered by the department, where this is not inconsistent with legislation. *Note:* “*An effective degree of control*” may vary from full authority at one end of the spectrum to a right to be consulted at the other end.

### 3 **Exclusive and Undisturbed Possession** (Article II of the Treaty, English version)

The right of Māori to exclusive and undisturbed possession of their land, forests, estates, and fisheries.

#### **Objective**

- a To recognise, particularly when the department is exercising its advocacy function, the right of Māori to exclusive and undisturbed possession of land in Māori title, and resources and other taonga of significance to iwi.



#### **4** **Ōritetanga** (Article III of the Treaty, both versions)

The right of Māori and non-Māori alike to equality of treatment, and the privileges and responsibilities of citizenship.

##### **Objective**

- a To ensure that tāngata whenua as individual citizens and taxpayers receive fair and equal access to the resources of the conservancy and the benefits offered by the department to the general public.

#### **5** **Kaitiakitanga**

The right of Māori to undertake their duty of guardianship/custodianship/stewardship of their land and resources, and taonga of significance to them.

##### **Objectives**

- a To recognise and actively promote the exercise of kaitiakitanga by iwi in respect of their land, including resources and taonga of significance to them and under the control of the department.
- b To facilitate the exercise of kaitiakitanga by iwi in respect of traditional resources and taonga of significance to them where these are administered by the department.

#### **6** **Whakawhanaungatanga**

The Treaty provides for a partnership between Māori and the Crown, which requires the parties to afford each other reasonable co-operation and utmost good faith, in accordance with their Treaty obligations.

##### **Objectives**

- a To identify with iwi the means to provide opportunities for partnership and participation in conservation management, particularly in respect of traditional land, resources, and taonga administered by the department.
- b To develop an active relationship of co-operation, utmost good faith, and mutual respect between the department and iwi and to reflect the importance and quality of that relationship in the culture of the department and all of its operations.

## **7 Tautiaki Ngangahau**

The duty of the Crown to ensure the active protection of taonga for as long as Māori so wish it.

### **Objective**

- a To actively protect the interests of iwi in respect of land, resources, and taonga administered by the department or under the department's control where these are considered by iwi to be of significance to them.

## **8 He Here Kia Mōhio**

The duty of the Crown to make informed decisions.

### **Objective**

- a To engage in regular, active, and meaningful consultation with iwi in respect of the work of the conservancy.

## **9 Whakatika i te Mea He**

The duty of the Crown to remedy past breaches of the Treaty and to prevent further breaches.

### **Objectives**

- a To avoid any action which might frustrate or prevent redress of Treaty claims.
- b To assist the Government actively in the resolution of Treaty claims where these relate to Tongariro/Taupō Conservancy.
- c To address any grievances which tāngata whenua might bring to the attention of the department, formally or informally, in respect of any act or omission of the department in the administration of the park.

## **Development Issues for *He Kaupapa Rangatira***

The following issues are indicative (but not exhaustive) of the matters which need to be resolved to the satisfaction of iwi and the department in order to achieve co-operative conservation management:

- consultation between the parties;
- participation in conservation management projects;
- sharing of resource information;
- recognition of the parties' perspectives and sharing of resources;
- development of resource management approaches to achieve the protection of taonga;
- involvement in the process of considering concession applications;
- iwi involvement in concession opportunities;
- cultural resource allocation;
- management of wāhi tapu;
- participation by iwi in the preparation of management plans, strategies, and policy;
- development of projects which give effect to the principles of tino rangatiratanga and kaitiakitanga;
- involvement in visitor services to achieve ongoing protection of taonga;
- identification of restoration projects for iwi participation;
- use of tikanga Māori in the department's work;
- staff development in cultural learning; and
- departmental involvement in relevant Treaty claims.

### 4.1.3 Landscape Te Whenua

The park is a World Heritage Site based on its natural landscape values. These natural values are significant on a global scale. With inappropriate management and use, a number of these values, particularly at a site-specific level, may be threatened.

Active management of the landscape takes two forms. The first is where intrusions provide for the siting of infrastructure for use and enjoyment of the park. Sensitive approaches to siting design and implementation should alleviate potential impacts. The second is intervention via biodiversity programmes, particularly with regard to plant pest removal. Removal of *Pinus contorta* over the past three decades, for example, has protected the eastern flanks of Ruapehu from a significant loss of biodiversity and landscape values. Provisions relating to plant pests are contained in section 4.1.7.2 *Plant Pests*.

#### Objectives

- a To retain the natural landscape of Tongariro National Park in perpetuity.
- b To restore landscape values where adverse effects of development or exotic plants have not caused irreversible consequences.
- c To ensure that infrastructure is designed and located to avoid impacts on landscape values.

#### Policies

- 1 Facilities should be designed and sited to avoid impacts on landscape values.
- 2 Design of infrastructure should ensure that it will blend into the environment, reducing the impact of facilities on the landscape.
- 3 Where infrastructure is redundant it will be removed.
- 4 Any earthworks carried out should not exacerbate natural erosive processes or have adverse impacts on watercourses.
- 5 Any disturbance of vegetated landscapes in an approved works programme will be accompanied, as a condition of approval, by a restoration and planting plan.
- 6 Landscape assessments and design will be undertaken by appropriately-qualified specialists.

#### 4.1.4 Water Ngā Wai

The attraction of the park is in part dependent on the pristine nature of its snowfields, glaciers, rivers, and streams. Every effort needs to be made to preserve their condition.

The park is the headwater catchment for the North Island's main river systems, in particular the Waikato and Whanganui, and contains many other rivers and streams of national importance.

Water from streams and rivers in the park is utilised for:

- Iwikau Village, Whakapapa and Turoa ski area water supplies;
- Whakapapa Village water supply;
- urban water supplies (intake systems and pipelines for the supply of potable water to National Park and Ohakune townships); and
- the Tongariro Power Development Scheme.

There are a number of water rights in the park. Most relate to the taking, use, and discharge of water for the ski areas. The others relate to the three township water supplies. Also refer to sections 4.1.17 *Waste, Discharges, Contaminants and Noise*, 5.2.8 *Water Uses and Snowmaking* and 6.5.10 *Community Services*.

Almost all of the waters in the park, including the spring discharges themselves, are susceptible to contamination from volcanic activity. In the event of volcanic activity affecting the quality of urban supplies, emergency supplies would have to be brought into the park.



Because of their origin in an active volcanic environment, some park waters are not of a potable standard. These include Ketetahi Stream and the Whangaehu River.

Most of the waters on the park's northern and western slopes are ultimately tributaries of the Whanganui River. It is of national importance that their high quality be maintained, contributing to the enhancement of the natural values of Whanganui River National Park.

National water conservation orders are in place for the Manganuioteao River and its Waimarino and Orautoha tributaries, and for the Makatote and Mangaturuturu rivers.

## Objectives

- a To maintain the quantity and quality of Tongariro National Park's waters and snowfields in a pristine natural state.
- b To use the park's waterbodies to supply townships outside of the park only where no other suitable source is available.
- c To ensure that no adverse effects are generated on natural systems as a result of any proposals to dam, divert or extract waters within the park.

## Policies

- 1 Consumptive uses of water will only be considered where this is of direct benefit to approved facilities and services in the park or is the only reasonably available source of potable water for townships outside of the park. Clear consideration of alternatives will be required. Where necessary, easements and permits will be granted to facilitate the supply of potable water.
- 2 No new private water supply schemes for individual requirements outside of the park should be permitted.
- 3 Applications for taking, diverting or using water from catchments within the park will require an assessment of effects, ensuring the objectives are met, by an appropriately-qualified specialist.
- 4 Where applications for the activities described in 2 and 3 above are received the department will:
  - publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.
- 5 As water resource consent applications are publicly notified and comment is invited, efforts will be made (by way of objection if necessary) to encourage the regional council to issue water rights only if they meet the objectives of this plan.
- 6 All effluent in Whakapapa and Iwikau villages (except at Downhill Ski Club and Ruapehu Hut) will be reticulated and discharged through an approved land-based sewage treatment plant located in Whakapapa Village.

- 7 All other effluent generated within the park will be removed or treated on the following basis within five years of this plan becoming operative:
  - All effluent produced at sites throughout the park other than Iwikau and Whakapapa villages but including Downhill Ski Club and Ruapehu Hut will be collected for removal and for treatment either inside the park via the approved land-based treatment plant or outside the park.
  - The department will consider on a case by case basis the discharge of grey water (which excludes all human waste) to ground in treatment systems that incorporate best practice.
- 8 Water channels will be kept free and unrestricted except where it is necessary to channel water under roadbridges or through road culverts or to direct water flows away from approved facilities and services. Any infrastructure placed in water beds will meet regional council standards and best practice measures for the preservation of aquatic life and naturalised flow patterns.
- 9 Horizons Regional Council and Environment Waikato have statutory responsibilities in the park relating to soil conservation and water management. Genesis Power also has an interest as waters from the park are a primary supply for the Tongariro Power Scheme. The Tokaanu Tunnel (between Lake Rotoaira and Tokaanu) of the Tongariro Power Scheme is situated beneath the Pihanga-Kakaramea section of the park. Consultation and liaison with these organisations will be maintained.
- 10 Water takes for snowmaking and water storage will not be provided for outside amenities areas except where no other practical option exists. An assessment by suitably-qualified independent specialists, peer reviewed at the department's discretion, will be required as part of any application.

#### **4.1.5 Biodiversity**

##### **Te Tiaki i Ngā Koiora Maha**

Biodiversity forms a vital part of the park's unique natural character. The many indigenous plants and animals found within the park are not unique to Tongariro (although more than eighty per cent are endemic to New Zealand) but the ways they interact with each other, with the volcanic landscape and with physical processes, are.

Good examples of the diverse uniqueness protected within the park are:

- early successional vegetation - for example, red tussock and shrublands at varying stages of development after disturbance on the volcanic ring plain;
- montane podocarp forest at bushline as found on the slopes of Mounts Tongariro and Ngauruhoe;
- plant communities of the Rangipo Desert;

- alpine peat bogs; and
- mixed beech/podocarp/hardwood forests which provide a home to a large population of short-tailed bats on the southern slopes of Mount Ruapehu.

The development of road, rail, and track networks, historical timber extraction, fire, and other activities both within and outside the park have fragmented and/or isolated many of these unique biological communities. Those that remain are now exposed to a vast range of introduced plants and animals. The park's 'new' (introduced) biota, through a combination of predation, competition, and successional interference, now seriously threatens remaining biological communities, the processes that sustain them and the many threatened species that depend on them.

Active management of biodiversity remains one of the fundamental requirements of effective park management. This will only be achieved through an integrated ecosystem management approach that limits further fragmentation and addresses the major animal and plant pest incursions in a sustained way. Due to resource constraints and national and regional priorities, it is unlikely that all ecosystems within the park will receive active management. However, important representative sites will be identified and prioritised for active management.

The Karioi Rahui Restoration Project on the margins of the park is an excellent example of such application. A site which has similar characteristics and opportunities is the Rotopounamu-Mount Pihanga area. Ecosystem management here could allow for the retention of a full range of species within a podocarp/hardwood forest and even reintroduction of previously lost species. Management of this site would be comparable to the department's mainland island approach for a number of other high-value sites throughout New Zealand.

If managers are to ensure that vulnerable components of the park's original biological diversity are retained, intensive single-species management may also be required for some species, such as kiwi, orchids, and *Dactylanthus taylori*, in combination with intensive ecosystem management.

Also refer to sections 4.1.7 *Plants* and 4.1.8 *Animals*.

### **Objectives**

- To protect Tongariro National Park's representative ecosystems from animal and plant pests, retaining their defining biological features, under a site-based ecosystem management approach ("integrated site-led management").
- To manage major animal and plant pests on a sustained basis across the park under a specific species-based management approach ("pest-led management").
- To prevent the establishment of new animal and plant pest species in the park.
- To manage the park as part of an interconnected ecological network within the region.



## **Policies**

- 1 Representative ecosystems within the park will be identified and prioritised for integrated site-led management.
- 2 Integrated ecosystem management will continue for the Karioi Rahui Restoration Project.
- 3 The Rotopounamu-Mount Pihanga area has been identified as a priority site for integrated ecosystem management. Intensive management will take place at this site as resources permit.
- 4 Ecosystem management which reduces or eliminates all animal and plant pest impacts on a sustained basis will be implemented for a range of high priority sites.
- 5 Restoration of ecosystem processes and/or species will be a part of ecosystem management.
- 6 Threatened species will be identified according to national priorities and effective management actions will be implemented to prevent their local extinction.
- 7 Major animal and plant pest species within the park will be identified for pest-led management across the whole park.
- 8 New animal and plant pest species will be identified and addressed at an early stage of colonisation.
- 9 The department will encourage complementary management on land adjacent to the park, in order to create appropriate ecological links and long-term ecological sustainability of indigenous biodiversity, through public awareness, liaison, and statutory planning.

### **4.1.6 Ecosystem Services Ngā Ratonga Rauwiringa Kaiao**

There is growing recognition of the vital role of natural ecosystems. The maintenance of acceptable living standards relies, either directly or indirectly, on healthy air, land, water, and biodiversity. A 1997 study estimated that the annual economic value provided by New Zealand's indigenous biodiversity is as much as twice that of the country's gross domestic product (GDP).<sup>6</sup>

The park's natural resources and historical and cultural heritage play an important role in the provision of ecosystems services. The wider region benefits greatly from these services, in particular the visitor industry. Less tangible, but no less important,

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<sup>6</sup> M Patterson and A Cole. 1999. *Assessing the Value of New Zealand's Biodiversity*. Occasional Paper Number 1, School of Resource and Environmental Planning, Massey University.

is the role the park's ecosystems play in processes such as delivery of clean water, cycling of nutrients, creation and maintenance of soils, provision of pollination, and the regulation of the climate. Along with the biological benefits, there are also cultural associations and recreational and aesthetic benefits derived from the park's ecosystem services.

### Objective

- a To recognise and protect the park's ecosystem services.

### Policy

- 1 The department will maintain the social and cultural benefits derived from the park's ecosystem services through implementation of the principles, objectives, and policies in this plan.

## 4.1.7 Plants Ngā Rākau Me Ngā Otaota

### 4.1.7.1 Indigenous Plants

The park, due to its diversity of landscapes, range in altitude, and successional processes, supports more than 500 species of indigenous plants. This diversity contributes to the unique natural values of the park. For further information, see *Map 3 Land Cover*.

The intrinsic value tāngata whenua place on many plants found within the park is recognised. Plants have been used, historically, for rongoa Māori, weaving, carving, and kai. The department acknowledges this cultural take but may only allow it where it does not threaten rare species, there are no viable alternatives and it is carried out on a small scale in a sustainable way.



Some indigenous plants are threatened due to competition from plant pests and the impacts of animals, human-induced activities, and climatic change.

Some areas of the park may require long-term restoration through revegetation, landscaping, enhancing re-colonising processes, or animal and plant pest control.

Also refer to section *4.1.5 Biodiversity*.

## Objectives

- a To protect indigenous plants within Tongariro National Park.
- b To protect and enhance ecosystems, to provide for self-sustaining populations of indigenous plants.
- c To prevent further local extinction of indigenous plants from the park.
- d To reintroduce species lost to the park, where practicable.
- e To restore and enhance plant ecosystems at sites disturbed by human-induced activities.

## Policies

- 1 Special measures should be taken to protect rare, endangered, and endemic species.
- 2 Regeneration of areas which have been modified or damaged by human-induced activities or animal pests may be assisted by restoration planting.
- 3 Only indigenous plants which have been grown from seed or cuttings collected in the park and its vicinity should be used for revegetation or landscaping. Where indigenous species have been lost from the park and its vicinity, and are required for a reintroduction programme, they may be sourced from elsewhere. Species will be sourced in accordance with the plant distribution limits of the *Tongariro National Park Plant Species List*.
- 4 Collection of seeds from within the park will be authorised on a case by case basis.
- 5 Trimming or cutting of indigenous plants may be necessary where consistent with other policies in this plan. An environmental impact assessment, including full assessment of alternatives, will be required where work is proposed in rare or threatened plant habitats.
- 6 Cultural take may be permitted on a case by case basis where it does not adversely impact on the environment or species for which preservation is the paramount priority, the use is non-commercial, the level of removal is sustainable and there is no source outside the park, use is traditional or is to establish a source outside the park, and is consistent with the *He Kaupapa Rangatira* protocol.

#### 4.1.7.2 Plant Pests

Plant pests are a major threat to the natural values of the park. Low-stature vegetation is particularly vulnerable to invasion by a large range of species including trees, shrubs, and herbaceous plant pests.

Management needs to be proactive and vigilant in controlling plant pests as their impacts can be catastrophic on natural habitats, species, and processes. The introduction and spread of heather in the park has resulted in major environmental change of red tussock and other low-stature plant communities and altered the landscape of the park. Biological control of heather started in 1996.

Without the control of *Pinus contorta* in the park, which commenced in 1963, most open areas below 2000 metres would now be wilding pine forest.

Plant pests are managed in two ways. Site-led management is undertaken at identified high priority sites to mitigate the impact of a range of plant pests in order to preserve these habitats. Plant-led management specifically targets single pest species that are a major threat and are at an early stage of colonisation.

Preventing new plant pests from becoming established requires ongoing surveillance of individual plant pests and of vulnerable habitat, such as road corridors.

Management of plant pests involves chemical, physical, and biological control. Habitat vulnerability and human safety must be considered when choosing control methods.

At times, temporarily retaining plant pest species may assist with restoration of indigenous biodiversity. For example, gorse is a nursery plant of high value at some sites, protecting seedlings from climate and browsing predators.

Some stands of exotic planted vegetation occur on the south and south-western margins of the park. They were planted to trial new species by the then New Zealand Forest Service prior to these areas being added to Tongariro National Park. These stands are not generally a source of wilding pest plants within the park. In some areas, such as the Makatote Tramway, the trees may in future form part of an historic places registration.

## Objectives

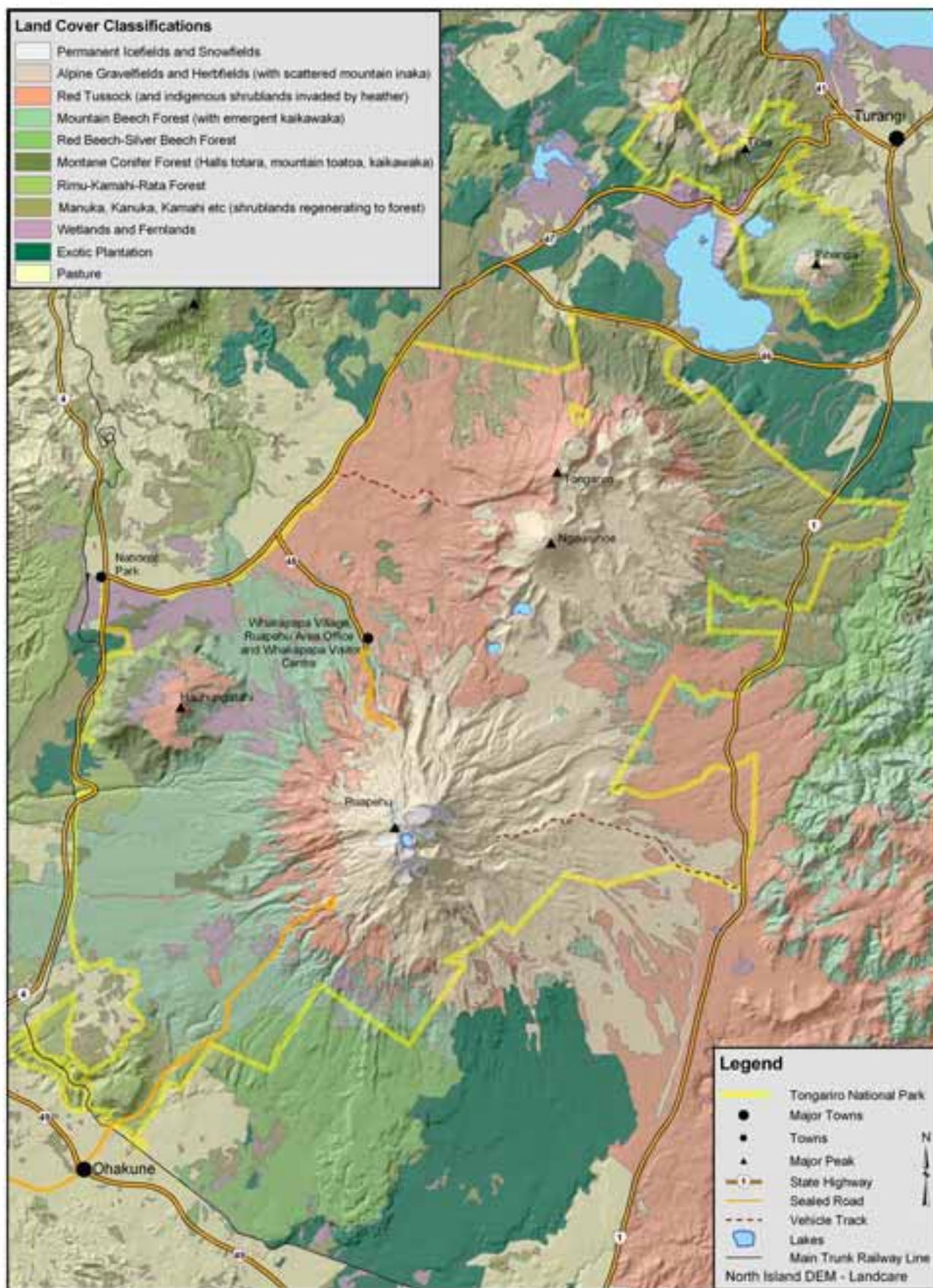
- a To remove plant pests from Tongariro National Park, or to control their impact on the park's natural values.
- b To prevent or contain the establishment of new plant pest species within the park.

## Policies

- 1 All plant pest control will be carried out in accordance with the department's national strategic plan for managing plant pests, and with conservancy priorities, plans, guidelines, and documentation prepared by agencies including Environment Waikato and Horizons Regional Council who have regional plant pest management functions.
- 2 Plant pests will be controlled under an integrated management approach at nationally high-priority sites including buffer zones and seed sources. Control efforts will prioritise plant pests which are going to endanger threatened species, change the community structure, or adversely affect the successional process or landscape values.
- 3 The department will actively continue its efforts to eradicate *Pinus contorta* from the park and monitor the results of this work.
- 4 The department will undertake active plant pest surveillance so that the arrival of significant new species is noted and appropriate action is taken before irreversible colonisation occurs.
- 5 Choice of control methods will take into account potential impacts on habitat and human safety. The department will carry out best practice for all plant pest control operations within recognised and accepted environmental guidelines.
- 6 The introduction of biological control agents granted access for release into New Zealand by the Environmental Risk Management Agency will require further approval from the Minister, after consultation with the New Zealand Conservation Authority, prior to release into the park. Once introduced, biological control agents will be monitored to ascertain their effects on the target species and the flow-on effects on the ecosystems into which they are released.
- 7 The department will continue to use volunteer input in plant pest control programmes.
- 8 Plant pest control efforts and resulting changes in ecological health will be monitored as an integral part of improving management.
- 9 Purposeful liaison and co-operation will be maintained with agencies and landowners responsible for plant pest control on land adjacent to the park.

- 10 The removal of existing planted exotic forest blocks on the south and south-western margins of the park will be considered where there are clear short- and long-term environmental gains. A full environmental impact assessment will be prepared by the department and the Tongariro/Taupō Conservation Board will be consulted. The method of removal or disposal of exotic trees will represent best practice for sensitive ecological areas. Should a concessionaire be considered to undertake logging, a history of logging sensitive ecological sites with successful outcomes will need to be demonstrated.
- 11 The department will advocate, through public awareness and statutory processes, to stop the spread of plant pests within the park.

# Map 3 Land Cover







## 4.1.8 Animals Ngā Aitanga Kararehe

### 4.1.8.1 Indigenous Animals

In protecting and enhancing the park's indigenous fauna it is essential to preserve and restore the park's natural character.

The distribution of animal species is related to habitat type. Open volcanic landscape, aquatic, and montane forest ecosystems dominate.



Notable species represented in the park include falcon, banded dotterel, whio, kiwi, kaka, kereru, kakariki, and the short-tailed bat. Species well represented include the more common forest birds. There is a wide diversity of insects.

The geography of the Central North Island limits the number of indigenous fish populations found within Tongariro National Park. While fish passage within the park is relatively unrestricted, few populations are found in park waters because of barriers encountered outside the park. In the eastern catchments, natural barriers, such as Tree Trunk Gorge on the Tongariro River, prevent fish passage to the park. Waters in the eastern and western catchments have been diverted to the Tongariro Power Development. While some fish do still migrate through, they are limited to species such as upland bullies, koaro and koura. Lake Rotopounamu, in the north, has a population of smelt, which is indigenous to New Zealand but introduced to this lake. There is no overground outflow from Lake Rotopounamu, which prevents migration of further fish species. Some park streams, such as Whangaehu, are acidic and do not support indigenous fish populations.

The southern catchment contains the most important indigenous fish populations, in particular in the Manga-nui-o-te-ao, Waimarino, Makatote and Mangawhero streams. The Manga-nui-o-te-ao has a water conservation order over it and its tributaries. It contains 11 species of indigenous fish including lamprey (*Geotria australis*), long-finned eel (*Anguilla dieffenbachii*), short-finned eel (*Anguilla australis*), common smelt (*Retropinna retropinna*), banded kokopu (*Galaxias fasciatus*), short-jawed kokopu (*Galaxias postvectis*), koaro (*Galaxias brevipinnis*), torrentfish (*Cheimiarrichthys fosteri*), red-finned bully (*Gobiomorphus buttoni*), common bully (*Gobiomorphus cotidianus*), and Cran's bully (*Gobiomorphus basalis*).

The park is a crucial ecological link connecting extensive habitats utilised by indigenous animals in the eastern and western North Island. Wide-ranging indigenous animals such as kaka, kereru, bats, and falcons cannot be managed in isolation: complementary management of adjoining areas must be sustained.

Although remnant populations of the original inhabitants remain, a range of species, such as kokako, kakapo, and petrels, have become locally extinct. Some, like kiwi and kaka, continue to decline. Threats such as the introduction of animal pests and habitat fragmentation and modification are major reasons for species loss.

The cultural value *tāngata whenua* place on many animals found within the park is recognised.

To protect vulnerable indigenous animals in the park, a combination of single-species management and intensive ecosystem preservation, both within and adjoining the park, is required.

Also refer to section *4.1.5 Biodiversity*.

### **Objectives**

- a To protect indigenous animals within Tongariro National Park.
- b To protect and enhance ecosystems, to provide for self-sustaining populations of indigenous animals.
- c To prevent further local extinction of any indigenous animals from the park.
- d To reintroduce species lost to the park, where practicable.
- e To manage the park as part of an interconnected ecological network within the region.

### **Policies**

- 1 The department will protect and enhance habitat to allow for self-sustaining populations of indigenous animals. Integrated ecosystem management will be developed within representative sites - for example, Rotopounamu-Mount Pihanga.
- 2 All threatened species management programmes will be developed in consultation with iwi.
- 3 The department will seek community support and additional resourcing where site-specific ecosystem management is pursued.
- 4 Management priorities for protected species and their habitats will be based on national priorities, requirements of species recovery plans and local assessments of conservation needs.

- 5 Where practical, the department will reintroduce species that have been lost from the park – for example, dabchicks, brown teal, New Zealand dotterel, and kokako.
- 6 The department will seek appropriate mitigation and restoration in respect of whio on rivers sourced within the park and affected by hydroelectric development.
- 7 The department will monitor management results in order to ensure continuous improvement.
- 8 There will be ongoing collection of data on the distribution and population status of animal species for which there is insufficient knowledge.
- 9 The public and specific interest groups will be encouraged to become involved in data collection, survey, monitoring, and ongoing threatened species management activity.
- 10 Through public awareness, liaison, and statutory planning, the department will promote complementary management in areas adjoining the park, in order to create appropriate ecological links and long-term ecological sustainability of indigenous animals.
- 11 Within the park, water channels will be kept free and unrestricted except where it is necessary to channel water under roadbridges or through road culverts or to direct water flows away from approved facilities and services. Any infrastructure placed in water beds will meet regional council standards and best practice measures for the preservation of fish passage and naturalised flow patterns.
- 12 The department will advocate for the preservation of fish passage for indigenous aquatic species in water bodies outside the park, where that provides for the migration of indigenous aquatic species to and from park waters.

#### **4.1.8.2 Introduced Animals and Animal Pests**

Animal pests are a major threat to the natural values of the park. Their main impacts are:

- competition - for example, loss of kereru food sources as a result of possum browse on fruit and flowers;
- predation on indigenous animals - for example, nesting failure in kiwi, whio, and kaka as a result of stoat predation;

- significant habitat modification through selective browsing - for example, a shift in forest composition through removal of palatable species by deer browse; and
- loss of processes - for example, stoats reduce the birds relied upon by mistletoes for pollination and seed dispersal.

Animal pests are managed in two ways. Due to the inability to eradicate most animal pests, site-led management is undertaken on a sustained basis for major pests at identified high-priority sites. Pest-led management is specifically targeted at eradicating or containing the spread of single species that are major threats. Goats and pest fish species are the only animal pests currently managed with this approach.

Although recreational fishing is a valued and legitimate activity, its management must be subject to the requirements for preservation of indigenous fish populations. Indigenous fish have been largely overlooked in the past and certain species have either become extinct or have disappeared from large areas of traditional habitat. Competition and predation from trout is a factor in their decline. National parks must be regarded as refuges for indigenous fish. Water such as Lake Rotopounamu, which does not contain populations of fish apart from smelt (indigenous to New Zealand but introduced into this lake), is uncommon and valuable. In such waters, liberation of introduced fish will be prevented where possible.

The placement and operation of hives for honey bees is prohibited. Hives are incongruous in the park and would contribute to heather seed dispersal.

The National Parks Act 1980 imposes restrictions on the taking of dogs into national parks, with the exception of guide dogs and dogs engaged in law and order duties, search and rescue operations, or for approved scientific purposes. Permits may be obtained to allow dog access into the park for activities where a dog is essential. In this plan the only essential activity is considered to be pig hunting.



At present pigs are in the Rotopounamu-Mount Pihanga area, the Karioi Rahui and the northern slopes of Mount Tongariro. Pigs severely affect the succession and regeneration process of the forest by grazing seedlings, eating berries and by rooting up and eating the roots of a large variety of trees, shrubs and plants. The rooting action destroys the soil structure and

increases erosion and sedimentation into water ways. Pigs are omnivorous and have been known to eat eggs and chicks of ground dwelling birds. Kiwi chicks, in particular, live on the surface of the ground and are at risk of being destroyed by pigs.

Pig dogs used in the park are required to have clear and permanent identification which will generally be met through tattoo or freeze branding. The use of alternative identification methods may be acceptable in future at the department's discretion, for example, chip implanting.

*Note:* Certain species of introduced birds are not recognised as animal pests for the purposes of this plan, as they are protected through the Wildlife Act 1953. These species do not currently have an adverse impact on park values.

### **Objectives**

- a To eradicate animal pests from Tongariro National Park.
- b To reduce the impact on natural values of existing animal pests that are unable to be eradicated.
- c To prevent the establishment of new animal pest species within the park.
- d To contain new animal pests where prevention fails and eradication is not feasible.
- e To reduce or prevent adverse effects of introduced animals and animal pests wherever possible.

### **Policies**

- 1 All animal pest control will be carried out in accordance with national and conservancy priorities, plans, and guidelines.
- 2 Animal pests will be controlled through an integrated management approach at nationally high-priority sites including buffer zones and pest sources. Control efforts will prioritise animal pests which are going to endanger threatened species, change the community structure or adversely affect the successional process.
- 3 The department will develop and maintain the *Tongariro/Taupō Conservancy Pesticide Summary*<sup>7</sup>.
- 4 The department will undertake active animal pest surveillance so that the arrival of new species is noted and appropriate action can be taken before significant colonisation occurs.
- 5 Choice of control methods will take into account the potential impacts on habitat and human safety. The department will carry out best practice for all animal pest control operations according to Quality Conservation Management animal pest procedures.

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<sup>7</sup> A regularly updated animal pest schedule can be found on the *Tongariro/Taupō Conservancy Pesticide Summary*, which includes Tongariro National Park. It is on the Department of Conservation website: [www.doc.govt.nz](http://www.doc.govt.nz), or can be obtained from any Department of Conservation office in the conservancy.

- 6 The department will investigate and support volunteer involvement and community input into animal pest control.
- 7 The effects of control efforts and resulting changes in ecological health will be monitored as an integral part of improving animal pest management.
- 8 Purposeful liaison and co-operation will be maintained with agencies and landowners responsible for animal pest control on land within and adjacent to the park.
- 9 The department will advocate, through public awareness and statutory processes, to stop the spread of animal pests within the region.
- 10 The department will work with regional authorities, through the provision of regional pest management strategies, to achieve more effective control of animal pests.
- 11 Domestic animals will not be permitted in the park, with the exceptions of policies 12, 13 and 14 below.
- 12 The following dogs are allowed in the park (no permit required):
  - guide dogs for the visually impaired;
  - guide dogs for the hearing impaired;
  - companion dogs specifically certified for these purposes;
  - dogs engaged in law and order duties; and
  - specially-trained dogs required for search and rescue or approved scientific purposes.
- 13 Permits may be issued for dogs engaged in approved animal control or species recovery operations.
- 14 Permits may be issued for the use of pig hunting dogs in areas where pigs are having an adverse impact on natural values. Such permits will be issued for a specific appropriate time period.
- 15 Pig hunting dogs taken into the park must be clearly and permanently marked.
- 16 Where dogs are permitted in the park they will normally be kennelled outside the park and will be allowed in the park only while working.
- 17 No releases of introduced fish will be permitted within the park.
- 18 Horses will not be permitted within the park.
- 19 The placement and operation of hives for honey bees will not be permitted within the park.

## 4.1.9 Historic Resources

### Ngā Taonga o Mua

Tongariro National Park has significant historical and cultural landscape. The historical and cultural landscape comprises many features associated with different layers of human activity. Various parts of this landscape are protected by the provisions of the National Parks Act 1980, the Historic Places Act 1993, and the Antiquities Act 1975.

The National Parks Act 1980 requires that sites and objects of archaeological and historic interest shall as far as possible be preserved and the Antiquities Act 1975 requires the protection and registration of artefacts.

The Historic Places Act 1993 promotes the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand. The Historic Places Act 1993 also provides for the protection of archaeological sites. For further information, see *Appendix 1 – Legislative Context*.

Within the park historic resources may include Māori-related sites, including middens and pits, and sites associated with pre-1900 historical activity, such as tracks, roads, and hut sites. The traditional Māori sites within the park provide a link between Māori spiritual values and park management. Consultation with Ngāti Tūwharetoa and Ngāti Rangī and their respective hapū will be ongoing. Also refer to sections *2.4.2 Cultural Heritage* and *2.4.3 Park Heritage*.

The identification of historic sites within the park and consultation with the New Zealand Historic Places Trust in relation to historic resources management is essential. A number of features within the park have been registered by the New Zealand Historic Places Trust as Category I Historic Places, in recognition of their special or outstanding historical and cultural significance.

Further sections relating to the specific history of the ski areas are *5.1.1.1 History*, *5.1.2.1 History*, *5.1.3.1 History* as well as Whakapapa Village in sections *6.2 History* and *6.5.6 Historic Buildings*.

A number of protected historic places and sites require ongoing management in order to provide for the retention and protection of historic attributes.



**Actively managed historic resources** (see *Map 4 Actively Managed Historic Resources*):

- Waihohonu Hut. Built in 1903/04. The park's oldest surviving building;
- Hapuawhenua Railway Viaduct. Important link in the North Island Main Trunk Railway Line. Built in 1907/08 and made redundant during realignment in the 1980s;
- Tongariro Farm, Mangamate. Old farm site and farming relics dating from 1908 to 1918;
- Chateau Tongariro, Whakapapa Village (owned by KAH Ltd). Built to facilitate tourism and use of the park in 1929;
- Fergusson's Cottage, Whakapapa Village (owned by KAH Ltd);
- Glacier Hut on Hut Flat (owned by the Ruapehu Ski Club). Built in 1923. The first hut purpose-built to facilitate skiing;
- Old Coach Road – Ohakune to Horopito.

**Protected and identified historic resources (passively managed resources):**

- Site of the Haunted Whare on State Highway 48. Hut built in 1880 and destroyed in 1944;
- Taonui Railway Viaduct. Important link in the North Island Main Trunk Railway Line. Built in 1907/08 and made redundant during realignment in the 1980s;
- Stanton memorial plaque erected on a large rock on a bluff at the head of the Whakapapa Valley. Commemorates the death of a young trapper in 1931;
- Park centennial commemorative plaque at the Whakapapa Visitor Centre;
- Mangaiti Hut, the second-oldest tramping hut in the park. Built in 1940. Belongs to Tongariro Tramping Club. Located near the Ohakune Mountain Road;
- Old Blyth Track, Ohakune. Main bridle track to Blyth Hut prior to the construction of the Ohakune Mountain Road;
- Ketetahi Bridle Track. Old track to Ketetahi Hut and springs;
- Waihohonu Track. Old coach road into Waihohonu Hut from the Desert Road;
- Hinemihi's Track. Pre-European Māori trail;
- Makatote and other logging tramlines and associated forestry relics on the south-western and northern margins of the park;
- Old Mangtepopo Hut site;
- Old Ketetahi Hut site;
- Old Salt Hut site;
- Airstrip, Whakapapa Village;
- Farm, Whakapapa Village;



- Hydroelectric power scheme, Whakapapa Village;
- Old ski area, Whakapapa;
- Tearooms site, Desert Road;
- Hollis or Holls cairn, true right bank of Mangaturuturu Stream;
- Glacier Hut Salt Memorial and Flagpole;
- Club lodges, Whakapapa Ski Area. These lodges are recognised not so much for historic integrity of structures but for the significant role they have played in the provision of recreation opportunities for a large number of New Zealanders, through a time when access was difficult and development of the park was occurring to provide for full public use.

### **Objectives**

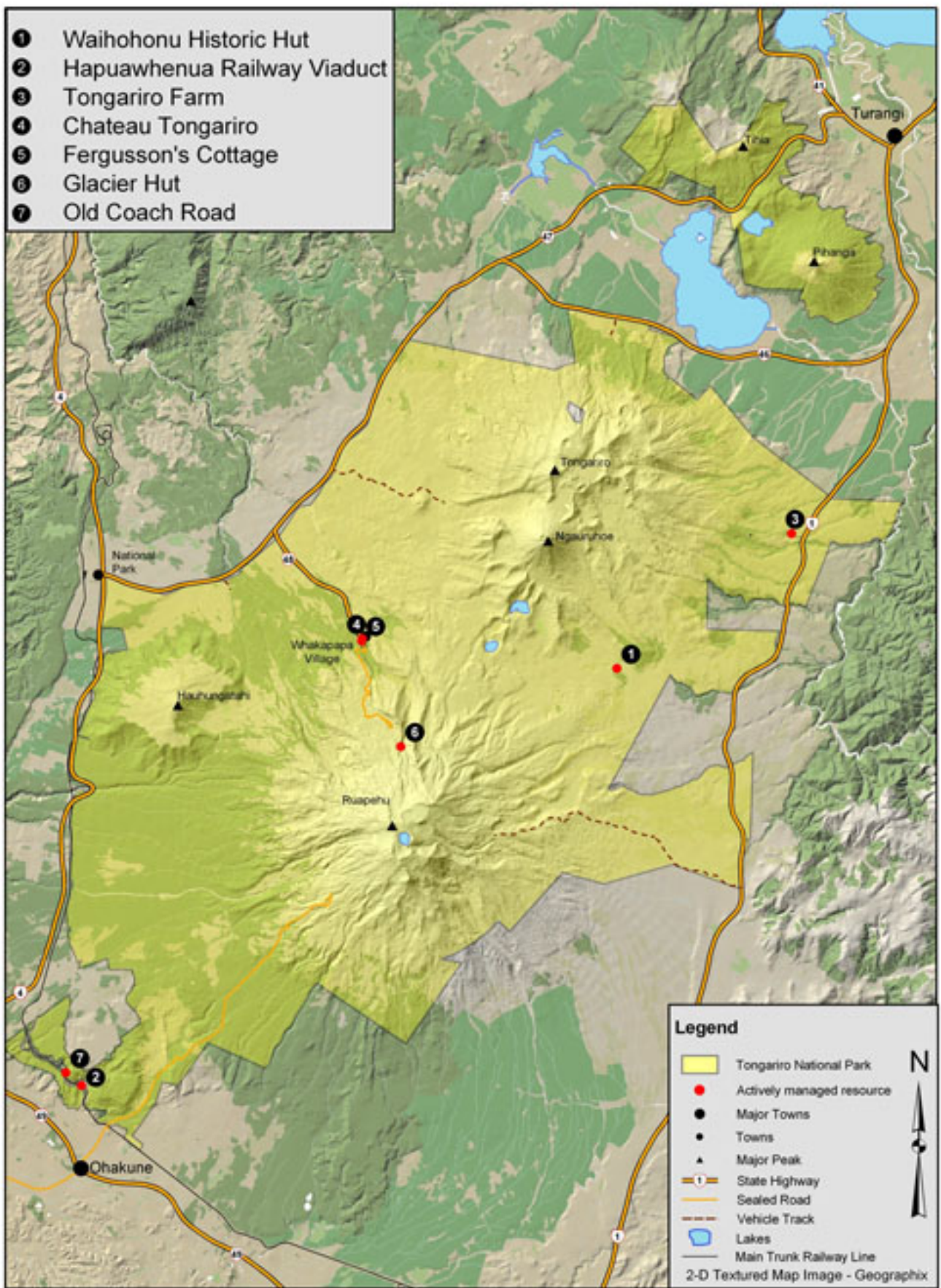
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|---|--|
| a | To identify, recognise and protect Tongariro National Park's historical and cultural heritage, landscape features, and historic resources.                             |
| b | To provide for public appreciation and use where this is compatible with preservation of historic resources.   |
| c | To acknowledge not-yet-inventoried historic resources with a view to ongoing awareness and preservation.   |
| d | To acknowledge the cultural, spiritual, historical, and traditional association of tāngata whenua with their wāhi tapu, wāhi taonga, and other places of significance. |

### **Policies**

- 1 Active measures will be undertaken to ensure that features of historical and archaeological interest and importance are maintained as far as possible and do not deteriorate any faster than is occurring naturally.
- 2 Places of historical and archaeological interest and importance will be identified and recorded by the department and, where appropriate, registered by the New Zealand Historic Places Trust.
- 3 The management of registered historic places and actively managed historic resources will, in consultation with the New Zealand Historic Places Trust, include:
  - compiling a detailed historical record and ensuring custodianship of the resulting archives and artefacts;

- preparing and implementing a conservation plan which will include interpretation and, where appropriate, active public use. In the case of sites like Waihohonu Hut this might include limited use by the public, or camping in the vicinity; and
  - preparing, implementing, and resourcing a long-term maintenance plan to ensure that conservation objectives are realised.
- 4 All historical buildings and structures will be assessed, in accordance with the Historic Places Act 1993 criteria, for their historical significance, prior to any management action which might threaten their values. Assessment of historical significance will include appropriate consultation with tāngata whenua.
  - 5 Modification of any historic place will be subject to the modification approval procedure as outlined in the *Tongariro/Taupō Conservancy Historic Strategy 2000*.
  - 6 Liaison and co-operation will be maintained with the New Zealand Historic Places Trust.
  - 7 The department will consult with tāngata whenua on matters affecting Māori historic sites. Information may be the intellectual property of tāngata whenua.
  - 8 The department will increase public awareness and appreciation of archaeological and historical sites and their importance to New Zealand's heritage through appropriate restoration and interpretation provisions.

# Map 4 Actively Managed Historic Resources





#### 4.1.10 Local Authorities

##### **Ngā Roopū Whakahaere ā rohe, ā takiwā rānei**

Local authorities incorporate both regional councils and territorial authorities and in relation to the park include Ruapehu District Council, Taupō District Council, Horizons Regional Council and Environment Waikato. Their boundaries are shown on *Map 5 Local Authorities and DOC Area Boundaries*.

The preservation of the park relies as much on the co-operation, protection, and recognition it receives from local authorities as the protection and recognition it receives from statute and this plan. Protection of park values also depends, to a large degree, on the use of adjoining land and resources.

There is an ongoing need to achieve integration of park planning with regional and district resource management. To achieve this, there must be a continuing exchange of knowledge, aspirations, and proposals with local authorities. Likewise, the values peculiar to the park must be recognised and protected in the planning proposals and schemes of those agencies.

#### **Objective**

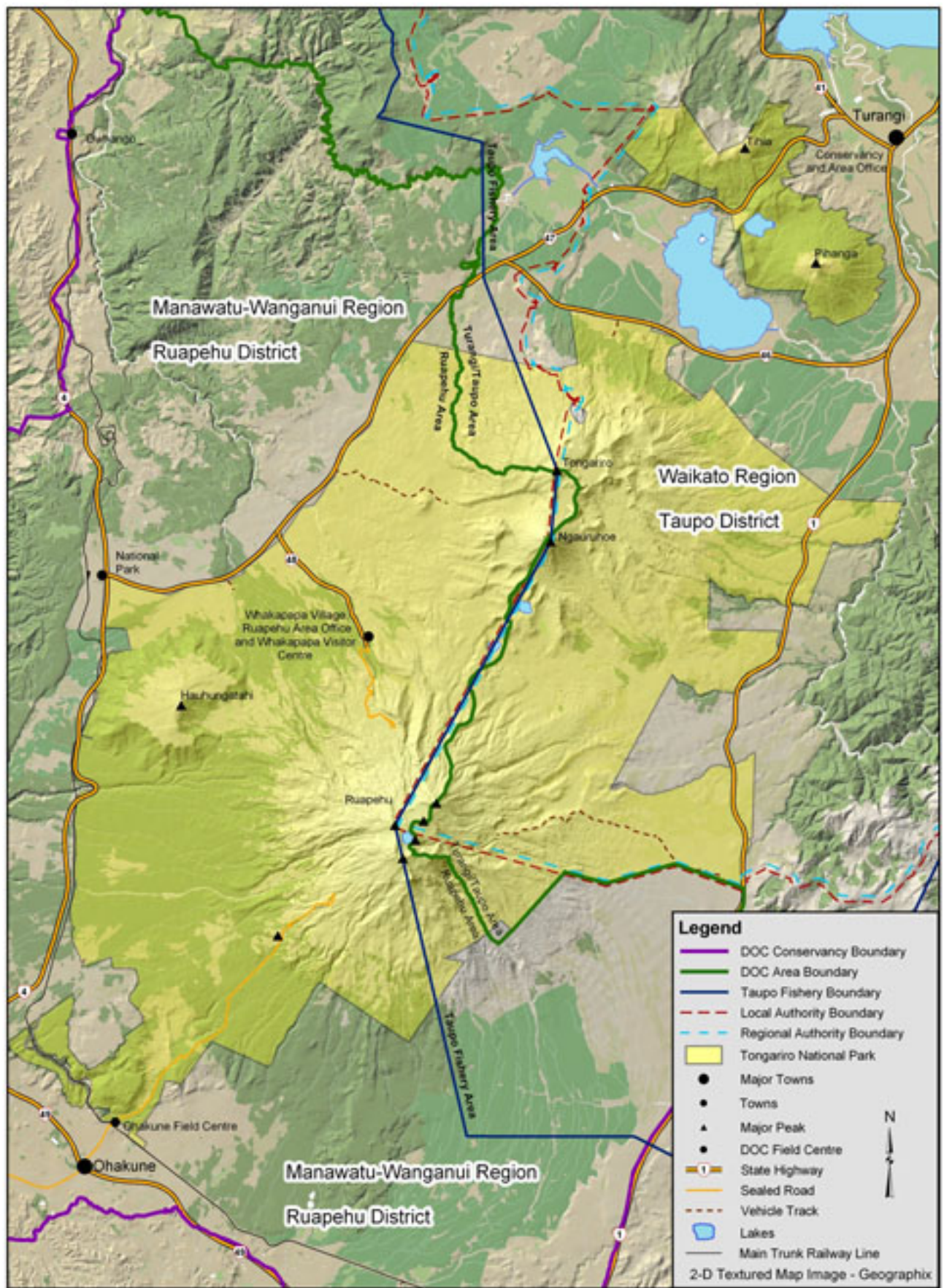
- a To acknowledge and protect the values of Tongariro National Park through strong relationships with local authorities.

#### **Policies**

- 1 The department will maintain close contact on regional and district planning matters with adjoining local authorities in order to advocate for the preservation of the park. It will also liaise with other Government departments on issues involving the Crown.
- 2 Continuous exchange of information and views will be sought through consultation and participation in statutory planning processes.
- 3 The department will advocate that use of land adjacent to the park is compatible with maintaining a buffer zone around the park. Local authorities will be asked to ensure that use activities not compatible with national park philosophy are provided for in locations well beyond park boundaries.
- 4 Through statutory planning procedures, the department will oppose subdivision of land on park boundaries for urban, tourism or holiday home use, unless this is within established townships or is undertaken through a comprehensive development which ensures that park values are protected.
- 5 The department will support forestry and agri-forestry initiatives on its boundaries which are undertaken consistent with certification programmes through agencies such as the Forest Stewardship Council; the impacts of these activities are minor.



Map 5 Local Authorities and DOC Area Boundaries







#### 4.1.11 Community Relations Ngā Hongonga Hapori

The department is responsible for the management of the park. In undertaking this task the department is required to provide for public input into certain statutory processes and must also give effect to the principles of the Treaty of Waitangi. Many individuals and agencies have a direct or indirect role or interest in how the management of the park is undertaken.

When preparing and reviewing management plans for national parks, opportunities are provided for members of the public to contribute. Similar opportunities also exist for investigations of proposals to add to or establish new parks or when general policy to guide management of parks is being developed. The public also have input into the preparation and review of conservation management strategies and the concession application process.

However, community interest in park management tends to be much wider than the limited formal opportunities afforded by statute. Therefore provision is made in this plan and in the *Tongariro/Taupō Conservation Management Strategy* for ongoing community involvement over and above that required by statute.

Groups with whom the department interacts include:

- tāngata whenua;
- statutory agencies which have a legislatively-defined role in relation to the park or the department; and
- community groups or individuals interested in the park generally, whose relationship with the department or the park is not defined by statute.

#### **Tāngata Whenua**

When managing and administering the park, the department must give effect to the principles of the Treaty of Waitangi. The need to give recognition to the Treaty partner and mana whenua status of tāngata whenua and to make decisions on an informed basis, which includes consultation, have been reflected in policies throughout this plan and the park's management philosophy.

Tāngata whenua are living on the boundaries of, or on privately-owned enclaves surrounded by, the park and retain knowledge important for management of the park. They use the park for recreational deer and pig hunting. The park contains plants that may be collected for cultural purposes.

Also refer to sections *4.1.1 Treaty of Waitangi* and *4.1.2 He Kaupapa Rangatira*.

## **Statutory Agencies**

The department has a formal relationship with statutory agencies such as local authorities (*see 4.1.10 Local Authorities*), New Zealand Police, New Zealand Fire Service, Ministry of Transport (Civil Aviation Authority), Transit New Zealand, Fish and Game New Zealand, the New Zealand Conservation Authority, and the Tongariro/Taupō Conservation Board. Each of these agencies has responsibilities that fall within the boundaries of the national park. The interaction between the department and these and other agencies is usually focused on specific issues where each party generally has a clearly defined role.

Under the National Parks Act 1980, the Tongariro/Taupō Conservation Board has a statutory role in the development of this plan. The New Zealand Conservation Authority has the role of approving this plan.

## **Community Groups or Individuals**

Community members or groups include those who live within the vicinity of, or work or recreate in, the park, or otherwise are interested in or wish to be involved with the management of the park. The community includes conservation and recreation groups and individuals, land management organisations, and volunteer groups. Other members of the community include commercial operations such as power generators, recreation and tourism concessionaires, private enterprise, and education institutions.

Managing parks to provide for public enjoyment assists members of the public to develop an appreciation of the work, values, and issues involved with preservation of New Zealand's natural resources and historical and cultural heritage.

For a Government department working on behalf of the community, good communication and relations are vital. Community members and *tāngata whenua* assist the department in many ways in the management of the park, including contributing volunteer work or resources through sponsorship and providing advice and guidance on conservation matters. The park is a complex area to administer and community support is important to ensure that compliance with policies and regulations is achieved. Good community relations will also assist the department in gaining community trust and responding, where appropriate, to the aspirations of the community.

Community relations with respect to the park are an ongoing aspect of the department's work and are undertaken as part of a wider conservancy and national initiative to facilitate community involvement in management of public conservation areas, and where possible to incorporate community aspirations into administration of public conservation land. This is reflected in conservation management strategies. Any initiatives undertaken in relation to community relations within the park should be compatible with other community initiatives for public conservation land within the conservancy.

For further information, see *Map 6 Land Tenure Adjoining Tongariro National Park* and *4.1.12 Park Partners*.

### **Objectives**

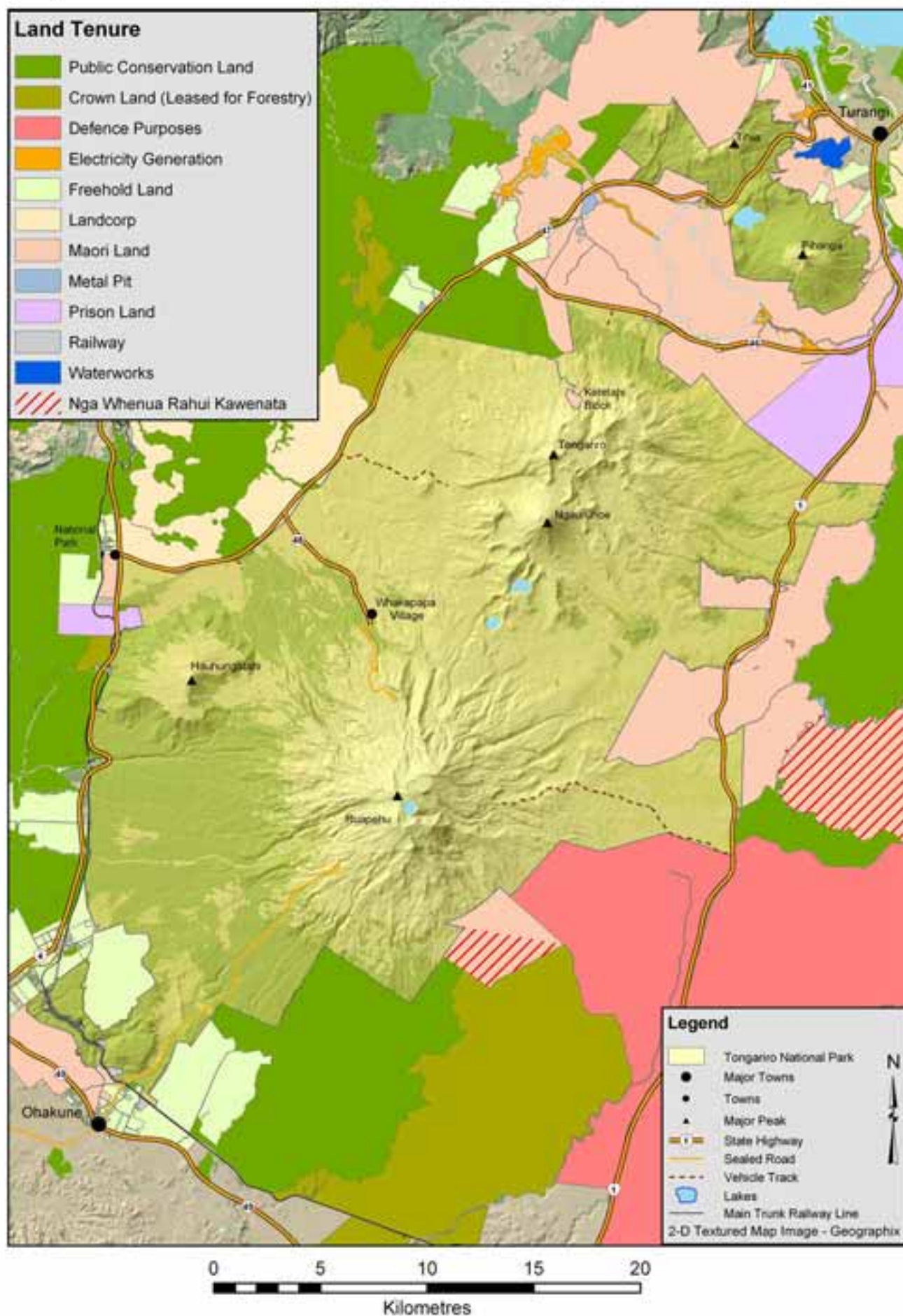
- a To give effect to the principles of the Treaty of Waitangi.
- b To provide for community and tāngata whenua involvement in, and commitment to, the preservation of the natural and historic resources of Tongariro National Park.
- c To ensure effective working relationships are maintained and/or defined within the community resulting in enhanced conservation outcomes and public enjoyment in the management of the park.

### **Policies**

- 1 The department will develop and maintain an ongoing effective working relationship with tāngata whenua when undertaking management of natural and historic resources in the park.
- 2 The department will ensure ongoing communication and consultation with tāngata whenua regarding the management of the park, and have regard to their views in a manner that gives effect to the principles of the Treaty of Waitangi.
- 3 The role of tāngata whenua as kaitiaki of Tongariro National Park will be recognised.
- 4 Effective working relationships with statutory organisations will be established and maintained through communication and co-operation on areas of common interest, to achieve integrated complementary management of natural and physical resources within and adjoining the park.
- 5 Communication and co-operation with the community will be encouraged through information exchange and dialogue on matters related to the management of the park.
- 6 Opportunities for public input will be provided and interested organisations and parties will be consulted on substantive management issues.
- 7 The department will encourage and facilitate community conservation initiatives in the park where these are consistent with departmental conservation management priorities and park management principles.



Map 6 Land Tenure Adjoining Tongariro National Park





## 4.1.12 Park Partners

### Ngā Hoa Kaipakihi o te Papa Rēhia

The department has entered into agreement with a range of park partners over time to produce outcomes unattainable through traditional management. These have included development of publications, removal of major animal and plant pest species, large monitoring and research programmes, fundraising for visitor centres, historic resource protection, and the introduction of conservation-minded people into park management.

A significant park partner is the Tongariro Natural History Society. This organisation has the role of promoting wider understanding of the park through funding and through undertaking and assisting with research, publications, and information. The department has a formal agreement to ensure this partnership is appropriately managed and resourced.

A range of groups including Federated Mountain Clubs, the Royal New Zealand Forest and Bird Protection Society, and the Ruapehu Mountain Clubs Association have taken significant active and/or advisory roles in the management of the park's resources over time. A large number of other societies and individuals, non-Government organisations, clubs, research institutions, and universities, play an active ongoing role in park management. There is an extensive and popular volunteer programme within the park, ranging from hut management through to plant pest control programmes which have been running, in places, for 40 years. For further information, see *Appendix 5 – Park Partners*.

#### Objectives

- a To protect values of Tongariro National Park through a close affiliation between park partners and the department.
- b To provide the public with opportunities to contribute to the preservation of the park.

#### Policies

- 1 The department will support park partners, as resources permit, where proposals have direct benefits to conservation values.
- 2 The department may assist park partners to undertake agreed projects.
- 3 The department will approach projects with park partners in a strategic manner, to secure outcomes consistent with this plan.
- 4 The department will meet with park partners once each year to review outcomes.
- 5 The department will document agreements with park partners.

### 4.1.13 Park Interpretation and Public Information

In raising conservation awareness through park interpretation and public information, the department seeks to enhance visitor experiences, minimise visitor impacts, broaden the understanding of management initiatives in the park, and build relationships with the community. Park interpretation can enhance the enjoyment of visitors by promoting a wider and more informed perspective on the park. Interpretation and public information should raise the public understanding of the natural values and historical and cultural heritage of the park. Providing advice through brochures and on-site information encourages visitors to conduct themselves in a manner which avoids or minimises impacts on the environment. Public information should encourage appropriate and sensitive use of the park environment. It also plays a role in identifying hazards and promoting safety.

The department's public awareness role is outlined in the *Conservation with Communities Strategy*. Park interpretation and public information should be undertaken in a manner consistent with this national strategy and with any conservancy priorities.

The Whakapapa Visitor Centre is an important forum for the provision of park information and interpretation (see 6.5.2 *Visitor Centre*). Information and interpretation are also available at the Ohakune Ranger Station and at district council information centres.

The three main methods of furthering public awareness of the park are interpretation programmes, use of the media, and specialist centres such as the Whakapapa Visitor Centre.

Interpretation is an essential management tool used to introduce, orientate, educate, and develop enthusiasm in visitors for the natural resources around them. It identifies opportunities and enhances the visitors' experience of the park. A better understanding of the park, its values and resources engenders respect and a greater commitment to preservation.

The park handbook (*The Restless Land*), the Tongariro National Park map and other specialist publications, seasonal talks, and guided trips provide visitors with an extensive range of references and experiences. Current interpretive facilities and services consist principally of displays, exhibits, and written or verbal information from Whakapapa Visitor Centre, Ohakune Ranger Station, and the conservancy office in Tūrangi.

The Internet is a growing source of information about the park. This tool is a valuable resource for education providers. The Department of Conservation's website address is [www.doc.govt.nz](http://www.doc.govt.nz).

The department's *Conservation with Communities Strategy* and its associated action plans will guide identification of the main interpretive themes and the degree and location of interpretive facilities and services.



The department has in place an extensive schools programme. This is delivered through resource kits and professional development linked to the school curriculum, visitor centre facilities, and staff liaison with schools. This programme acknowledges the importance of communicating to young people the role they will have in future conservation management. The department will continue to work with education groups to ensure their visits do not adversely impact on the environment or the experience of other users.

Seasonal hut wardens on the Tongariro Northern Circuit are important for interpreting the recreational, natural, and cultural values of the park and for providing safety information to visitors.

The media have an ongoing interest in the park and will be encouraged to portray important conservation messages.

The department will work with tāngata whenua to ensure that interpretation and public information reflects cultural values appropriately.

#### **Objective**

- |   |   |
|---|---|
| a | To increase visitor appreciation of Tongariro National Park values through effective park interpretation and information. |
|---|---|

#### **Policies**

- 1 The *Conservation with Communities Strategy* and its associated action plans will guide public awareness and interpretation.
- 2 The Whakapapa Visitor Centre and the Ohakune Ranger Station will continue to be the main sites for raising visitor awareness.
- 3 The department will ensure that quality interpretation is readily available through its website, the park handbook, and other publications. Where appropriate this interpretation will be provided in association with other interested parties.
- 4 The department will consult with iwi to ensure that interpretation and information reflects cultural values appropriately.
- 5 The department will train hut wardens in park interpretation and the provision of high-quality information to visitors.
- 6 The department will continue to operate a summer programme for park visitors.
- 7 The department will continue to develop broad-based education and seminar programmes with its park associates.

- 8 The department will continue to assist education groups with the provision of educational and interpretive resources and will ensure that this information includes the need to reduce environmental and social impacts resulting from visits to the park.
- 9 Communication and co-operation with the community will be encouraged through information exchange and dialogue on matters related to the management of the park.
- 10 Tongariro National Park, as New Zealand's first national park, will take a leadership role in bringing national park values and philosophies to future generations. In partnership with its park partners, these activities will help the park maintain a connection with public parks and public open spaces throughout New Zealand.
- 11 The department will encourage the media to reflect the special natural values and historical and cultural heritage of the park.

#### **4.1.14 Natural Hazards Ngā Mōrea Tūturu**

The Resource Management Act 1991 defines a natural hazard as any atmospheric earth- or water-related occurrence producing an action which may adversely affect human life, property or other aspects of the environment. The natural hazards within the park include volcanic events, avalanches, erosion, landslides, earthquakes, and flooding.

Although the responsibility for managing natural hazards within the region lies primarily with district and regional councils, the department has a two-fold responsibility. The first is to advise and make visitors aware of the natural hazards they may face while in the park. The second is to protect natural processes by removing or minimising threats. The threats are essentially inappropriate human interaction or infrastructure.

Healthy functioning natural systems, and volcanoes in particular, have dynamic processes which can be destructive in human terms, both on natural environments and human infrastructure. There is a growing view that management of natural places should focus on allowing natural processes to occur while managing the risks that may arise from hazards inherent in them. This means a strong emphasis on managing human visitor use. Iwi, along with a large number of groups with an historical association with the mountains, have consistently expressed the view that interference in functioning natural processes should be the last recourse from a conservation management perspective. It is acknowledged that there are a number of agencies with different, and at times contradictory, hazard management responsibilities.

Many hazards must be acknowledged by park users. These are primarily the common dangers found in all mountain environments. The combination of a harsh and unpredictable climate and rugged and steep terrain makes it essential that users

are well equipped and well informed. Skiers and climbers are at risk from cold, avalanches, rockfalls, and falls on snow, ice, and rock. Most accidents happen to skiers as this group is by far the largest. Trampers are also exposed to cold conditions and hazardous terrain, though the conditions on tramping routes tend to be less severe. River crossings are not a major challenge within the park: the rivers are small and bridges are provided in most cases.

Park managers encourage concessionaires to provide services and facilities which reduce the dangers where possible. Ultimately, the attitude and experience of the individual user is most likely to cause or prevent an accident, except in the case of freak or large-scale events.

### **Objectives**

- a To preserve Tongariro National Park, as far as possible, in its natural state.
- b To advise and make visitors aware of natural hazards where the risks are known.

These objectives are expanded on in the following two sections.

*Note:* Policies relating to management for risks from natural hazards in the park are contained in sections 7, 8.2 and 8.3 of the *General Policy for National Parks 2005*.

#### **4.1.14.1 Volcanic Hazards**

The most obvious natural hazard within the park is volcanic activity and risks from this hazard take two main forms:

- risks from ‘ground hugging’ flows that principally comprise lahars (volcanic mud and debris flows), pyroclastic flows and lateral blasts, landslides and associated floods, and lava flows; and
- risks associated with the transport of materials through the air during eruptions – mainly rocks, fragmented rock matter (ash) and pumice (collectively called tephra), and toxic volcanic gases.

The most significant natural hazard is lahars, which are mudflows or torrents of water and debris emanating primarily from the Crater Lake on Mount Ruapehu. Lahars are frequent and the lower slopes of the mountain are littered with lahar debris. In recent times, a lahar caused the death of 151 people in the Tangiwai disaster of 1953. Partial collapse of the Crater Lake outlet sent a formidable lahar down the Whangaehu River, washing away the railbridge. In 1969 and 1975 eruption lahars caused minor damage to ski areas. These examples, together with the recent 1995 experience, illustrate the potential that exists for further disaster if risks are not managed.

Information on volcanic hazards occurs in specific reports, scientific publications, and maps. Volcanic eruptions and other geological events are monitored and recorded by the Institute of Geological and Nuclear Sciences. During eruptions and

other known periods of high risk, the department provides specific information about the risks and vulnerable areas. The information received is of scientific importance and is vital to enable appropriate action in the event of a sudden eruption. Lahar paths have been mapped and average times between eruptions and lahars are known. The range of ejected rocks in past eruptions is relatively well known. For more information, see *Map 7 Generalised Mount Ruapehu Volcanic Hazards*.

Mount Ruapehu's Crater Lake and its environs comprise a tapu site for tāngata whenua. It is an important cultural site for a large number of tau iwi and mountain users. A number of agencies, including the department, have risk management responsibilities but the cultural considerations for this site are overarching. This was confirmed through the 1996–2002 Crater Lake risk management exercise. This exercise was exhaustive in its consideration of environmental, cultural, scientific, and general economic issues and concluded, with the support of ministers of the Crown and most agencies involved, that the Crater Lake is tapu in terms of intervention.

Lahars and other volcanic hazards are planned for in three ways:

- physical systems which monitor the Crater Lake of Mount Ruapehu and give warning of lahars and other volcanic events;
- information and targeted risk reduction work; and
- warning systems that allow some time for people to be evacuated from the mountain and lahar paths.

The Eruption Detection System and the Eastern Ruapehu Lahar Alarm Warning System (ERLAWS) are operative. The former provides warning of eruption lahars, particularly on Whakapapa Ski Area, and other volcanic hazards. The latter provides warning of lahars down Whangaehu Valley and on the eastern flanks of the park. The department operates both in conjunction with concessionaires, agencies, and communities. For more information, see *Map 8 Mount Ruapehu Lahar Risk Management*.

Target risk reduction includes suitable design and siting of appropriate structures. Ski-lift towers and buildings are located away from known lahar paths. In 2001 the department constructed a bund on the Rangipo Desert to mitigate the potential impacts of a major lahar event. That bund is sacrificial and may require maintenance periodically.

The ski area managers on Mount Ruapehu are required to provide for public safety in their operational plans, which are approved by the department. This is a subject of particular importance: there is always the possibility of unpredictable volcanic events or, simply, of visitors who are not aware of the dangers. Staff training is very important. Also refer to section 5.2.13 *Public Safety*.

Volcanic hazards include the risk of eruptions from Mount Ngauruhoe. This mountain has erupted with considerable localised violence in recent times.

The department's ability to advocate for effective risk management on private land is limited. Input into district and regional plans and involvement in Resource Management Act 1991 processes give opportunities to advocate for the protection of natural resources through avoiding or remedying the effects of natural hazards.

The department acknowledges the role of the Institute of Geological and Nuclear Sciences as the national provider of volcanic monitoring services.

### **Objectives**

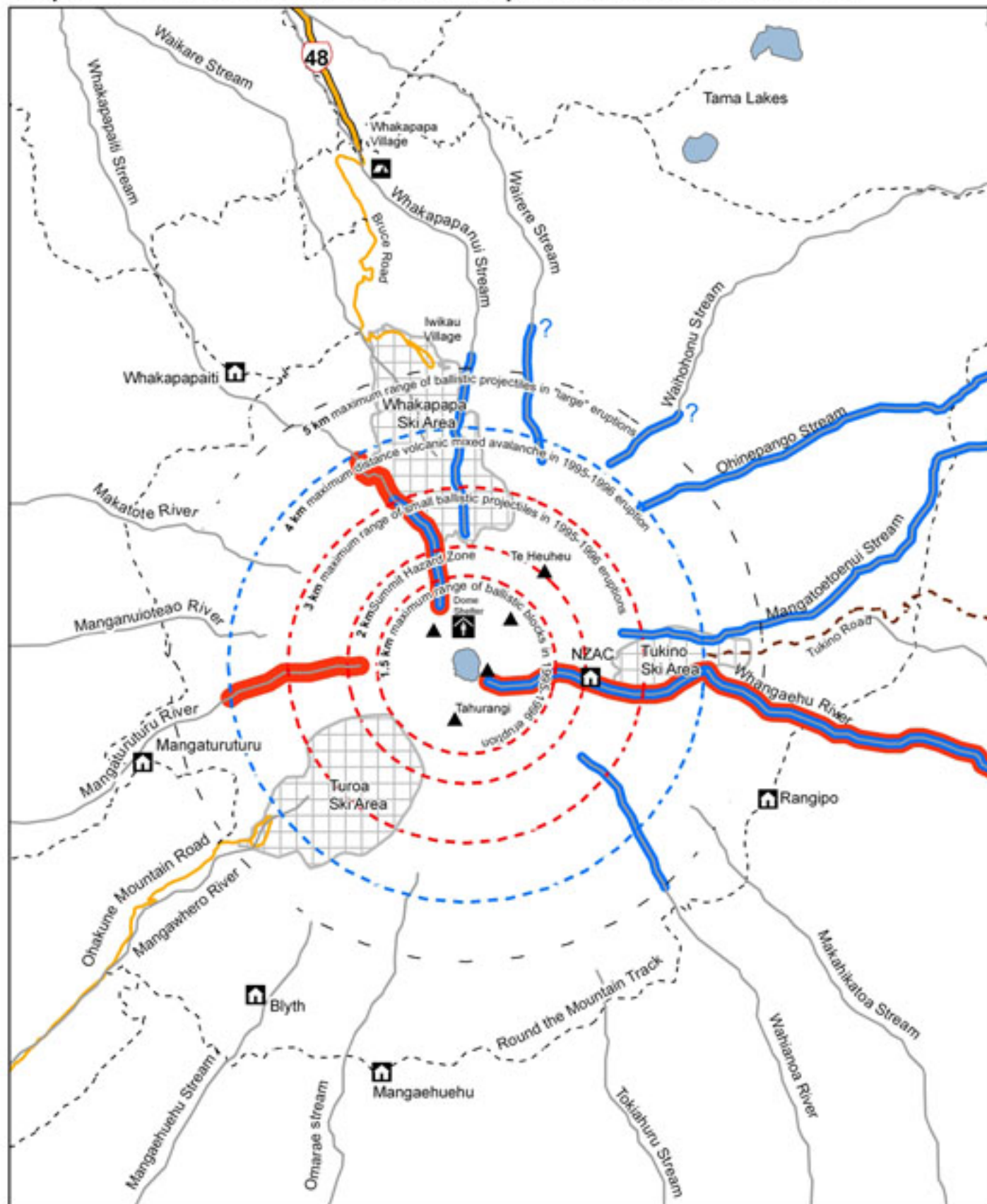
- a To allow natural processes to operate without human interference.
- b To ensure that infrastructure is not located where it is at risk from natural hazards or where physical changes to the environment must be undertaken to mitigate risks to that infrastructure.

### **Policies**

- 1 The Eruption Detection System and the Eastern Ruapehu Lahar Alarm Warning System will be regularly reviewed to ensure that they meet the primary objective of ensuring public safety. The department, together with other agencies, will consider the need to upgrade the systems to higher standards. Concessionaires and agencies who benefit from the systems will contribute to the costs of evaluation and upgrade.
- 2 The department will ensure that the bund on the margins of Whangachu Stream is maintained by the appropriate agency, in order to protect the Tongariro River catchment.
- 3 All ski area concessionaires on Mount Ruapehu will have current safety management plans for volcanic hazards.
- 4 The department will maintain and operate a volcanic warning system and risk management plans to provide for the safety of residents and visitors to Whakapapa and Iwikau villages.
- 5 During volcanic eruptions and lahar alert periods, information will be made available to specific concessionaires and agencies and will be posted at the Whakapapa Visitor Centre and other relevant locations. Warning signs will be erected as they are needed.
- 6 The Institute of Geological and Nuclear Sciences will continue to have access under existing licences and agreements to undertake volcanic monitoring services.



Map 7 Generalised Mount Ruapehu Volcanic Hazards



**Legend**

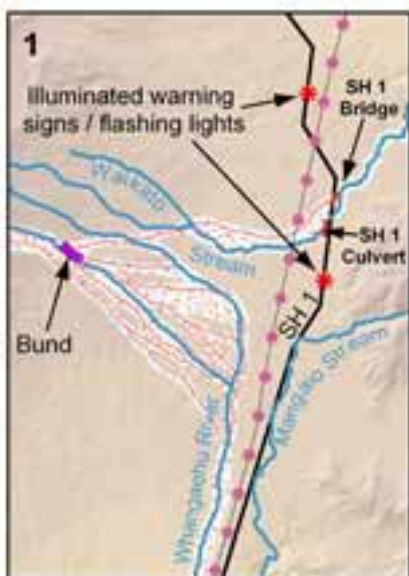
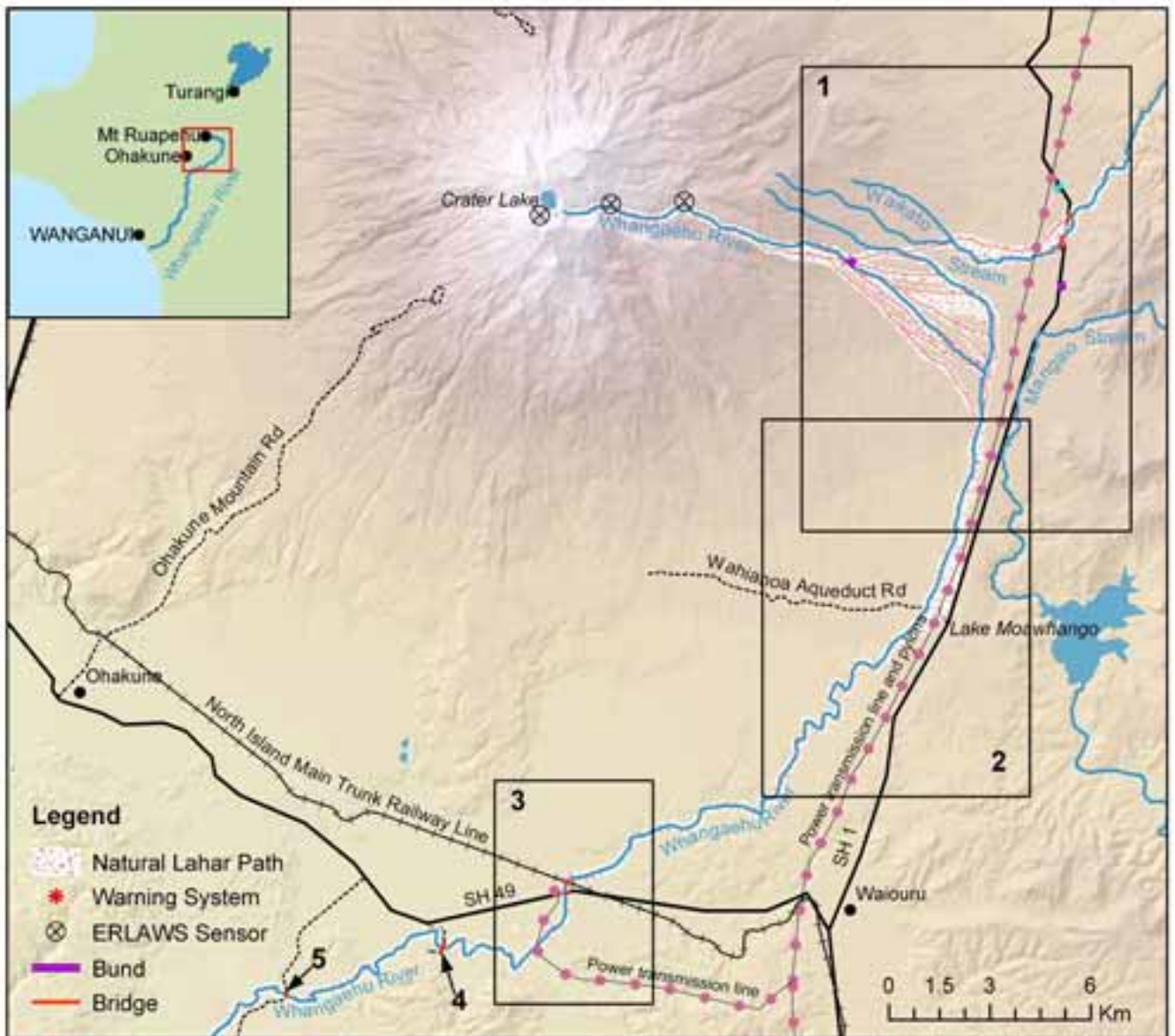
- |   |               |          |            |
|---|---------------|----------|------------|
| Major River, Stream                       | Major Highway | Hut      | Ski Area   |
| Primary Lahar Path (1995-1996 eruption)   | Sealed Road   | Campsite | Lake       |
| Secondary Lahar Path (1995-1996 eruption) | 4WD Track     | Shelter  | Major Peak |
| ? Extent not known                        | Walking Track |          |            |







# Map 8 Mount Ruapehu Lahar Risk Management



**MOUNT RUAPEHU LAHAR RISK MANAGEMENT AT KEY SITES: (1) Tongariro Catchment (2) Transpower pylons (3) Tangiwai (4) Strachans Bridge and (5) Bridge near Tiorangi Marae**

Map produced by:  
 Science, Technology and Information Services  
 Department of Conservation  
 Head Office  
 Department of Conservation  
 Te Papa Atawhai



#### 4.1.14.2 Avalanches/Erosion

The nature of volcanic soils makes them prone to erosion, especially along tracks. High use and insensitive development exacerbate erosion.

Where necessary for public safety and enjoyment, avalanche control will be permitted within ski area boundaries. Avalanche control is permitted outside of ski areas only if avalanche danger poses a direct threat to the safety of users.

##### **Objectives**

- a To ensure that natural erosion processes in Tongariro National Park are not exacerbated or hindered by human actions.
- b To acknowledge avalanche processes in the park advisory programmes and to manage them within and outside ski areas where there is a public safety risk inside the ski area.
- c To consider the safety of visitors in the management of the park.

##### **Policies**

- 1 Park management actions will not accelerate natural avalanche and erosion processes with the exception of avalanche control within ski areas provided for as a condition of ski area licences.
- 2 Facilities will be located so as to minimise the risk of damage or loss (and thus minimise the risk to public safety) resulting from avalanches or erosion.
- 3 Existing facilities vulnerable to avalanche or erosion hazards will be relocated as resources permit. Where no safer alternative exists a facility may be temporarily closed if the conservator believes risks to be unacceptably high.
- 4 All ski area concessionaires on Mount Ruapehu will have current safety management plans for avalanche hazards.
- 5 Avalanche control within and adjoining ski areas is accepted practice where avalanches are a potential threat to ski area users. This programme is managed by ski area concessionaires and will follow specific requirements and procedures set out in the relevant ski area safety plans as approved by the conservator.
- 6 The department will maintain a basic backcountry advisory system for general avalanche conditions.
- 7 Removal of sediment and debris may be permitted in waterways where facilities such as water supplies, buildings, and bridges would be threatened by erosion or flood events.

- 8 Tracks will be progressively upgraded to reduce the effects of erosion and heavy use.
- 9 The department will liaise with local authorities to ensure that natural processes within the park are acknowledged and provided for in statutory documentation.

#### 4.1.14.3 Fire

A history of volcanic and human-induced fire is reflected in the vegetation of Tongariro National Park. The open spaces and low successional vegetation are integral and important aspects of the park's character and ecology.

The department subscribes to the position that naturally-occurring fires have a positive ecological effect in entirely original vegetation zones. But a number of factors make this position difficult to maintain. Significant changes to original vegetation types over time, re-invasion by pest species, major risks to adjacent landowner property and assets, and scientifically unquantified outcomes are some of these factors.

There is provision to undertake burn-off in a controlled environment where there are demonstrated ecological benefits to indigenous biodiversity or where scientific experimentation will advance biodiversity restoration.

Under the Forest and Rural Fires Act 1977, the department has overall responsibility for the control and extinguishing of rural wildfires in the park and within one kilometre of its boundaries (excluding gazetted urban fire districts). The Tongariro/Taupō Conservancy produces an annual *Fire Response and Management Plan* which details fire suppression procedures, command structures, and personnel and equipment available.

##### **Objectives**

- a To extinguish all fires constituting or likely to constitute a hazard to life or property within Tongariro National Park.
- b To advocate to park visitors and adjoining landowners the safe use of fire.
- c To consider allowing fires to burn where the risks to life and property are manageable.
- d To consider prescribed burning where it supports a science and research programme.

## **Policies**

- 1 The lighting of fires in the open is subject to the Forest and Rural Fires Act 1977 and the Tongariro National Park Bylaws 1981. Approved fireplaces will normally form part of an approved building. Visitors will be encouraged to bring their own cooking equipment such as portable camping stoves, cookers, and burners which use fuel brought in from outside the park. Also refer to section 4.3.2.2 *Huts and Camping*, policy 24.
- 2 Public education of park users and co-operation with adjoining landowners is an ongoing commitment. Interpretive information, publicising of bylaws, and contact with park staff will be given priority.
- 3 Through media and education channels, the department will publicise to visitors that the costs of fire-fighting lie with the individuals or groups who start the fire. The need for insurance to cover such an eventuality will be highlighted.
- 4 Prescribed burning may be undertaken where there are demonstrated ecological benefits to indigenous biodiversity or where scientific experimentation will advance biodiversity restoration.
- 5 Fires may be allowed to burn if the Principal Rural Fire Officer considers that the risks to human life and property are manageable, in accordance with predetermined fire plans that should take into account national park values.

### **4.1.15 Mining, Use of Local Material and Geothermal Resources Te Mahi Maina, te Whakamahi Rawa, Rauemi Puia Rānei**

Mining and geothermal exploitation are incompatible with national park values and principles.

The Crown Minerals Act 1991 specifically provides a procedure for the granting of mining privileges in national parks. The Minister is not able to accept applications for access arrangements for mining activities in the park, except with respect to matters relevant in section 61(1A) of the Crown Minerals Act 1991. It is unlikely that any mining activity would be compatible with park values.

The National Parks Act 1980 recognises that on occasions it may be advantageous to allow collection of gravel and stone in the park for use in private, club or departmental accommodation or park administration buildings. For example, gravel or stone from the park may be used in the facings of buildings in order to complement the natural landscape. It may also be appropriate on a case by case basis to consider the use of local material recovered from slip faces or erosion scars in track work. This avoids the need to import foreign material with associated risks, including plant pest importation and the change in character that occurs with the use of materials like tunnel spoil.

The Ketetahi geothermal area is not within the park but exploitation of geothermal resources at this site might affect areas within the park.

### **Objectives**

- a To ensure that mining does not take place within Tongariro National Park in conflict with the legislation, the philosophies contained in this document, and commitments made to UNESCO in relation to the World Heritage status of the park.
- b To take rock and facing material for specific building projects within the park only where this provides an overall benefit in natural character.
- c To ensure that local material used for management purposes has an overall benefit for the park's natural character.

### **Policies**

- 1 Applications under the Crown Minerals Act 1991 to mine within the park cannot be accepted, with the exception of those activities identified in section 61(1A) of the Crown Minerals Act 1991.
- 2 Where a mining, prospecting or exploration licence is granted in the park, strict controls to protect the natural environment and public use of the park should be sought and will be consistent with section 61(1A) of the Crown Minerals Act 1991.
- 3 The Minister may grant consent, under section 50(2) of the National Parks Act 1980, for the collection and use of stone, gravel or similar substances in approved buildings and their associated access. Where consent is granted under this provision, collection should be on an occasional basis only, be from sites isolated from public use, and be from sites free of introduced plants. The effects of vehicle access will be considered when assessing the potential environmental impact of a proposal.
- 4 Where gravel, shingle, stone or other material is to be collected and removed for purposes of state highways a concession under the National Parks Act 1980 will be required. Collection will be subject to the same criteria as collection of minerals for building purposes (see 3 above). An environmental impact assessment will be required for anything more than minor metal extraction.
- 5 The winning of material for construction or maintenance purposes within the park will not be approved other than for the department's management purposes where alternatives do not provide a better solution.
- 6 The use of material from inside the park for construction purposes (particularly surface finishing) will be preferred where environmental benefits can be demonstrated.

- 7 The use of material from an approved cut operation will be considered for a fill project where both projects have been approved prior to the work beginning on either project.
- 8 As with mining privilege applications, the Tongariro/Taupō Conservation Board and the department will oppose any application for resource consent to use geothermal resources within and adjoining the park for commercial or private use, where such use will have a detrimental effect on park values.
- 9 The Tongariro/Taupō Conservation Board and the department will oppose any application for resource consent to use geothermal resources outside the park where that use will affect geothermal resources within the park.

#### **4.1.16 Works Approvals**

##### **Ngā Whakaritenga Mahi a te Tari/Kaupapa Whakahaere**

All works undertaken within the park, beyond basic maintenance, require approval by the department as land administrator (a ‘works approval’). The intention of that approval is to allow the department to consider works at a broad strategic level, to consider their cumulative effects over time, and to consider the specific effects of the proposal in relation to the values of the park. The provisions of this plan are relevant in all approvals given.

Works approvals are generally issued for concessionaires who, while operating within the conditions of their lease, licence, permit or easement, are seeking to undertake works that may affect the park’s natural resources, historical and cultural heritage, and/or other people’s benefit, use and enjoyment of the park.

Also refer to sections *4.3.2.3 Buildings, Structures and Utility Services*, *4.4.2.3 Club Accommodation*, *4.4.3.3 Communication*, *4.4.3.4 Electrical Transmission and Reticulation, Generators and Hydroelectric Development* and all sections relating to the ski areas in *5.2 Ski Area Policies* and Whakapapa Village in *6.5 Policies*.

Works approvals run across a continuum. They could be for a ski area summer construction programme with a number of minor works through to major lift construction projects or for redevelopment of accommodation within Whakapapa Village. The level of attention given to both the approval process and work that may follow it is in scale with that work. The discretion to decline an application remains with the department. Equally, the department may set a number of standard or special conditions at its discretion.

The department encourages applicants to consult from the earliest stages of their proposals to create a system which provides certainty to all parties.

Under section 4(3) of the Resource Management Act 1991 the department is exempt from the need to obtain a resource consent for land use from local authorities wherever required by a rule in the relevant local authority’s district or regional plan, provided that the works are consistent with the *Tongariro/Taupō Conservation*

*Management Strategy* and this plan and that works do not have a significant effect beyond the park's boundary. This exemption does not apply to concessionaires.

### **Objective**

- a To ensure that projects undertaken within Tongariro National Park as a result of agreed works approvals do not adversely affect national park values and are undertaken in a controlled and monitored manner.

### **Policies**

- 1 Any works approval will be subject to the following policies and any general or specific conditions imposed on that approval.
- 2 Works approval applications should be formally received by the department in a completed state to allow for the processing timeframes identified at 4 and 5, below. Each application will identify detailed project planning which reflects seasonal weather impacts.
- 3 Works approval applications will be classified as minor or major at the discretion of the conservator. Works approval applications that meet any of the following criteria should be classified as major:
  - the proposed works have adverse effects, including cumulative effects, on the park's values, natural resources or historical and cultural heritage;
  - the proposed works have an adverse effect on people's benefit, use and enjoyment of, and access to, the park;
  - the proposed works have an adverse effect on the existing recreational opportunities in the area;
  - the application is for any major and permanent infrastructure over 100 m<sup>2</sup>;
  - the application is for infrastructure changes increasing the scale of the existing operation by more than ten per cent;
  - the application could not be considered as routine or regular maintenance or as a minor upgrade where there is no discernable increase in intensity or scale;
  - there is likely to be significant public or tāngata whenua interest which cannot be satisfied except via public notification; and
  - the application for new infrastructure development or work is outside the amenities area boundary and could not be considered routine maintenance.
- 4 The department will process major works approval applications within a period of 40 working days, subject to 6, 9 and 10 below.



- 5 Minor applications will be processed within a period of 20 working days, subjected to 6, 9 and 10 below.
- 6 Where applications for works approval are incomplete the department may request further information. The processing timeframes in 4 and 5 above will be suspended until the receipt of that further information.
- 7 Applications for works approval will be in scale with the work to be undertaken and will include assessments by appropriately-qualified experts in areas such as landscape design, planning, and engineering. This material will accompany the formal application.
- 8 The conservator's decision as to whether an application is a major or minor work will follow informal consultation initiated by the concessionaire prior to lodging a formal application.
- 9 Major development proposals requiring the preparation of a detailed environmental impact assessment will be subject to public notification and comment. The processing timeframes in 4 and 5 above will be suspended until completion of any public consultation process.
- 10 For any major works approval applications the department may require that the applicant consult iwi and other stakeholders. The department will advise the applicant of this requirement at the earliest possible stage. The processing timeframes in 4 and 5 above will be suspended until completion of this consultation.
- 11 The consideration and processing of further major works approval applications will take into account the completion of existing works programmes, the standard of work and oversight of the project, and may result in a hold on processing further applications until existing agreed work programmes are completed.
- 12 The adverse effects of any works undertaken within a works approval given will be mitigated in the construction cycle and season in which the work is undertaken, with the exception of continuing works where there is ongoing restoration.
- 13 Any restoration required at the completion of a principal part of the project will be identified in a restoration plan to be submitted with the application for the works approval. The restoration plan will be approved as part of the overall works approval sought.
- 14 Where an applicant clearly identifies an environmental benefit in delaying installation of infrastructure by transporting materials over snow, this will be considered in the initial application. The application will provide an assurance that there will be no contact with and disturbance of terrain or vegetation.

- 15 Where major capital works are undertaken it is expected that, following the completion of those works, there will be no requirement for vehicle access or ground disturbance, with the exception of the use of established tracks and where access is necessary for agreed restoration works. This requires the applicant to consider all works which might impact on a site.
- 16 Works approvals will be monitored at the conservator's discretion, at the cost of the concessionaire, against the conditions of approval for the project. The monitoring agent will have the delegation to enforce conditions on any approval, including stop work orders.
- 17 The department may institute environmental audits of work programmes against the initial objectives for work.
- 18 The department will target one hundred per cent compliance with resource consent conditions where consents are sought and obtained.
- 19 To protect park values from incremental development, the department may set absolute limits beyond which no further works or terrain modifications will be approved.

#### **4.1.17 Waste, Discharges, Contaminants and Noise Ngā Para, Rukenga, Paruparu me te Turituri rānei**

Deterioration in air and water quality, increasing noise levels, and impacts on the visual environment seriously diminish the natural values of a national park.

Although air and water quality are high at present, there is potential for deterioration as pressure for development in the park increases. Where there are concentrations of development, pollution control will be an important issue.

Water quality and quantity play an important role in maintaining natural ecosystems in the park (refer to section 4.1.4 *Water*). Streams and rivers are susceptible to pollution from sewage, grey water, fuel, and oil spills.



One of the experiences which visitors enjoy in the park is solitude. Noise, whether from aircraft, machinery or vehicles, detracts from this experience. Low-flying aircraft have a potentially serious effect on natural quiet. The Civil Aviation Authority has a designation over the airspace above Mt Ruapehu that prohibits overflying by military aircraft but violations do occur.

Also refer to sections 4.3.3.4 *Military Use* and 4.4.2.6 *Aircraft*.

Visitors do not want to ‘see’ industry or hear machinery in the park with its noise, discharges of diesel, smoke, and associated risks. In locations such as Whakapapa Village, essential activities will be permitted. Construction and fabrication yards, heavy maintenance and large storage areas must be located outside the park. The noise of snowmaking operations in the ski areas could potentially have an adverse impact on club accommodation visitors.

All rubbish disposal is outside of the park at approved landfills. The department has waste minimisation and recycling schemes for Whakapapa and Iwikau villages in place, in order to work towards the philosophy of zero waste generation within the park.

Bylaw 4 of the Tongariro National Park Bylaws 1981 makes it an offence to dispose of refuse anywhere in the park except for in bins provided for refuse disposal. Bylaw 3 of the Tongariro National Park Bylaws 1981 prohibits wilful or careless pollution or contamination of park waters.

The department promotes the ‘pack-it-in, pack-it-out’ ethic, which requires visitors to carry out their own refuse. For environmental, cultural, health, and aesthetic reasons the department extends the ‘pack-it-in, pack-it-out’ ethic to bodily human waste. This is particularly important in sensitive areas such as the alpine environment of the pristine areas, where climatic and soil conditions greatly reduce organic breakdown of waste, and areas adjacent to, or draining into, waterways.

A plethora of old cables and wires runs over and between parts of Mounts Ruapehu and Ngauruhoe. These were used during early research and volcanic monitoring studies. This littering affects the natural values of the park.

The noise from snowmaking operations may adversely affect the experience of visitors to ski clubs. For this reason, the applicant seeking to carry out snowmaking operations is required to consult with adjacent club licence holders (also refer to section 5.2.8 *Water Uses and Snowmaking*).

### **Objectives**

- a To protect Tongariro National Park and its environs in their natural state.
- b To protect the park by providing for natural quiet as a core element of the visitor experience.
- c To minimise the waste generated within the park, in line with the strategic approach of local authorities.

### **Policies**

- 1 All effluent in Whakapapa and Iwikau villages (except at Downhill Ski Club and Ruapehu Hut) will be reticulated and discharged through an approved land-based sewage treatment plant located in Whakapapa Village.

- 2 All other effluent generated within the park will be removed or treated on the following basis within five years of this plan becoming operative:
  - All effluent produced at sites throughout the park other than Iwikau and Whakapapa villages but including Downhill Ski Club and Ruapehu Hut will be collected for removal and for treatment either inside the park via the approved land-based treatment plant or outside the park.
  - The department will consider on a case by case basis the discharge of grey water (which excludes all human waste) to ground in treatment systems that incorporate best practice.
- 3 Applications that do not comply with the above provisions should be declined.
- 4 In considering applications for works approvals, the department should require as a condition of approval that any effluent discharge anticipated is in line with policies 1 and 2 above.
- 5 Best practice standards for stormwater management and contaminant capture will be followed for roads, car parks, and hard-surfaced areas.
- 6 Fuel and sewage spills onto land or into watercourses constitute serious pollution. Failure to take care dealing with fuel and sewage may result in legal action and cancellation of permits or commercial licences.
- 7 All proposals for buildings and yards of an industrial nature will be assessed to determine whether the activities they provide for may more appropriately be carried out outside the park. Only essential ski area maintenance, activities related to road maintenance, park management activities, and emergency ski area-related works will be undertaken at these facilities.
- 8 All work approved in the park will meet the conditions of any relevant licence, lease or contract.
- 9 Rubbish such as discarded building materials, obsolete machinery, wire rope, and cables will be removed from the park by the organisation responsible for their presence. An inventory of such objects will be made and the relevant organisations will be contacted to arrange removal. Liability for removal of this material lies with the original organisation but the department will commit to its removal in the event that this does not occur.
- 10 Concessionaires and clubs which surrender their licences or permits will be required to remove all buildings, structures, and rubbish from the park.
- 11 Burning of waste material will only be considered in exceptional circumstances on a case by case basis where there are demonstrated environmental benefits and no practical alternatives exist. In each case, an assessment of environmental effects will be required, addressing in particular the containment of burning debris, effects on other park users, and removal of burnt waste. Iwi and public consultation will be required. No inorganic material may be burnt.

- 12 The department will investigate opportunities to reduce discharges to the environment – for example, use of solid fuel burners and machinery.
- 13 Utilities will, where appropriate, be placed underground. Existing above-ground utilities, including overhead power lines, will, where appropriate, be placed underground or on the ground when replacement is required.
- 14 It is recognised that provision needs to be made for necessary maintenance of transmission lines and associated support structures to ensure the safety and integrity of the national grid.
- 15 Concession and park management activities should be undertaken in a way that provides for natural quiet, particularly within the pristine and wilderness areas of the park.
- 16 Any applications for snowmaking operations will require consultation with adjacent club licence holders.
- 17 The department will work towards a zero waste philosophy within the park.
- 18 A recycling programme will operate for Whakapapa and Iwikau villages.
- 19 Where no facilities are provided, visitors should remove all waste, including human waste, themselves.
- 20 The department will work closely with recreation groups, guiding concessionaires, and others, to research, develop, and promote the ‘pack-it-in, pack-it-out’ ethic in the park.
- 21 The department will consult with tāngata whenua to establish practices for waste management, including human waste management, within the park, and particularly in the pristine areas (also refer to sections 4.2.3 *Pristine Areas*, policy 11 and 4.4.2.1 *Guiding*).

#### **4.1.18 Research, Monitoring and Survey Te Rangahau, Te Tirotiro Whakatau Me Te Pātaitai Tirohanga**

The department requires a sound information base to provide for effective management. Research, monitoring and survey need to focus on park management issues (including the effectiveness of management to achieve the goals of this plan), the short- and long-term environmental effects of use, and trends over time.

Managers attempting to retain biological diversity, for example, need to understand which elements in the natural environment are most threatened, which organisms or factors are displacing these threatened elements, and how the ecosystems which contain the threatened elements function.

Managers of recreation opportunities need to understand the expectations and needs of recreationists so that these can be balanced against the department's role in protecting natural resources and historical and cultural heritage.

Other organisations or iwi may also seek to undertake research, monitoring or survey in the park.

Research aimed at understanding natural hazards and their management is required to help manage public safety.

### **Objective**

- a To carry out or support research, survey and monitoring which assists managers to protect the natural resources and historical and cultural heritage of the park and has no more than minor adverse impacts on national park values and people's benefit, use, and enjoyment of the park.

### **Policies**

- 1 The department will focus its research on:
  - preservation and restoration of indigenous biodiversity;
  - use and its impacts on the environment and park visitors; and
  - understanding natural hazards.
- 2 Prior to disturbing sites, the department and/or concessionaire undertaking the work will prepare a monitoring and research programme to the conservator's satisfaction which focuses on quantifying impacts on the environment over time (also refer to section 4.1.16 *Works Approvals*).
- 3 Management programmes will be monitored as appropriate to determine results and to guide future management actions.
- 4 All research and monitoring results will be effectively communicated to park managers and to the public and will be incorporated into management decisions.
- 5 Department databases of natural resources will be maintained and links to national databases will continue to be developed.
- 6 The department will work with agencies on joint or shared projects or support independent research where the results will assist in achieving the objectives of this plan.
- 7 The department will work with its park partners so that monitoring and research programmes can be undertaken where resources may not otherwise permit.

- 8 Research that does not assist the department in managing the park will be considered on a case by case basis, where it is compatible with national park values, and where it is consistent with the provisions of this plan.
- 9 Research data and outputs from any agency working within the park will be made publicly available.
- 10 As a condition of any research, survey or monitoring consent all conclusions will be made publicly available. Also refer to section 4.4 *Concessions*.

#### **4.1.19 Implementation, Monitoring and Review Te Whakamahi, te Tiroiro, te Tirohanga hou**

The objectives in the *Tongariro/Taupō Conservation Management Strategy* and this plan are put into effect through the annual business plan. Each year every conservancy, in consultation with its conservation board, prepares a business plan setting out the activities it intends to complete in that financial year. The business plan forms the basis for managing finance allocated to the department and directed for use in the conservancy.

The Department of Conservation is funded by an annual appropriation from Parliament as a result of a purchase agreement between the Director-General and the Minister, to carry out the activities that the Minister and the Government of the day wish the department to achieve.

One of the main purposes of this plan is to provide a guide to the priorities which the department will pursue in the park over the next ten years. Priorities in any one year may vary from those set out in the *Tongariro/Taupō Conservation Management Strategy* and this plan, depending on national priorities and the extent to which targets were reached in previous years. Threats to natural resources, historical and cultural heritage, recreational opportunities, finance, weather events, and many other factors can redirect priorities from year to year. This plan will be implemented within such constraints.

This plan has a statutory term of ten years from the date of its approval by the New Zealand Conservation Authority. To keep up with increased knowledge and changing circumstances, this plan may require periodic review and amendment. It may be reviewed as a whole or in part. Major amendments require the full public consultation process, but where an amendment is considered to be of a minor nature and does not alter the general intent of the document, it requires only the approval of the Tongariro/Taupō Conservation Board and the New Zealand Conservation Authority in terms of section 46(5) of the National Parks Act 1980.

Monitoring acts as an important feedback mechanism, as part of the policy process of problem definition, policy development, implementation phase, and monitoring, evaluation and review.

Monitoring involves the systematic collection, analysis, and interpretation of data. The results of analysis keep decision makers up-to-date about the consequences of

policy implementation and changes that may be occurring in the environment, so that decisions on future actions, including the review of this plan, may be made in an informed manner.

The department undertakes a range of monitoring within the park. The theory and practice of monitoring are continually evolving. Most monitoring is directed at a national level through the development of standard operating procedures and strategies. Flexibility within these procedures allows for initiatives and particular circumstances at the local level to be taken into account when establishing monitoring programmes.

State of the environment monitoring is undertaken within the park using biological, historical, cultural, and recreational parameters to assist in determining the environmental health of the park. Due to the complexity of monitoring ecosystems, environmental indicators and parameters must be identified to focus on data collection. The type and extent of monitoring are determined largely by whether the department is actively managing the site being monitored.

State of the environment monitoring may also include the use of impact monitoring, which is more specifically targeted to assess the effect on the environment of a particular activity or to assess new issues emerging.

Outcome monitoring is required to measure changes to the park resulting from any management interventions – for example, plant pest control. Usually changes will only be apparent over a long period. Result monitoring is required to measure the result of a management intervention – for example, how many possums remain in an area after a possum control application. Surveillance monitoring is of a general nature and does not measure any particular management intervention – an example is a vegetation enclosure plot. Collectively these monitoring programmes improve baseline knowledge, indicate the condition of the park, and help in reviewing and setting priorities for management.

#### **Objectives**

- a To implement the *Tongariro National Park Management Plan* through the annual *Tongariro/Taupō Conservancy Business Plan* and to maintain its integrity through review and amendment.
- b To use state of the environment monitoring to assist in determining the environmental health of Tongariro National Park.
- c To use outcome, result and surveillance monitoring to help determine the department's management actions and effectiveness, to determine species location, and to facilitate baseline knowledge.



## **Policies**

- 1 The department will ensure that the annual business plan reflects the objectives set out in this plan.
- 2 The Tongariro/Taupō Conservation Board will be consulted on priorities for park management prior to and during the preparation of the annual business plan.
- 3 This plan will be reviewed or amended where changes in circumstance or legislation or new knowledge cause the policies in this plan to become ultra vires, outdated or irrelevant.
- 4 The recommendation of minor amendments proposed by the department may be made directly to the Tongariro/Taupō Conservation Board and the New Zealand Conservation Authority.
- 5 Standard operating procedures and national strategies will continue to be used to guide result, outcome and surveillance monitoring.
- 6 Information from monitoring and research will be made available to interested parties.
- 7 Information from monitoring and research will be made available wherever possible to assist in decision making regarding the management of the park.
- 8 Regular compliance monitoring of concessions, the effectiveness of concessions conditions, and the physical or social impact of concessions will occur (also refer to section 4.4 *Concessions*).

### **4.1.20 Compliance and Law Enforcement Te Tautukunga Ture, Ūruhi Ture Rānei**

National parks are set aside for all New Zealanders and visitors to this country. The department manages national parks on behalf of all New Zealanders but it is important that visitors to a park share in the management responsibilities and adhere to the purpose and principles under which the park is managed. Section 60 of the National Parks Act 1980 includes a list of offences which warrant legal prosecution. Conservation officers and departmental compliance and law enforcement officers carry out responsibilities in respect to offences in the park. Offences are first discouraged through compliance education. If offences do occur, they can be pursued through law enforcement.

**Objective**

- a To administer effectively Tongariro National Park in accordance with relevant legislation.

**Policies**

- 1 Compliance and law enforcement activities in the park will be carried out in accordance with the National Parks Act 1980 and other relevant Acts and the Tongariro National Park Bylaws 1981.
- 2 The department will encourage compliance with legislation through education.

## 4.2 Special Areas and Management Zones Te Rohenga o te Papa Rēhia

### 4.2.1 Introduction Whakatuwheratanga

The National Parks Act 1980 provides for the setting apart of specially protected areas by the Governor-General and for the gazettal of wilderness areas or amenities areas. Tongariro National Park has two wilderness areas and three amenities areas. There are no specially protected areas in terms of the National Parks Act 1980.

As well as these areas created by legislation, it is possible to have management zones. The park has two pristine areas.

Collectively these zones constitute approximately thirty per cent of the park, nearly 28,000 hectares. Wilderness and pristine areas meet the purpose for which national parks are managed in the purest sense and their preservation is a priority for park management.

The wilderness and pristine areas have been set aside through a process of gazettal or by policy because of their outstanding natural landscapes. Many of the features that give rise to the park's World Heritage status can be found in these areas.

Infrastructure in wilderness and pristine areas is either non-existent and not permitted by policy or legislation (for wilderness areas) or is at the lowest level possible to provide purely for public safety. There are no marked routes in the wilderness areas and the only tracks in pristine areas are small sections of the Tongariro Crossing and the Tongariro Northern Circuit, which are provided for in order to mitigate high visitor pressure.

The pressure on these areas is, in the main, external to them. Land management, either on the margins of the park or within the park, can seriously affect the values of these sites.

The three amenities areas in the park are Turoa Ski Area, Whakapapa Ski Area/Iwikau Village, and Whakapapa Village. In these areas, there is a high level of infrastructure development and intense use. The level of impact and high level of associated use is anticipated in the National Parks Act 1980 by the provision for amenities areas. It is expected that amenities areas will be as small as practical to fulfil their purpose.

For the location of these areas, see *Map 9 Special Zones*. The amenities areas are more clearly shown on *Map 11 Turoa Ski Area*, *Map 12 Whakapapa Ski Area*, *Map 13 Iwikau Village* and *Map 15 Whakapapa Village*.

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## 4.2.2 Wilderness Areas

### Ngā Koraha

Wilderness provides an increasingly hard to obtain opportunity for a relationship between individuals and the environment at the most natural level. Setting aside areas of the park for wilderness experience is desirable for a balance in recreation activity.

Both existing wilderness areas in the park, Te Tatau Pounamu (6475 hectares) and Hauhungatahi (8498 hectares), were gazetted (in 1962 and 1966 respectively) under the National Parks Act 1952. These areas have been surveyed as part of the gazettal process and are shown on *Map 9 Special Zones*.

Neither wilderness area complies with the National Wilderness Policy or the *General Policy for National Parks 2005* wilderness area provisions, both established subsequent to their gazettal. The wilderness areas are too small and are not sufficiently remote to be unaffected by human influences. Both wilderness areas are adjacent to highly used and/or modified environments; Te Tatau Pounamu is adjacent to the Tongariro Crossing and not far from State Highway 46, while Hauhungatahi is very close to State Highway 47 and Whakapapa Village. Neither wilderness area has a buffer which mitigates their proximity to modified environments. However, they remain gazetted wilderness areas and have been retained as formal park management zones in recognition of their remoteness and visitor opportunity in a park that is easily accessible. Both will continue to be managed in accordance with the Wilderness Area provisions of the National Parks Act 1980.

The criteria that allow Hauhungatahi and Te Tatau Pounamu to be maintained as wilderness areas are:

- the park is a significant island of wild land in an increasingly modified landscape in the central North Island;
- both areas embody the criteria and values of remoteness, challenge, solitude, self-reliance, and discovery;
- they are contrasting areas: one has mainly forest (Hauhungatahi) while the other (Te Tatau Pounamu) has more varied and richer vegetation as a result of different geological history and environmental conditions; and
- each allows for different recreation opportunities.

The wilderness experience is an intimate one. The user of a wilderness area tends to be seeking the solitude and independent experience that cannot be provided for by a concessionaire. Contact with concessionaires and their clients would undermine the reasons for visiting these areas.

In a park such as Tongariro, where the pressure for development, commercialisation and inappropriate use – both from within and outside the park – is high, it is imperative that some very significant areas receive protection from development.

Also refer to sections 4.3.2.7 *Off Track Use*, 4.4.2.6 *Aircraft*, 4.4.3.6 *Wild Animal Recovery* and *Appendix 6 – Wilderness Areas in Tongariro National Park*.

## Objectives

- a To protect Tongariro National Park's wilderness areas in perpetuity in their unmodified natural states.
- b To seek restoration to their original states of wilderness areas which have been affected by human-induced activities.
- c To avoid the adverse effects of recreation use on indigenous biodiversity.
- d To avoid the adverse effects of development and use which undermine the wilderness experience sought by park visitors.
- e To manage the gazetted Hauhungatahi and Te Tatau Pounamu wilderness areas in accordance with the Wilderness Area provisions of the National Parks Act 1980.

## Policies

- 1 The department will continue to manage the gazetted Hauhungatahi and Te Tatau Pounamu wilderness areas in accordance with the Wilderness Area provisions of the National Parks Act 1980.
- 2 Wilderness areas will be maintained in a natural unmodified state.
- 3 Concession applications involving the use of wilderness areas should be declined.
- 4 Where applications for the activities described in 3 above are received the department will:
  - publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.
- 5 No tracks, routes, huts or other infrastructure will be provided, maintained or considered within wilderness areas.
- 6 Helicopter landings in wilderness areas will only be permitted in emergencies, for management purposes, or where research is necessary for the preservation of natural resources.

### 4.2.3 Pristine Areas Ngā Wāhi Taketake

The park has two pristine areas: the alpine zone of Mount Ruapehu and the alpine zone of Mount Tongariro/Mount Ngauruhoe, shown on *Map 9 Special Zones*.

Reasons for the management of these zones as pristine areas include:

- historical and cultural heritage as the Gift areas which constituted the beginning of the park;
- unique scientific and landscape values;
- the pervading sense of solitude and quietness
- the outstanding visual features associated with the summit areas, especially the crater area of Mount Ruapehu;
- location within the most remote areas of the park. Foot access is not unduly difficult at any time of the year but does require care and some knowledge of mountaineering skills;
- preservation of the only high alpine areas in the park; and
- lack of development, apart from poled tracks.

The park's pristine areas hold a variety of values. For recreation users these may include the technical challenge of the alpine terrain and stunning views obtained after the hard work of ascending a mountain, or the thrill of carrying skis to the head of the Whakapapa Glacier to visit the Crater Lake and ski home. For many tau iwi the peaks of the mountains are revered and respected because of the spiritual values attached to them. For tāngata whenua the mountains are ancestors: they have come from and will return to them. The mountains are tapu and as such are sacred places. These varied values are complementary in terms of the shared respect held for these areas.



The desecration feared by many could occur through overuse, overt commercial exploitation, and ignorance of the values of these areas, represented through inappropriate infrastructure development or waste left on the mountains.

Concession applications for guiding in the pristine areas are assessed under policies 4.4.1 *Concessions General* and 4.4.2.1 *Guiding*. Also refer to section 4.3.2.7 *Off Track Use*.

## Objectives

- a To protect Tongariro National Park's pristine areas in perpetuity in their unmodified existing states.
- b To seek restoration of pristine areas to their original states where they have been affected by human-induced activities.
- c To avoid the adverse effects of development and use which undermine the pristine zone experience sought by park visitors.
- d To avoid the adverse effects of intensive recreation use by park visitors.
- e To protect historical and cultural heritage within pristine areas.

## Policies

- 1 The pristine areas will be managed to avoid developments unless for essential visitor safety, to retain and enhance their historical and cultural significance, and to provide for natural quiet.
- 2 Concession applications involving infrastructure development within the pristine areas, or above 2300 metres, should be declined. The exception to this is consideration of applications within Turoa Ski Area where the surveyed ski area boundary extends to 2325 metres. Also refer to sections 4.4 *Concessions* and 5.2.1 *Management of Existing Ski Areas*.
- 3 Applications to increase existing ski area boundaries should be declined.
- 4 Helicopter concession applications and landing permits in the pristine areas should be declined, except for emergencies and management of the sites, such as maintenance of the Eruption Detection System and the Eastern Ruapehu Lahar Alarm Warning System. This exception does not apply to media and independent scientific work.
- 5 Concession applications for over-snow vehicles, or use of over-snow vehicles, should be declined in pristine areas, except within ski area boundaries for management purposes, in emergencies or for management of the sites, such as maintenance of the Eruption Detection System and the Eastern Ruapehu Lahar Alarm Warning System. This exception does not apply to media and independent scientific work.
- 6 In the Tongariro/Ngauruhoe Pristine Area, no infrastructure development should be permitted above 1500 metres, excluding infrastructure for management purposes which meets the essential needs of park visitors, such as toilets.



- 7 Where applications for the activities described in 2-6 above but excluding the exceptions in those provisions, are received the department will:
- publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental and social impact assessment undertaken by appropriately-qualified specialists.
- 8 Any infrastructure project planned for the Tongariro Crossing will require consultation with and agreement of tāngata whenua who have mana whenua.
- 9 The Dome Shelter will be disestablished as an emergency shelter and public facility when it falls due for replacement. A replacement structure will be built and sited for the sole purpose of housing equipment for the operation of the Eruption Detection System and the Eastern Ruapehu Lahar Alarm Warning System. This facility will be of the smallest size necessary to house the equipment, to minimise its presence in the pristine area. This facility will not include accommodation infrastructure for technicians.
- 10 Applications for summer and winter guiding in the pristine areas will be considered with an expectation that the following criteria will be met:
- Small group size with appropriately-qualified guide/s;
  - guides' ability to demonstrate standard guiding skills and a demonstrated understanding of the cultural values of the area;
  - maintenance of a register of appropriately-qualified guides to be held by the concessionaire for inspection at the request of the department;
  - total number of concessionaire groups and individuals given permission to guide on a single day will be capped by the department at a scale which does not affect the values and experience of other users; and
  - removal of all waste, including human waste.

Also refer to sections *4.4.1 Concessions General* and *4.4.2 Guiding*.

## 4.2.4 Amenities Areas

### Ngā Taonga Whakaahuru

The department administers amenities areas in the vicinity of Whakapapa and Turoa ski areas and Iwikau and Whakapapa villages. These are shown on *Map 9 Special Zones*. Their boundaries are more clearly defined on *Map 11 Turoa Ski Area*, *Map 12 Whakapapa Ski Area*, *Map 13 Iwikau Village*, and *Map 15 Whakapapa Village*.

Amenities areas are set aside to provide for the development and operation of recreational and public amenities and related services at a scale and intensity which is not generally appropriate elsewhere in the park.

The existing boundaries of amenities areas provide for the activities undertaken by licensed concessionaires and adequately provide for the development which these activities require in line with the provisions of the National Parks Act 1980, with the possible exception of the alpine flush zone exclusion from the Turoa Amenities Area, see below.

The alpine flush at Turoa (refer to *5.1.1.2 Natural Values* and *5.2.3 Base Area Strategies*) has been protected from development by exclusion from the amenities area. However, in the past there has been some modification of the alpine flush and as a consequence the gazetted exclusion zone may not be congruent with the natural boundary of the alpine flush. A botanical and landscape survey will be undertaken (see *5.2.3 Base Area Strategies*, policy 4) to determine the natural values of the alpine flush, including its natural boundary, and, if necessary, re-gazettal of this exclusion from the Turoa Amenities Area.

Also refer to *Part V Ski Areas* and *Part VI Whakapapa Village*.

#### Objective

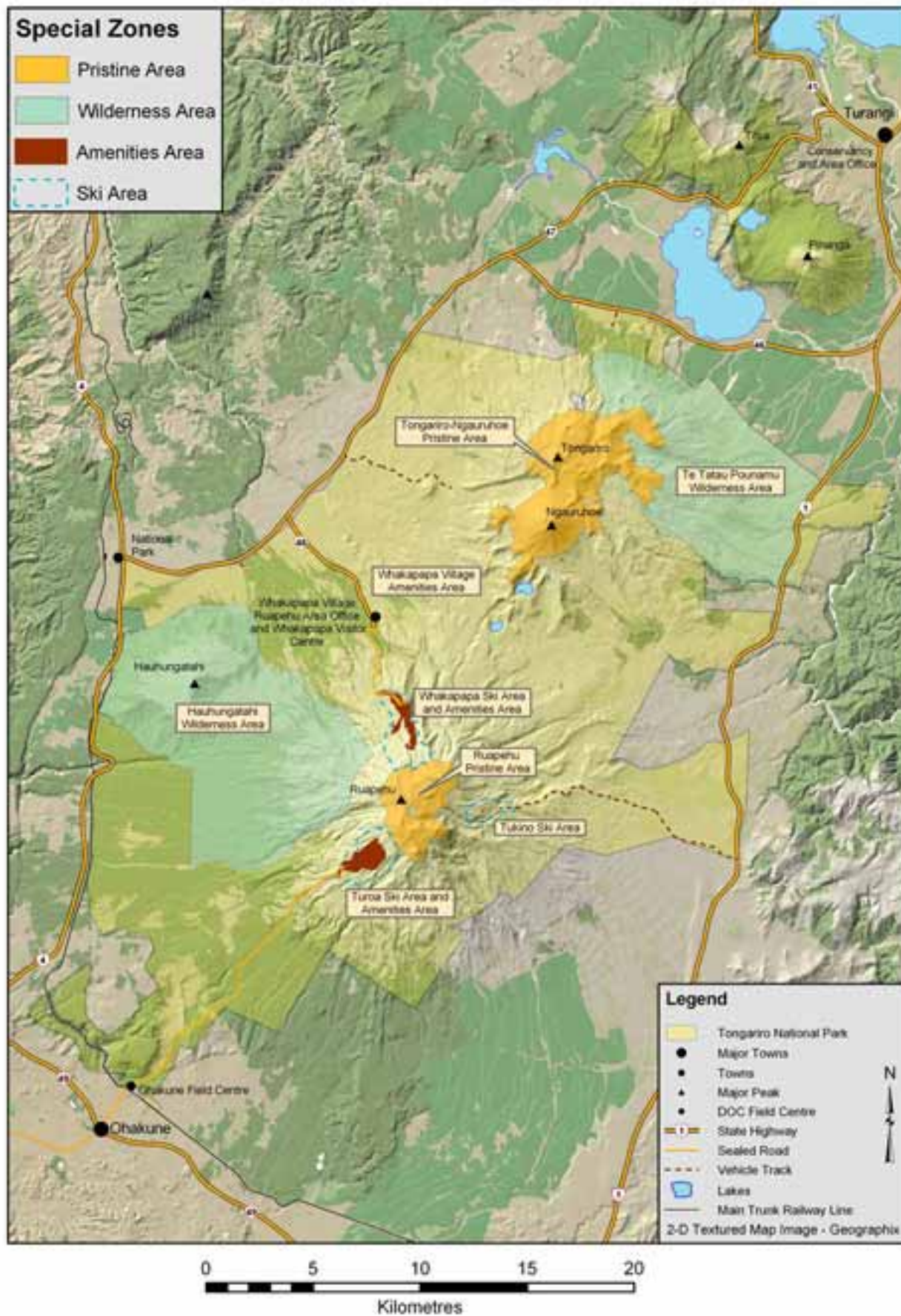
- a The effects of large-scale development and intensive use within Tongariro National Park should be confined to existing amenities areas which provide appropriate management to avoid or mitigate impacts.

#### Policies

- 1 No further amenities areas (and scale of development inherent in them) should be gazetted.
- 2 The boundaries of the existing amenities areas should not be expanded, with the exception of 3 below.
- 3 Should the botanical and landscape survey of the Turoa alpine flush carried out under *5.2.3 Base Area Strategies*, policy 4, indicate that the natural boundary of the alpine flush differs from that of the gazetted exclusion from the Turoa Amenities Area, the department will seek to re-gazette the Turoa Amenities Area boundary to correctly show the alpine flush zone exclusion.

- 4 The department will consult with the Turoa Ski Area concessionaire prior to seeking any change to Turoa Amenities Area boundary.
- 5 The highest standard of detailed planning, assessment, and design will be required for activities within amenities areas.

# Map 9 Special Zones





## 4.3 Use Objectives and Policies

### Ngā Kaupapa me Ngā Whāinga mo Ngā Mahi i Roto i Ngā Papa Rēhia

#### 4.3.1 Introduction

##### Whakatuwheratanga

Ko te tino pūtake o ngā papa rēhia o te motu, hei tiakina i ngā kararehe me ngā mea katoa o te taiao tawhito. Mai i te tūmatanga i whakamahi te papa rēhia hei wāhi ngahau arā, he tumanako nui tēnei. Anō nei, ko te tumanako kia noho pūmau te wāhi. He kaupapa matua te whakatau i te papa rēhia mo tēnei take ngahau. E whakataka āna ēnei momo whakamahi ngahau ki ngā mātāpono me ngā tikanga o te papa rēhia i ētahi wā, ā, ka tohu i ngā tikanga whakatiki hoki mo tēnei whakamahi i ngā wāhi e tika āna.

Ka taea ngā mahi ngahau o te papa rēhia ina hāngai āna ki ngā mātāpono o te kaupapa whakahaere nei. Tēnā, i ētahi wā ka papā ngā mātāpono me ngā tūmomo whakamahi nā ngā take whānui. Heoi anō, ka whakaarohia hoki ki ngā take moni.

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The primary reason for national parks is the preservation of indigenous plants, animals, and natural features. But from its beginnings, Tongariro National Park has had a strong history of recreation use. The focus of that use has been enjoyment of natural resources in their unmodified state. Providing for recreation use of the park is a core management task for the department. Such use is subject to the preservation of the park's natural resources and historical and cultural heritage and there is provision for the 'imposition of such conditions and restrictions as may be necessary' (section 4(2)(e) National Parks Act 1980)

Parks cannot be all things to all people. Recreation use is actively provided for where it is consistent with the appreciation and preservation of the park's natural resources and historical and cultural heritage. Other uses, inconsistent with park values, may be necessary for a variety of reasons. Commercial use is undertaken by concessionaires and described in *4.4 Concessions* and *5.2 Ski Area Policies*.

#### 4.3.2 Recreation

##### Ngā Tākaro Pūangi

At the core of the national park ethos is the right of visitors to experience park values. The objective of management is to facilitate public benefit, use, and enjoyment of the park, where this is consistent with its preservation, by providing for a range of recreational activities. The park offers a wide variety of attractive settings for a diverse range of recreational opportunities. Recreation use covers a continuum from activities such as tramping in wilderness areas (experiencing environment on nature's terms) through to activities such as downhill skiing (which requires large

infrastructure systems, mechanised support networks and is more about the activity than the relationship to the land). It is consistent with the park philosophy and values to suggest that the more connected an activity is to the environment, the more likely it is not to impinge on the activities of others and to provide an enduring park experience. Generally, the department's approach to recreation management supports this notion. The appropriateness of activities which have a high impact on the environment and negatively affect the experiences of other visitors will be opposed.

Recreational facilities should meet a range of needs and desires of those who come to the park to enjoy the natural environment. They should not be introduced or developed simply as a means of attracting visitors who would not otherwise visit the park.

Activities which have a significant detrimental effect on the park or other users, or which require the provision of significant services and facilities associated with the principal recreation activities in the park, must be located within designated amenities areas (see 4.2.4 *Amenities Areas*) or outside the park.

The park environment has a variety of carrying capacities. In ski and amenities areas, high levels of use are accepted and the environment is modified accordingly. Ski areas have a physical carrying capacity set by the number of car parks, lifts, services, and the ski area boundaries. Wilderness areas, in contrast, must not be modified to accommodate use and have a biological carrying capacity dictated by the environment.

In the short to medium term domestic tourism will continue to provide most visitor growth to the park. The bulk of the domestic visitors come to the park to go skiing. Demand for ski area recreation will depend on factors such as seasonal snowfall, weather during the ski season, perceived crowding, and volcanic activity.

International tourism is growing, in particular with trampers visiting in the summer months and the shoulder seasons of spring and autumn. Occupancy in park accommodation is at its highest during this time.

The park is becoming seriously overused at some sites. Examples of overuse are most apparent where facilities service some day visitor opportunities, though they can be found across the whole spectrum of visitor activities. At peak times, such as morning drop-offs and afternoon pick-ups on fine days, there is overcrowding of car parks at ski areas and at Ketetahi and Mangatepopo roadends. Tramping huts and some tracks are overcrowded at times, especially around Mount Tongariro. There is a growing perception that the numbers on the Tongariro Crossing are near or have reached carrying capacity. Increased visitor growth is also leading to demands for services and infrastructure which are incompatible with the national park concept.

Approaches to solving overuse are likely to rely on more than one technique. The pressure of visitor use arises partly because the park is so accessible and is surrounded by a developed landscape. For the foreseeable future, visitor growth and activities and tourism industry demands will constitute major management problems. For the period of this plan, visitor growth management will focus on identifying and

encouraging alternative activities in the region, channelling growth into sustainable areas, and limiting growth in areas already affected by visitor pressure. This last direction may result in negative visitor reaction.

### **Objectives**

- a To ensure free and unrestricted public access to and use of the park where consistent with national park principles and the key philosophies within this plan.
- b To provide for enjoyable visitor experiences in Tongariro National Park consistent with national park philosophy and values.
- c To maintain national park values to provide for high quality visitor experiences.
- d To manage visitor pressure at sites to keep within the sites' physical, ecological, and social carrying capacities.
- e To encourage regional tourism stakeholders to develop activities and attractions at appropriate sites off public conservation lands.

### **Policies**

- 1 The principle of freedom of entry and access to the park will be maintained so that the public may receive in full measure the inspiration, enjoyment, recreation, and other benefits that may be derived from the park.
- 2 The department will manage recreation infrastructure to meet the highest environmental and safety standards and minimum visitor standard required to acknowledge the pressure on park infrastructure and natural resources and historical and cultural heritage.
- 3 Charges and fees may be made for the use of park services and facilities where these are provided for activities not directly related to the protection of the park's natural resources and historical and cultural heritage.
- 4 Responsibility for the safety and welfare of park visitors remains principally with the visitor, particularly where the visitors' relationship is directly with the natural environment.
- 5 Research and monitoring will be undertaken to assess the effects of use of the park, especially in high impact areas. This will address ecological, physical, and social impacts as well as visitor limits and impacts on facilities.
- 6 Where ecological or physical impacts are considered by the department and the Tongariro/Taupō Conservation Board to be unacceptable and contrary to the preservation of national park values, a review of policies within this plan, or restrictions on facility use, visitor numbers at high use sites, or the removal of facilities, should occur.



- 7 Where social impacts on park visitors are considered by the department and the Tongariro/Taupō Conservation Board to be unacceptable, imposition of controls, including restrictions on visitor group types and numbers, should occur.
- 8 The department will work with tāngata whenua to provide suitable signs that emphasise the park's World Heritage natural and cultural values at entry points into the park.
- 9 The department will work with the ski area concessionaire at Turoa with a view to providing for permanent public shelter, toilets, and interpretive displays for the large number of year-round visitors to the top of the Ohakune Mountain Road.
- 10 The department will work with the ski area concessionaire at Whakapapa with a view to improving the existing interpretive information for the benefit of the large number of year-round visitors to the top of the Bruce Road.
- 11 Written visitor information will be provided through area offices and other departmental facilities.

#### **4.3.2.1 Visitor Industry**

For the purposes of this plan, the visitor industry is considered to be the business of travel and the associated provision of infrastructure and services to meet the needs of visitors to Tongariro National Park. This can include provision of tangible elements such as transport, foods and beverages, tours, souvenirs and accommodation, as well as intangible elements such as education, cultural interpretation, adventure or simply relaxation. Commercial use is undertaken by concessionaires and described in *4.4 Concessions* and *5.2 Ski Area Policies*.

The visitor industry is very much market-driven. This model is not particularly appropriate in the national park context which requires long-term goals and directed planning. The expectations of the visitor industry are met at an appropriate level through the broader recreation and facilities management programme of the department.

Mutually beneficial relationships can be developed between the department and the visitor industry. Parks protect unique or distinctive natural areas while the visitor industry converts those attractions into business opportunities. However, the relationship is a dynamic one. An increase in visitors that require a high level of services and infrastructure can induce substantial changes, sometimes resulting in a conflict of objectives. Preservation of the environment and national park values is fundamental to the importance of national parks to the visitor industry. Degradation of the environment will undermine that industry. As well as impacts on the environment, there can also be degradation of cultural values and a loss of enjoyment by park users.

Tongariro National Park is a relatively small park, which is readily accessible from all boundaries and is well-serviced by settlements outside the park. The high level of day visitors to the park also reduces the need for more public huts within the park.

Strategies already in place to reduce potential conflict within the park include creation of amenities areas for areas of major development (see 4.2.4 *Amenities Areas*), ensuring that a range of accommodation is available at Whakapapa Village, and limiting developments so that park values are only minimally affected by facilities.

Because national parks are managed to achieve long-term goals, the needs of the visitor industry, which is largely market-driven, may not always be met.

The approach to the visitor industry in the park will be as follows:

- to accept the present level of visitor industry development;
- not to allow any further overnight accommodation within the park;
- not to allow any further expansion of the Whakapapa Village, Whakapapa Ski Area/Iwikau Village and Turoa amenities areas and to permit development of ski infrastructure only within licensed ski areas. This approach will preclude commercial activity overwhelming the natural setting;
- to encourage the existing visitor industry sector to market the park in a way that sustains park values;
- to encourage visitors to participate in the recreation opportunities created by and dependent on natural resources; and
- to work with the visitor industry in order to reflect the values of the park to visitors and, in particular, to work constructively on methods to manage environmental and social conflicts within the park.

At times the images of the park projected by the visitor industry and received by potential visitors relate marginally, if at all, to national park objectives. As professional concession operations including road transport and summer guiding companies have become established, the park is beginning to be marketed for its natural and cultural heritage. This is often seen in documentation which highlights the World Heritage status of the park.

#### **Objectives**

- a To recognise the role of Tongariro National Park in the visitor industry in the central North Island region.
- b To allow visitor industry services in Tongariro National Park where park values are not threatened.
- c To limit visitor industry infrastructure to current levels.
- d To prevent further development of overnight accommodation infrastructure.

## Policies

- 1 The department recognises and sanctions visitor industry activities presently established in the park. The future of downhill skiing in the park is permitted for the life of existing ski area licences, subject only to any impact on skiing due to volcanic activity. Also refer to *Part V Ski Areas*.
- 2 Additional visitor industry services may be permitted where they do not have an adverse effect on park values.
- 3 A co-operative approach will be adopted with the visitor industry to identify and adopt visitor industry objectives consistent with national park policy and this plan.
- 4 Local government and private enterprise will be encouraged to promote and provide visitor services and infrastructure to complement the park, so as to provide a range of visitor opportunities in the region.
- 5 The visitor industry will be encouraged to adopt a marketing strategy which is consistent with park philosophies and provides for alternative experiences to those offered by the park.
- 6 Existing accommodation within the park will be used for the purpose for which it was licensed or will be removed from the park.
- 7 No additional overnight accommodation infrastructure should be permitted in the park, in line with the *Tongariro/Taupō Conservation Management Strategy*.

### 4.3.2.2 Huts and Camping

An appropriate network of public huts exists in the park and it is not expected that extension of this network will be necessary. No additions and increases in the number of huts and in hut capacities are proposed. Any proposal to increase the number of huts in the park will require amendment to this plan.

The New Zealand Alpine Club maintains Ruapehu Hut within Whakapapa Ski Area as a mountain safe climbing hut. This hut has high educational use and is the base for training and mountain education for many young New Zealand climbers. This hut and the club lodges at Tukino, Turoa and Whakapapa ski areas and Whakapapa Village are covered in section 4.4.2.4 *Club Accommodation*.

Ketetahi Hut will be re-sited when it becomes due for replacement. The current hut location is not suitable, as overnight use by multi-day trampers on the Tongariro Northern Circuit conflicts with day visitor use by people tramping the Tongariro Crossing. The decision to relocate the hut and develop day visitor facilities at the current site was adopted as an outcome of the department's national *Recreation Opportunities Review 2004*.

The use of huts within the park is subject to the provisions of the Tongariro National Park Bylaws 1981.

Four mountain huts are maintained by clubs. Whangaehu Hut (New Zealand Alpine Club) and Mangaturuturu Hut (Wanganui Tramping Club) are important facilities in the system of tracks and huts serving the needs of trampers and climbers on Mount Ruapehu. Wanganui High School Hut and Mangaiti Hut (Tongariro Tramping Club), while not regarded as part of this system, are retained because of their individual significance.

Mangaiti Hut is the only club-owned locked tramping hut in the park. It is treated as a special case because of its historical value and the Tongariro Tramping Club's long association with the park, dating from 1936. Mangaiti Hut was built in 1940 and is the second-oldest hut in the park.

Campgrounds and informal camping facilities have been established at:

- Whakapapa Holiday Park: includes cabins, caravan/motorhome and tent sites; kitchen, drying room, ablution facilities, and shop. Well used all year.
- Mangahuia Campsite (State Highway 47): an informal camping area, being upgraded through clearer definition of campsites. Water supply from the Mangahuia Stream.
- Mangawhero Campsite (Ohakune): an informal camping area with ablution and water supply facilities.
- Campsites adjacent to the Tongariro Northern Circuit huts.

Camping outside of designated areas is allowed within the park except within 500 metres of the Tongariro Northern Circuit. In alpine areas, particularly under winter conditions, informal camping has little environmental impact. However, in a number of other sites within the park, particularly in vegetated alpine zones and easily eroded environments, very low visitor use can have disproportionately high environmental impacts. For further information, see section 4.3.2.7 *Off Track Use* and *Appendix 2 - Tongariro National Park Bylaws 1981*.



Campsites adjacent to Tongariro Northern Circuit huts have developed in an ad hoc manner. Reassessment of these campsites will occur during the life of this plan and the existing campsites may be re-sited.

Demand for camping at Mangawhero has declined in recent years. This campsite will be retained but the area may be decreased and regeneration allowed on retired grassed areas.

Huts and camping facilities are shown on *Map 10 Access and Facilities*.

### **Objectives**

- a To provide and maintain a Tongariro National Park hut and campground system for overnight accommodation for public benefit, use, enjoyment, and safety.
- b To protect the environment from the effects of informal camping and unnecessary overnight accommodation.

### **Policies**

- 1 No new huts (excluding replacements) will be built in Tongariro National Park, in line with the *Tongariro/Taupō Conservation Management Strategy*.
- 2 No commercial concessionaire huts should be permitted in the park.
- 3 No further leases or licences should be granted for additional formal camping grounds at Whakapapa Village or elsewhere in the park, in line with the CMS.

- 4 Where applications for the activities described in 2 and 3 above are received the department will:
  - publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.
- 5 Hut capacities, including camping, will not be increased from existing levels. Hut sites on the Tongariro Northern Circuit will each accommodate no more than 40 people, including campers, in line with the CMS.
- 6 On the Round the Mountain Track, capacities will not exceed 25 people per hut site in line with the CMS.
- 7 Concessionaires, school and education groups will be discouraged from using more than forty per cent of a site's capacity (hut bunks and surrounding established tent sites). The exceptions to this are Wanganui High School Hut and Ruapehu Hut, which have licences that provide for exclusive use. Wanganui High School and the New Zealand Alpine Club are both committed to additional public use via their private booking systems.
- 8 At peak holiday periods, use of public huts by concessionaires, school and education groups will be discouraged.
- 9 The department will develop and maintain an advisory and booking system if necessary for school/education groups, concessionaires and clubs wishing to use park facilities. This service may at times limit group numbers in order to ensure the general public access to facilities such as huts.
- 10 Fees will be charged in accordance with national guidelines for hut and campsite use.
- 11 When Ketetahi Hut becomes due for replacement it may be re-sited and the current hut site developed for day visitors.
- 12 With the exception of 13 below the design, colour, and construction materials of huts will harmonise with the natural landscape or complement the historical and cultural heritage of the facility or site.
- 13 Whangaehu Hut may be painted in a visible colour for safety reasons.
- 14 The department will work with Wanganui High School to ensure that the existing Wanganui High School Hut is maintained at the appropriate standard to provide for the highest possible quality of visitor experience for school students.

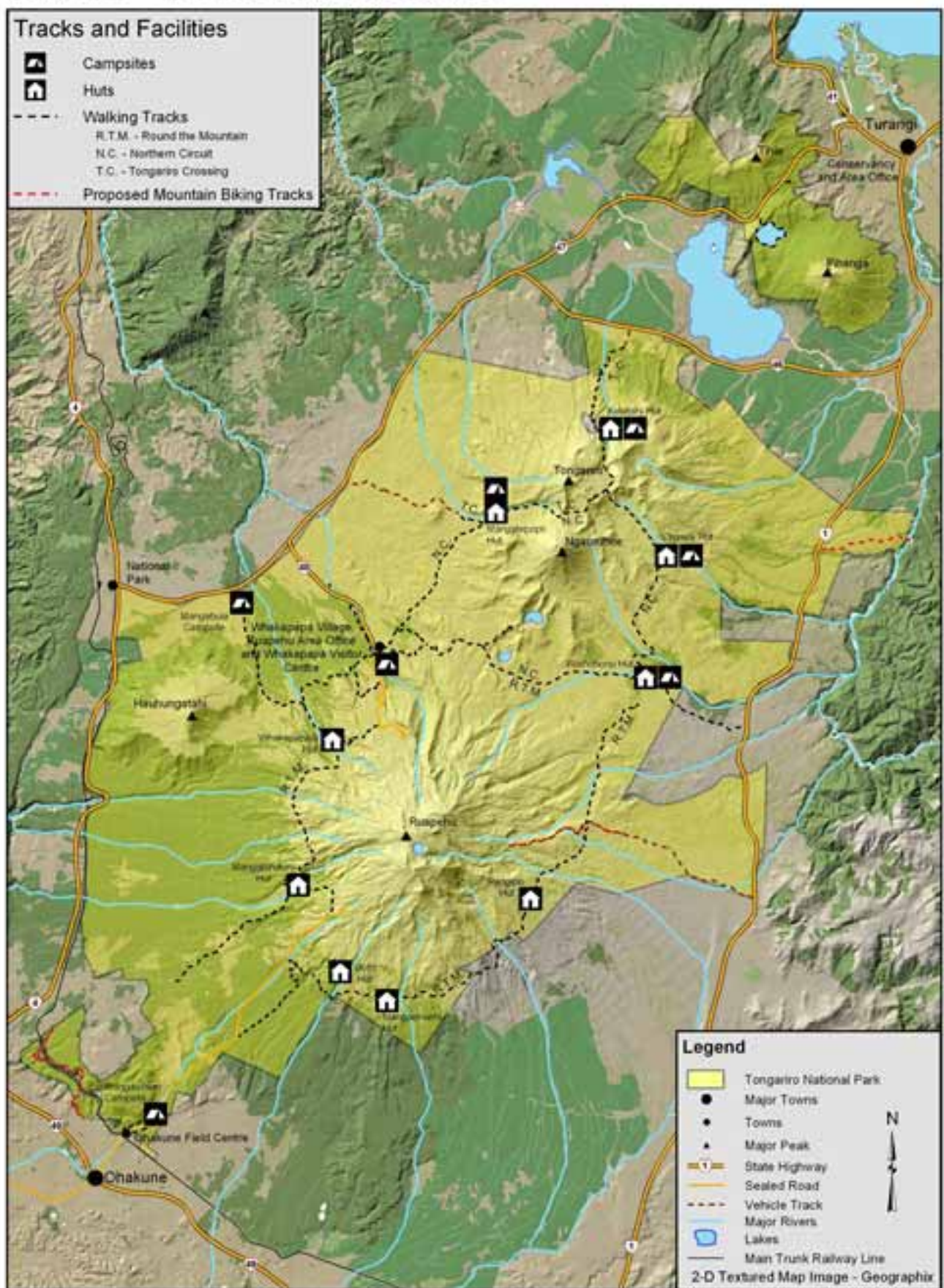
- 15 Whangachū Hut will be retained as long as it is maintained in a good state of repair and is open for public use at all times except where required for club instruction courses. Facilities for the Eastern Ruapehu Lahar Alarm Warning System are co-located there.
- 16 Mangaiti Hut will be retained as long as Tongariro Tramping Club maintains an open membership and any repair work or restoration is carried out with the approval of the department and in keeping with the hut's historical and cultural heritage .
- 17 The department will remove the Dome Shelter from the Summit Plateau of Mount Ruapehu at the end of its building life cycle.
- 18 A facility for the purpose of housing equipment for the operation of the Eastern Ruapehu Lahar Alarm Warning System and the Eruption Detection System infrastructure will be maintained at the Dome Shelter site, at the minimum level required for this equipment and for technicians. This facility will not include accommodation infrastructure. Also refer to section *4.1.14.1 Volcanic Hazards*.
- 19 Temporary huts may be permitted for management, wild animal control or other purposes considered appropriate by the department. These will be removed on completion of operations.
- 20 The Whakapapa Holiday Park is a formal camping ground in terms of section 50(1)(a) of the National Parks Act 1980. It will be maintained at its present size: no expansion is provided for.
- 21 The type and range of facilities within the Whakapapa Holiday Park may change to meet visitor needs. The policy is to provide a range of different types of camping ground accommodation with reasonable charges (low cost, minimum facilities). The target market for the motorcamp is the sector below the existing accommodation range at Whakapapa Village, which includes hotel and motel accommodation.
- 22 Ownership and control of the Whakapapa Holiday Park will remain with the department.
- 23 As facilities and services at Whakapapa Holiday Park require a high degree of capital and maintenance, commercially realistic charges will be made, consistent with the need to ensure that accommodation within the park is available within a wide price range.
- 24 The Mangawhero and Mangahaia campsites, and campsites adjacent to the Tongariro Northern Circuit will be retained, subject to demand for these facilities.
- 25 The Mangawhero Campsite area will be reviewed and some regeneration of grassed areas may be allowed to occur.

- 26 Subject to policy 5 above, campsites adjacent to huts on the Tongariro Northern Circuit may be reviewed to ensure their placement does not adversely affect national park values.
- 27 Informal camping will be permitted subject to the Tongariro National Park Bylaws 1981. The department will ensure that information is available on appropriate camping practices and will provide advisory notes on fragile sites which users should avoid. Open fires are not permitted. As informal camping is not subject to control via infrastructure provision, direction or rules (beyond the Tongariro National Park Bylaws 1981), the department will maintain a strong monitoring role with a view to control of informal camping at sites where impacts are considered unacceptable. The department will notify Federated Mountain Clubs of New Zealand where restrictions are being considered or are placed on informal camping.
- 28 In the event that environmental or social impacts become unacceptable, restrictions may be placed on informal camping. The department will consult the Tongariro/Taupō Conservation Board prior to initiating any such restriction.
- 29 The department will consult the Tongariro/Taupō Conservation Board prior to changing the number of sites with limited facilities, or the standard of those facilities.





# Map 10 Access and Facilities





### 4.3.2.3 Buildings, Structures and Utility Services

Infrastructure within Tongariro National Park is limited to that which is essential to allow the purposes of the National Parks Act 1980 to be carried out. In a general sense, infrastructure is incongruous with the natural resources and historical and cultural heritage that the department is charged with protecting in consultation with iwi. There are a number of legislative imperatives which require work within the park – for example, the maintenance of electricity transmission systems is governed by the Electricity Act 1992 (see 4.4.3.4 *Electrical Transmission and Reticulation, Generators and Hydroelectric Development*).

Outside amenities or ski areas it is unlikely that further infrastructure will be permitted except where the scale of infrastructure does not change or where there are changes to recreation infrastructure which involve maintenance, replacement or restoration.

As far as possible buildings and structures will be required to blend into their environment so that the park remains as close to its natural state as possible.

Also refer to sections 4.1.16 *Works Approvals*, 4.4.2.3 *Club Accommodation*, 5.2 *Ski Area Policies* and 6.5 *Policies*.

#### Objectives

- a To protect the values of Tongariro National Park through appropriate design and siting of permitted infrastructure.
- b To limit buildings, structures and utilities to current levels.

#### Policies

- 1 Wherever possible, buildings, structures and utility services should be located outside the park.
- 2 Buildings and structures outside ski area boundaries should only be approved where they are necessary for the preservation of the park's natural and historical resources.
- 3 Infrastructure enabling efficient servicing and maintenance of the park will be provided in a manner which does not intrude upon the use and enjoyment of visitors.
- 4 All aspects of building design, construction and maintenance will be in accordance with any guidelines produced by the department and the appropriate New Zealand building code.

- 5 There will be no automatic right of alteration or replacement if:
  - the use of a building or structure is to be altered from the purpose for which it was originally approved;
  - the building or structure is destroyed by fire or volcanic activity; or
  - the building or structure has to be removed because of site instability or lack of adequate maintenance.
- 6 The right of club huts and lodges to rebuild is provided for via conditions in their respective licences. The rebuilding or re-siting process will be based on active consultation between the affected club and the department.
- 7 Any application for alteration or replacement will be considered under the policy for the use to which the building or structure will be put.
- 8 Existing buildings, structures, and services will be removed if they cease to be necessary or desirable for any approved use in the park, or if their sites become unstable or if they can no longer be maintained to an adequate standard. Concessionaires will be responsible for the removal of their own buildings, structures and services (also refer to section 4.1.16 *Waste, Discharges and Contaminants*).
- 9 Removal of septic tanks from the club lodge infrastructure, which is part of the Whakapapa Ski Area and village treatment scheme, will be considered on a case by case basis, taking into account the environmental impacts of removal and future use of the facility by ski clubs. The decision in this matter will lie with the conservator.
- 10 Management facilities will be made available as appropriate to other organisations with statutory responsibilities in the area – for example, departmental offices may be used by the New Zealand Police for search and rescue operations.
- 11 Management facility areas will be available for use by concessionaires where:
  - such services are considered to be essential to visitor use and enjoyment of the park and cannot satisfactorily be provided elsewhere or in different circumstances within the park; and
  - use by concessionaires will not substantially increase the size or scale of the facilities being provided for management purposes – for example, the chain-fitting bay in the Ruapehu Area workshop compound at Whakapapa Village.
- 12 The department will work with agencies with statutory responsibility for administering legislation relating to buildings, structures and utility services to ensure best practice and minimise environmental impacts.
- 13 The highest standards of assessment, design and implementation for permitted infrastructure will be adopted.

#### 4.3.2.4 Tracks

The extent to which tracks are developed depends on the type of experience being catered for, the level of use received, and the potential for visitor use impact on the environment. Greatest interest for tramping within the park is focused on the Tongariro Crossing as a one-day tramp, and the Tongariro Northern Circuit and Round the Mountain Track as multi-day tramps. Their locations are shown on *Map 10 Access and Facilities*.

The existing level of track development is regarded by the department as adequate and no extensions are proposed other than changes adopted as part of the department's national *Recreation Opportunities Review 2004*. These changes include new tracks to Mount Tihia, the Old Coach Road, and the Hapuawhenua Railway Viaduct. Other tracks may be upgraded, including possible realignment, as resources permit, including the Rotopounamu, Waihohonu, Taranaki Falls, and Tama Lakes tracks, and the Tongariro Crossing. Both the new tracks and the track upgrades were supported by the public during consultation carried out in 2004.

The development of any further new tracks, or the upgrading of routes to track status, will require clear evidence of departmental and public support and the availability of resources. The department may from time to time enter into joint management/development programmes with public groups to implement such proposals.

The main development work is in high use areas where the existing tracks and associated areas of the park and facilities require constant maintenance. The volcanic ash and pumice soils are highly susceptible to erosion; on some tracks, especially in the northern and eastern parts of the park, track erosion is very serious.

During the life of this plan, the department will prepare a recreation strategy which provides for a range of recreational opportunities within the Tongariro/Taupō Conservancy. Recreational opportunities within the park will complement those available throughout the rest of the conservancy.

##### **Objectives**

- a To maintain the existing system of tracks in Tongariro National Park to the appropriate departmental standard.
- b To provide new tracks at Mount Tihia, Hapuawhenua Railway Viaduct, and the Old Coach Road, in line with outcomes from the *Recreation Opportunities Review 2004*.

## Policies

- 1 Maintenance and upgrading of existing tracks, with a focus on both environmental preservation and visitor safety and enjoyment, is a priority for managers. The department will ensure tracks are maintained at the appropriate standard, which is set out in the *Tongariro/Taupō Recreation Strategy*.
- 2 Where tracks become degraded over time they may be re-routed, numbers may be restricted or visitors encouraged to use other tracks. Restoration may be required.
- 3 Additional tracks will be provided at Mount Tihia, Hapuawhenua Railway Viaduct, and the Old Coach Road.
- 4 With the exception of 3 above and 6 below no new tracks will be provided in the park.
- 5 The department will undertake an active review of short walk opportunities within Whakapapa Village and its environs in order to maximise the visitor experience. Any additional tracks will require an amendment to this plan.
- 6 The department will maintain an open view in relation to tracks on land which may be added to the park at some future time.
- 7 Informal routes and tracks which have suffered visitor impacts will be restored.
- 8 Where the department develops routes for management purposes, such as pest control, an environmental impact assessment and restoration methodology will be established prior to development of the route.
- 9 The department will monitor and research the social and environmental impacts of visitor use.

### 4.3.2.5 New Zealand Walkways

The New Zealand Walkways Act 1990 was enacted to enable the establishment of a network of footways throughout the country. The Walkways Policy 1995 implements this Act.

A walkway is intended to provide an opportunity for the general public to obtain foot access along defined and legal walkways so that they may enjoy the countryside. There is a proposal for a walkway through or adjacent to Tongariro National Park as part of the suggested east-west walkway. The existing park track system, and specifically the Whakapapa-Waihohonu Track via Tama Lakes, achieves the same end as a walkway and the greater variety of tracks and destinations allows for a spread of use.

As there is freedom of access to the park and the aims of the walkway concept and the national park are similar, there is little need for a formal walkway within the park.

However, this plan recognises that the New Zealand Walkways Act 1990 remains a tool for facilitating walking access across private land in the event that any access points to the park are constrained in the future.

#### **Objective**

- a To maximise access opportunities to Tongariro National Park.

#### **Policy**

- 1 The department will advocate for the establishment of walkways under the New Zealand Walkways Act 1990 where such walkways improve access opportunities to Tongariro National Park.

### **4.3.2.6 Access for People with Impaired Mobility**

A large number of visitors with impaired mobility come into Tongariro National Park each year, be it to take up organised challenges as part of education groups, to ski or to absorb the park visitor experience on the margins of the park where access is readily available.

The department has a long history within the park of providing for people with impaired mobility at a range of levels and works actively to make sure the needs and desires of these visitors are met.

The department is required by national policy, legislation, and a number of access strategies to provide access for people with impaired mobility to the park and its various environments. Although the department strongly subscribes to the legislative requirement providing for unfettered access for people with impaired mobility to buildings and facilities, and requires the same of its concessionaires, it is problematic to suggest that the same type of access could be made available to the entire park. The environment provides a range of physical experiences from extreme mountaineering through to roadside interpretive facilities for the able-bodied, and the same continuum, at a different level, exists for people with impaired mobility.

#### **Objectives**

- a To ensure that infrastructure and facilities within Tongariro National Park meet the reasonable needs of people with impaired mobility and comply with legislation.
- b To maintain a range of visitor experiences which meet the expectations of those with impaired mobility.



## Policies

- 1 The department will actively promote access and recreation opportunities for people with impaired mobility within the park.
- 2 The department will liaise with regional sports trusts and national associations to ensure that the policy for access for people with impaired mobility and its implementation meet the needs of user groups.
- 3 Where the department undertakes recreation assessments within the park, it will undertake them in relation to this policy to:
  - increase the awareness of department staff and user groups of the expectations and requirements of visitors with impaired mobility; and
  - develop an assessment and grading system for existing and proposed infrastructure, consistent with that of the Halberg Trust.
- 4 The department will work with user groups to identify sites where access for people with impaired mobility may be enhanced. Ideally suited to this are the Rotopounamu loop walk and a number of short walk opportunities within Whakapapa Village and adjacent to the Ohakune Mountain Road.
- 5 The department will work actively with user groups where a particular experience or experiential learning objective is sought.
- 6 Visitors who require guide or companion dogs will be required to comply with the section 4.1.7.2 *Introduced Animals and Animal Pests* and the *Tongariro/Taupō Conservation Management Strategy*.
- 7 The department will generally not consider applications for access within the park where motorised vehicles are involved, except on formed and maintained roads and within the ski area boundaries.

### 4.3.2.7 Off-Track Use

This policy applies to off-track recreational activities such as tramping, climbing and ski-touring (also refer to sections 4.2.3 *Pristine Areas*, 4.3.2.2 *Huts and Camping*, policy 24, 4.3.2.9 *Tramping*, 4.3.2.10 *Climbing, Rock Climbing and Ski Touring* and 4.4.2.1 *Guiding*). It does not apply to off-track vehicle use – see section 4.3.3.2 *Vehicle Access* and 5.2.11 *Vehicular Access Onto Ski Areas* for these policies.

A number of experienced backcountry users and concessionaires operate off-track within the park. The experience obtained by these users is significantly different from that obtained by visitors who confine their activities to existing infrastructure. The experience is similar to that sought by users of wilderness areas, who seek a close and direct relationship with the environment.

In alpine areas, particularly under winter conditions, this activity has little environmental impact. However, in a number of other sites within the park, particularly in vegetated alpine zones and easily eroded environments, very low visitor use can have disproportionately high environmental impacts. In the case of concessionaires, regular off-track use concentrated on single sites can have unacceptable effects on the environment.

### **Objectives**

- a To protect Tongariro National Park values.
- b To protect the experience obtained by park off-track users through controlled use and awareness.

### **Policies**

- 1 Members of the general public, schools, and education users undertaking off-track activities will be advised, through awareness programmes, of the sensitivity of the environment and the potential effects of their activities.
- 2 Prior to considering commercial applications for off-track use, the department will undertake an assessment of environmental and social carrying capacity for the site in question, using appropriately-qualified personnel.
- 3 Concessionaires will be subject to limits on group size, guide ratios, and a total number and frequency of trips in order to control potential adverse effects.
- 4 The department will establish monitoring regimes to determine the impacts of off-track use and appropriate concession conditions. Monitoring fees will be charged to concessionaires when off-track concession activity occurs.
- 5 Any data obtained through such monitoring will contribute to the department's wider monitoring regimes and will be used to formulate future concession conditions.

#### **4.3.2.8 Day Visitors**

Day visitors make up the largest single visitor group to Tongariro National Park. There is a very high standard of infrastructure on the margins of the park and the standard of visitor facilities at road ends and other entry points to the park, including Whakapapa Visitor Centre and Ohakune Ranger Station. Although the pressure placed by day visitors on infrastructure is high, this group can be catered for in large numbers with hardened surfaces that mitigate environmental impact.

Day visitors are expected to increase and special attention must be paid to their needs. Additional facilities for day and short-stay visitors are likely to be required both within the park and on its boundaries.

This visitor group has a relatively high demand for experiences mediated by higher levels of infrastructure and/or services. This must not impose on the experiences sought by other park visitor groups.

Also refer to sections *4.2.4 Amenities Areas*, *4.3.2.1 Visitor Industry* and *4.3.2.13 Managing Visitor Numbers on the Tongariro Crossing*.

### **Objectives**

- a To acknowledge, in Tongariro National Park management, the importance of day visitors.
- b To confine impacts of day visitors to the margins of the park and the Tongariro Crossing.
- c To provide high standard facilities for day visitors without compromising the values which draw visitors to the park.

### **Policies**

- 1 The department will ensure that infrastructure on the margins of Tongariro National Park provides for levels of visitor pressure which are sustainable at the time this plan becomes operative, and that it is maintained to foster quality experiences and preservation of natural resources and historical and cultural heritage.
- 2 Sites will be maintained on the park margins to provide for passive visitor use such as picnicking.
- 3 Development of new facilities should only be within amenities areas. The redevelopment of existing infrastructure or utilisation of historic resources will be considered.
- 4 Inside amenities areas, ongoing review of visitor requirements and facility needs will occur.
- 5 Public shelters will be provided, where necessary, for day use. Vandalism of facilities is a serious problem and may preclude provision of shelters of more than a very basic design.
- 6 The response to increased day visitor numbers will not generally be to provide further opportunities and facilities.

### 4.3.2.9 Tramping

Tramping generally involves walking to a specific destination through a natural or semi-natural environment. The trend in New Zealand is toward self-sufficiency in the outdoors. Within the park the physical assistance given to the trampler is kept to a minimum through the provision of a small number of well-placed huts, tracks, poled routes, and signs.

The hazards of tramping in a volcanic mountain environment are accepted by most people as part of the recreational experience and hazard management is largely the responsibility of the user. The department's main role is to provide advice, information, and assistance in emergencies.

In order to cater for a wide range of recreational interests, certain areas have been designated as zones of no development. This means that there will be no provision of facilities, other than existing tracks or marked routes, above 2250 metres on Mount Ruapehu and 1500 metres on Mounts Tongariro and Ngauruhoe.

The public, generally, has freedom of entry and access to the park. Usually greater use and enjoyment are afforded to the public if access tracks and associated interpretive facilities are provided. However, certain conditions and/or restrictions may be necessary for the preservation and welfare of the park and public safety.

Also refer to sections 4.3.2.4 *Tracks* and 4.3.2.7 *Off Track Use*.

#### **Objectives**

- a To encourage tramping in Tongariro National Park.
- b Where desirable, to negotiate alternative public access to the park across adjoining private land, with such access being clearly defined and maintained.

#### **Policies**

- 1 The department will maintain its liaison with groups including Federated Mountain Clubs and tramping clubs in order to ensure quality experiences and to preserve Tongariro National Park.
- 2 The department will monitor and research the social and environmental impacts of backcountry use.
- 3 The department will work with affected private landowners in order to formalise public access to the start points of tracks.

#### 4.3.2.10 Climbing, Rock-Climbing and Ski Touring

The park is one of the two alpine climbing regions in the North Island and rock-, snow- and ice-climbing and ski touring are established uses. These sports are valid recreational activities which require varying levels of skill but at any level have a high degree of interaction with the environment. These user groups generally have a strong environmental ethic because of the nature of their activities, their demands and challenges. Their attitude towards the preservation of natural resources and historical and cultural heritage is similar to that of tāngata whenua, but for different reasons.



In general, mountain- and ice-climbing and ski touring do not have permanent environmental impacts. However, the presence of rock-climbing activities can be evidenced through vegetation removal and permanent bolting of routes. This must be undertaken in a controlled and authorised manner and at the present time is limited to specific sites within the park. Also refer to section 4.3.2.7 *Off Track Use*.

Services and facilities provided in the park, – either by the department, concessionaires, or mountaineering clubs – include mountain huts and lodges, intentions books, guided climbing and climbing instruction, mountain rescue co-ordination under the New Zealand Police Force when search and rescue emergencies are declared, and information on routes, current climbing conditions, weather, and avalanche forecasts.

The only hut identified as a ‘climbing’ hut is Whangaehu Hut on the Tukino side of Mount Ruapehu, at about 1950 metres. The hut is a base in winter and spring for climbing, instruction, and ski touring. It has high value as an education base and is also used by alpine recreationists who seek less crowded and more remote areas. It is owned and controlled by the New Zealand Alpine Club and will continue while it is maintained in sound and reasonable condition. As with all tramping huts in the park it is an ‘open’ hut. Alpine club members can book it for exclusive use when holding instruction courses based there. Also refer to section 4.3.2.2 *Huts and Camping*.

## **Objectives**

- a To encourage climbing, rock-climbing and ski touring in Tongariro National Park.
- b To manage the effects of climbing, rock-climbing and ski touring to avoid irreversible impacts.
- c To maintain the natural environments required for these activities in their pristine state.

## **Policies**

- 1 The department will maintain liaison with groups which represent climbing, rock-climbing and ski touring in order to ensure quality of experience for users while preserving Tongariro National Park.
- 2 Further formal bolting of rock climbing routes should only occur at sites with existing bolts, in particular Meads Wall and Mangatepopo Valley.
- 3 Informal bolting of routes is not permitted. The department will seek bylaws to achieve certainty in this matter within one year of this plan becoming operative.
- 4 Removal of vegetation to facilitate rock climbing is not permitted.
- 5 Where requests are made by individuals or groups to bolt or re-bolt routes within the park, the department will consult with the New Zealand Alpine Club prior to making its decision. Any decision will be dependent on existing levels of site disturbance and potential for remediation of previous rock-climbing activities. A decision will also take into account the availability of other protected rock-climbing routes on the Volcanic Plateau.
- 6 Climbing safety will be promoted through liaison with climbers, publications and interpretation programmes, instructional courses and survival training, and through permitting experienced professional guiding concessionaires in the park. The department will work with associations and concessionaires to develop a strategy for improving safety of existing, formally-recognised climbing routes.
- 7 Persons intending to use Whangaehu Hut should first check with the New Zealand Alpine Club that it is not being used by the club for instruction purposes.
- 8 Climbers are encouraged to fill in the intentions book at the Whakapapa Visitor Centre or Ohakune Ranger Station before climbing in the park. This is an important safety measure and allows park staff to offer mountaineering information, give safety-related advice, and provide weather and basic avalanche forecasting.

### 4.3.2.11 Recreational Hunting

This policy covers recreational hunting only. Commercial recovery of deer is covered in section 4.4.3.7 *Wild Animal Recovery*.

It is accepted that recreational deer hunting is a legitimate and valued activity and that deer are an important recreational resource for a large number of New Zealanders. Scientific advice to date indicates that recreational hunting plays a very minor role in animal control, although there are a number of active hunting clubs and associations which work positively with the department. The National Parks Act 1980 requires that animal pests shall, as far as possible, be exterminated. Though extermination is not practical at this time, every effort must be made to ensure that numbers do not increase.

Deer numbers are highest in areas least visited by recreational hunters, especially the north-eastern slopes of Mounts Tongariro and Ngauruhoe, the forested areas between Whakapapaiti Valley and Ohakune, and the recent Erua and proposed Rangataua additions.

The possibility of goat infestation of the park, especially in the Whakapapaiti Valley, is of concern. Regular monitoring is required.

Animal pests such as rabbits, hares, cats, stoats, and ferrets are frequently found near populated areas of the park. To avoid any risk to park visitors from the irresponsible use of firearms, all animal pest control is undertaken by approved operators.

Low numbers of gamebirds inhabit the park from time to time but there are no resident populations. There are many gamebird hunting opportunities available in the region but outside the park.

#### **Objectives**

- a To encourage recreational hunting of deer, goats, and pigs within Tongariro National Park, where consistent with park values and with operations to control them.
- b To work with recreational hunting groups and associations involved to achieve biodiversity and biosecurity goals as set out in this plan.
- c Not to permit recreational hunting of gamebirds and small mammals in the park.

#### **Policies**

- 1 Permits may be granted in terms of section 17 of the Wild Animal Control Act 1977 for ground hunting in Tongariro National Park. Permits will be restricted to hunting of deer, goats, and pigs. Kill returns will be required as a condition of each permit.

- 2 No spotlight hunting of animals is permitted in the park, in accordance with the Tongariro National Park Bylaws 1981.
- 3 The department will ensure full provision of information and communication of deer and wild animal control programmes.
- 4 The department will liaise with New Zealand Deerstalkers and hunter clubs in relation to habitat and control operations which may affect them.
- 5 Organised hunting groups and clubs will be encouraged to control deer in the Hauhungatahi and Te Tatau Pounamu wilderness areas.
- 6 The department will meet its statutory responsibilities for wild animal control.

#### 4.3.2.12 Mountain Biking

All non-motorised cycles and mountain bikes are classed as ‘non-powered vehicles’ by the *General Policy for National Parks 2005*. For the purposes of this plan, mountain biking has the same meaning as non-powered vehicles under the *General Policy for National Parks 2005*.

The *General Policy for National Parks 2005* permits mountain bikes on formed and maintained roads, which in Tongariro National Park include the Tukino Mountain Road, Ohakune Mountain Road, State Highway 48, Bruce Road, Mangatepopo Road, Ketetahi Road and short feeder roads that access parking, picnic, tramping, and camping areas.

The *General Policy for National Parks 2005* also establishes the opportunity to allow mountain bike use in national parks, where national park management plans identify the specific routes on which mountain bikes are permitted.

Opportunities for mountain biking off formed and maintained roads are limited by a range of factors including terrain, erosion-prone soils, environmental impacts, and possible impacts on other park visitors. For this reason, mountain biking is proposed for only two tracks: the Old Coach Road and the track that provides access to the western bank of the Tongariro River near the Pillars of Hercules (refer to *Map 10 Access and Facilities* for their location).

Mountain biking may result in adverse effects on these tracks, and people’s benefit, use and enjoyment of the park. The track to the Pillars of Hercules has been used as a road in the past and it is unlikely mountain biking will have an adverse environmental effect on the track. The main visitors to this track are likely to be mountain bikers. The Old Coach Road was also used as a road in the past. However, it has significant historic values and mountain biking must not damage the fabric of the underlying cobble-road (see *4.1.9 Historic Resources*). For this reason, mountain biking on this track will be subject to approval by the Historic Places Trust and limited to the summer period. The department has a management agreement with a community group, Ohakune 2000, relating to the restoration of the Old Coach Road.



Consultation with this group will also occur prior to a final decision being made on whether to progress the proposal to permit mountain biking on this track.

On both tracks mountain biking will be allowed for an initial three-year trial period. Shared care signs detailing ways that walkers and cyclists can safely use the tracks will be placed at track-ends to minimise adverse social impacts.

Baseline information will be gathered prior to mountain biking commencing on the Desert Road-Pillars of Hercules Track and prior to any future mountain biking use of the Old Coach Road. In the event that mountain biking use is permitted, monitoring of environmental and social impacts will be undertaken during the three-year trial period. If monitoring indicates that mountain biking is causing significant adverse effects on the Old Coach Road or the Desert Road-Pillars of Hercules Track, mountain biking on that track will be discontinued.

The Tongariro National Park Bylaws 1981 prohibit mountain bikes (classed as non-powered vehicles by the *General Policy for National Parks 2005*, see paragraph one above) off formed and maintained roads. A change to the bylaws will be needed to allow mountain biking on the tracks listed above.

The department has provided for mountain biking opportunities on land adjacent to the park, including Rangataua, Erua, and Tongariro forests. Resources include publications, extensive track networks, and support for a number of mountain biking initiatives.

### **Objective**

- a To provide for mountain biking in the park where tracks are suitable, adverse effects on national park values can be minimised, and other visitors' benefit, use, and enjoyment of the park can be protected.

### **Policies**

- 1 Mountain bikes are permitted on formed and maintained roads, in accordance with the Tongariro National Park Bylaws 1981.
- 2 With the exception of 1 above and 5 below, mountain bikes are not permitted in the park, in accordance with the Tongariro National Park Bylaws 1981.
- 3 The approval of the Historic Places Trust will be sought prior to allowing mountain biking on the Old Coach Road.
- 4 The department will consult with any community groups involved in restoration of the Old Coach Road prior to permitting mountain biking on that track.

- 5 Within one year of this plan becoming operative, and subject to policies 3 and 4 above, the department will seek an amendment to the Tongariro National Park Bylaws 1981 to allow mountain biking on the following tracks:
  - Old Coach Road
  - Track from the Desert Road to the western bank of the Tongariro River at Pillars of Hercules.
- 6 Baseline monitoring of the environmental condition of the Old Coach Road and Desert Road-Pillars of Hercules Track, and the historical fabric of the Old Coach Road, will be carried out prior to mountain biking being permitted on these tracks.
- 7 Subject to policies 5 and 6 above, biking on Old Coach Road and Desert Road-Pillars of Hercules Track will be allowed for an initial three-year period. Monitoring of social and environmental impacts will occur during that time.
- 8 If monitoring indicates that the environmental or social impacts of mountain biking on either the Old Coach Road or the Desert Road-Pillars of Hercules Track are unacceptable, the department will seek the exclusion of mountain biking from that/those tracks.
- 9 If monitoring indicates that the environmental and social impacts of mountain biking on the Old Coach Road and the Desert Road-Pillars of Hercules Track are minimal, then mountain biking may be continued on those tracks for the life of this plan. Ongoing monitoring may be carried out if considered necessary.
- 10 Concessions should not be granted for mountain biking on Old Coach Road or the Desert Road-Pillars of Hercules Track.
- 11 Public mountain-biking events should not be allowed on Old Coach Road or the Desert Road-Pillars of Hercules Track.
- 12 Information will be provided to the public on ways in which mountain bikers and walkers can minimise any potential conflict on shared tracks via signs placed at Old Coach Road and Desert Road-Pillars of Hercules Track

### 4.3.2.13 Managing Visitor Numbers on the Tongariro Crossing

The Tongariro Crossing – a 17-kilometre track from Mangatepopo to Ketetahi roadends that takes in spectacular volcanic and alpine scenery – is one of the most popular one-day tramps in the country. It is estimated that 70,000 people walk the Tongariro Crossing each year. On peak days, including Easter and in the summer holidays, over 1000 people walk the track. About two-thirds are overseas visitors, the majority of whom use commercial transport operators to get to and from the track, departing from Taupō, Tūrangi, Whakapapa Village or National Park.

The Tongariro Crossing caters primarily for those looking for a moderately challenging but safe walking experience. The track is managed to minimise the impacts of large numbers of less-experienced visitors seeking a backcountry experience. Research undertaken in 1996 found that over ninety per cent of visitors were satisfied with their trip experience but that two-thirds felt some sense of crowding. Many people feel that the track's carrying capacity has been reached or exceeded and that the number of people walking the Tongariro Crossing at any one time should be limited. If numbers continue to increase then limits will almost certainly need to be set to protect natural resources and historical and cultural heritage and preserve the quality of the visitor experience.



Unlike on other popular multi-day walks such as the Milford Track, where the number of walkers is set through hut booking systems and through guiding concessions, the department has no direct way of limiting the number of unaccompanied walkers on the Tongariro Crossing.

There is potential for conflict between day walkers and multi-day users on the Tongariro Northern Circuit and Tongariro Crossing, particularly at Ketetahi Hut which is used by both groups. Steps will be taken to reduce this conflict, such as relocating Ketetahi Hut away from the track and having a simple shelter for day users (see section 4.3.2.2 *Huts and Camping*).

The department's aim is to manage the Tongariro Crossing in an integrated way to protect environmental, social, and cultural values. This requires a solution to managing overall visitor numbers and, within that, any guided walkers.

To do this, the department is seeking to identify the overall carrying capacity for the track to manage environmental damage and protect the visitor experience. Surveys of visitor perceptions of crowding on the Tongariro Crossing were undertaken during the summers of 2003/04 and 2004/05. The department will continue to monitor visitor numbers and social and environmental impacts and, if necessary, will put in place measures to manage the numbers of independent walkers and guided walkers by way of amendment to this plan.

To manage the overall number of walkers on the Tongariro Crossing, the department may set a maximum daily number of passengers for transport operators. This would be done after consultation with existing operators. An overall carrying capacity may also include a limit on the number of guided walkers on the Tongariro Crossing.

The department will work with the Ketetahi Trust to meet its requirements that the track through the privately-owned Ketetahi Block is restored to a satisfactory standard and will inform visitors that they cannot leave the maintained track or visit the Ketetahi Springs.

### **Objectives**

- a To protect and enhance the natural resources and historical and cultural heritage of the Tongariro Crossing.
- b To protect and enhance the quality of the visitor experience on the Tongariro Crossing.
- c To identify a carrying capacity that protects and enhances natural resources and historical and cultural heritage, and the quality of the visitor experience, and to manage the number of walkers, including independent and guided walkers, so that this capacity is not exceeded.
- d To ensure that the objectives of the Ketetahi Trust are met regarding visitor access being restricted to the maintained track across its land.

### **Policies**

- 1 The department will monitor visitor numbers and the social, cultural, and environmental impacts of those visitors on the Tongariro Crossing.
- 2 The department will identify the carrying capacity of the Tongariro Crossing having regard to the effects of guided and non-guided visitors on the natural resources, and historical and cultural heritage of the Tongariro Crossing and other visitors' benefit, use, and enjoyment of the park.
- 3 If limits on visitor numbers become necessary to achieve the objectives identified above, the department will impose controls to manage visitor flows, visitor impacts, and/or visitor numbers.
- 4 The department will meet regularly with the Ketetahi Trust to help ensure its concerns regarding track maintenance, signs, and information are met. This will include informing visitors that the Ketetahi Block is private land and that walkers are not to leave the formed track.

### 4.3.3 Non-Recreation Ngā Mahi Kē

A number of uses of public conservation land do not, at first glance, appear to be compatible with or to promote the preservation of the environment.

#### 4.3.3.1 Memorials, Plaques and Cairns

The park is associated with many historic public events and intense personal memories. Often this leads to a desire to commemorate an occasion or event through a physical tribute. It is not in the best interest of this predominantly-natural area to provide for every request.

Limited opportunities are provided. Each case will be considered on its merits, taking into account the impact on natural values and the significance of the event to be commemorated.

#### **Objective**

- a To permit memorials, plaques and cairns only where they do not undermine Tongariro National Park values.

#### **Policies**

- 1 Free-standing memorials should not generally be permitted. Exceptions may be made to cater for persons or events of national significance and strongly associated with the park.
- 2 Existing memorials, plaques and cairns will be maintained in their present locations unless destroyed by natural events.
- 3 Additional memorials, plaques or cairns should only be permitted in exceptional circumstances.
- 4 Plaques on park facilities may be permitted to commemorate benefactors of the park.
- 5 The wording on memorials, plaques and cairns will be approved by the department in consultation with the Tongariro/Taupō Conservation Board.
- 6 Any memorials, plaques or cairns, including any wording inscribed on them, that are permitted under policies 1, 3, 4 and 5 above must be consistent with national park values.
- 7 Planting of indigenous trees will be considered on a case by case basis. Any such plantings will use tree species naturally occurring in the park.

### 4.3.3.2 Vehicle Access

Two categories of road service the park: legal roads and park roads. Legal roads include State Highway 48, Bruce Road and Ohakune Mountain Road. The latter two are special purpose roads and the department's involvement in their management ensures that full account is taken of their location within the park. Very high standards of construction, environmental and landscape protection, and restoration are an ongoing requirement.

The department has assumed control and day-to-day management of Bruce Road but has not assumed responsibility for the major costs of capital improvements. Bruce Road and Ohakune Mountain Road are maintained entirely by Transit New Zealand. Transit NZ also funds seventy-five per cent of capital works on these roads. Ruapehu District Council funds the remaining twenty-five per cent for Ohakune Mountain Road. Although no formal agreement exists, Ruapehu Alpine Lifts Ltd has provided most of the remaining twenty-five per cent for capital works on the Bruce Road, with smaller amounts coming from other benefiting parties, including the department.

Both Bruce Road and Ohakune Mountain Road have a special character because of the landscape they access and their place within it. Both roads are maintained with a particular emphasis on protection and restoration of their margins and road upgrades take into account the scale of each road within the landscape.

These two roads and their car-parking infrastructure are the single most important carrying capacity issue for Whakapapa and Turoa ski areas. There is no significant opportunity to upgrade roads beyond minor modification and maintenance and car parks are confined to existing disturbed areas. Roads and car parks are an important element in Ruapehu Alpine Lift Ltd's future planning for the ski areas.

The provision of public transport on Bruce Road is an important issue requiring resolution. The department maintains that an efficient road-based public transport system is the main solution to ongoing transport pressures for access to the ski areas at peak times (also refer to section 5.2.3 *Base Area Strategies*).

Park roads are those on park land, maintained and/or controlled by the department. They include Ketetahi, Mangatepopo, and Tukino Mountain roads, the road to the Whakapapa Village oxidation ponds, and short feeder roads to parking, picnic, and camping areas.

Tukino Mountain Road is generally negotiable by cars for about seven kilometres but beyond that, use is restricted to four-



wheel-drive vehicles, particularly in winter. There is concern that ongoing maintenance of this road provides the impetus to extensive illegal off-road access into the park by motorised vehicles. The road primarily services Tukino Ski Area with limited use by Genesis Power Ltd and Round the Mountain Track users. The road is maintained by the Tukino Mountain Clubs Association under the department's supervision. Maintenance is confined to essential works required to maintain the road in a safe condition for four-wheel-drive vehicles, especially in winter, and to prevent damage to adjoining park land and values through run-off, erosion, and landslip.

Use of Tukino Mountain Road is at the user's risk and neither the department nor the Tukino Mountain Clubs Association recognises an obligation to assist in the recovery of vehicles stuck on the road. The department may close the road at any time if public safety requires this. In the event that Tukino Ski Area is permanently closed, the department will require the removal of the Tukino Mountain Road and its restoration. Also refer to section 5.2.1 *Management of Existing Ski Areas*, policy 12.

The Tongariro National Park Bylaws 1981 prohibit the driving of vehicles in the park except on formed roads, in appropriate camping sites, in appropriate parking places, as authorised in a lease, licence or easement, in an emergency, or where the conservator considers it necessary for the proper and beneficial management, administration, and control of the park.

Also refer to sections 4.3.2.12 *Mountain Bikes*, 4.3.3.3 *Transport Infrastructure* and 5.2.11 *Vehicular Access Onto Ski Areas*.

### **Objectives**

- a To manage Tongariro National Park's formed and maintained roads in a way which provides for existing public access but avoids adverse effects on the environment.
- b To remove from the park any road which no longer fulfils its original function, and to restore the site of that road, with the exception of the historic Coach Road between Ohakune and Horopito.
- c To maintain ski area access roads in a way which meets their purpose but retains their character and the character of the environment.

### **Policies**

- 1 Existing park roads, parking areas, and associated signposting will be maintained to a standard commensurate with park values.
- 2 No additional roads should be constructed in the park.
- 3 Park roads, with the exception of the Tukino Mountain Road, will as far as possible be maintained to all-weather standards (not necessarily including sealing) so as to avoid the imposition of restrictions on use and to reduce impacts on surrounding land.

- 4 All roadworks will require approval from the department and are likely to require independent expert input into the development of solutions and/or peer review of outcomes.
- 5 In all aspects of road and car-parking work, the highest possible standards of construction and environment and landscape protection and restoration will be maintained.
- 6 Where road re-alignments or major roadworks, including car parking, are undertaken there should be no increase in the existing disturbed area following full restoration.
- 7 In all cases, roads will be located and designed to minimise visual and physical impact on the landscape and flora and fauna, and to maintain the natural character of the site.
- 8 The Tukino Mountain Clubs Association is responsible for the management, maintenance, and costs of the Tukino Mountain Road. Work will be undertaken consistent with a road management plan to be prepared by the department.
- 9 Essential maintenance or upgrading of the Tukino Mountain Road will be permitted as necessary for the safety of users. A high standard of restoration work will be carried out after any such maintenance or upgrading.
- 10 Should the department close Tukino Mountain Road, access will be formalised with Genesis Power Limited and agencies undertaking management of the early warning systems so that off-road access on the old road alignment is available if helicopters cannot be used.
- 11 The department will encourage the provision of efficient road-based public transport systems for access to Whakapapa and Turoa ski areas as the main method of overcoming transport limitations.
- 12 The use of off-road and over-snow vehicles within ski area boundaries, including mountain bikes, is prohibited off formed and maintained roads, except for management purposes and approved concessionaire use.



### 4.3.3.3 Transport Infrastructure

The major access routes to Tongariro National Park are state highways 1, 4, 47, 48 and 49, and the North Island Main Trunk Railway. The primary function of these routes is to provide communication and servicing links in the central North Island. These two systems completely surround the park, facilitating enjoyment of it by providing points of access to and egress from many areas. These systems do not form part of the park and the department does not have any legal authority in respect of them. This is of some concern since the siting, construction, use, and maintenance of access routes has a direct bearing on the management, use, and enjoyment of the park.

The department will seek the co-operation of agencies responsible for providing public roading and railway to ensure that works are carried out in a manner which is compatible with park management objectives and policies. Compatibility will be measured according to likely impacts on ecological processes, landscape values, historic features, recreation use, and enjoyment of the park, and the ability of these works to enhance public appreciation and enjoyment of the park.

There are proposals for substantial realignment and upgrading of parts of the Desert Road section of State Highway 1 adjoining the park. Environmental impact reports are being prepared for this project. For further information, see *Appendix 4 – Proposed Boundary Alterations* and the *Tongariro/Taupō Conservation Management Strategy*, section 3.1.9 *Classification and Control of Public Land*.

#### Objectives

- a To ensure protection and preservation of natural resources and historical and cultural heritage within Tongariro National Park when maintaining and developing road and rail infrastructure.
- b To acknowledge the state highways, especially state highways 1 and 4, as essential, and to accept the need to improve them to and maintain them at safe levels.
- c To acknowledge the North Island Main Trunk Railway as an essential transport link and to accept the need to improve it to and maintain it at a safe and efficient level.

#### Policies

- 1 When maintenance or upgrading of major access routes is required, the department will independently review all environmental impact and engineering material to assess potential impacts on park values and methods for avoiding, remedying, or mitigating them if possible.

- 2 Maintenance or upgrading of major access routes may require land within Tongariro National Park. This entails an Act of Parliament. Consequently, early advice of such activity will be sought so that the full implications can be assessed. Where there is a possibility that land resulting from the works could be added to or removed from the park, the advice of the Tongariro/Taupō Conservation Board will be sought.
- 3 Where national park land is required for highway or railway purposes, its release will be conditional on former road and railway land adjoining the park being added to the park where appropriate and there being no net conservation loss as a result of the project.
- 4 For all major works, the department will require a formal consultative procedure to ensure that guidelines are followed and to promote activities and construction methods with least impact on the park.
- 5 The department will require a full assessment of alternative options from applicants for road or rail projects.

#### 4.3.3.4 Military Use

Military manoeuvres are generally accepted as being incompatible with natural values. However, certain areas within the park may be available for training, in particular for skills such as climbing. Authorisation may be given where adequate supervision is available and the activity does not compromise park values or disadvantage other users.

<p><b>Objective</b></p>
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- |   |
|---|
| <p>a To minimise the impacts of military activities in Tongariro National Park on park users and the environment.</p> |
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**Policies**

- 1 Specialised training of military personnel in the park may be permitted where the effects on other users and park values are minimal.
- 2 Mechanised military manoeuvres will be prohibited within the park off formed and maintained roads, in line with the *Tongariro/Taupō Conservation Management Strategy* and the agreement in place between the New Zealand Defence Force and the department.
- 3 Any applications for aircraft landings will be assessed in accordance with section 4.4.2.6 *Aircraft*.
- 4 The department will work with the military to exclude military aircraft overflying the park at low altitudes (also refer to section 4.1.17 *Waste, Discharges, Contaminants and Noise*).



## 4.4 Concessions Whakaaetanga

### 4.4.1 Concessions General Ngā Whakaaetanga

Ki te whakaritea tētahi i te mea hokohoko, ka whai rīhi, raihana, whakaaetanga rānei te tangata/rōpū i te tuatahi.

E hāngai āna ēnei rīhi, raihana me ngā whakaaetanga ki ngā mātātoa (pēnei i te kaitohutohu retireti, tawhai, te mea, te mea) me ngā whakaritenga hei tautoko i ngā mātātoa (ngā toa kai, inu rānei). Ahakoa te tino tumanako, kia ngahau ai ngā tāngata i roto i te papa rēhia, ka āta whakaaro hoki ki te papātanga o te tangata ki te whenua, te hauora me te oranga ngākau o ngā tāpoi me te painga o ā rātou mahinga i roto i te papa rēhia. No reira, nā ngā rīhi, raihana me whakaaetanga ka taea te whakarite i ngā āhuatanga pai e hāngai āna ki ngā tumanako i runga ake nei.

Ka tiroirohia ngā tono mo ngā mea nei i raro i ngā ture o te Papa Atawhai. Nā ngā whakaritenga i roto i tēnei kaupapa whakahaere, ka tū mai tētahi hei kaiwhakahaere kia whakamahi i ngā ture o tēnei kaupapa i ngā wā katoa.

Ka hāngai ngā rīhi, raihanga me ngā whakaaetanga ki te utu tika, otirā ka whakaaro hoki ki ngā ture me ngā tikanga e pā āna ki ēnei momo rawa.

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Before carrying on a trade or business in Tongariro National Park, an operator must obtain a concession (lease, licence, permit or easement).

Concessionaires may provide directly for activities (such as ski instruction or trekking) or support services (such as transportation, food or beverage). Visitors have a right to appreciate and enjoy the park, but the means of doing so and the facilities provided must be related to the sensitivity of the environment, to visitor safety and comfort, and to the quality of park visitors' recreational experiences. Within those parameters, concessions can be an efficient and cost-effective means of providing some of the facilities and services which visitors need.

Statutory provisions concerning the issuing of concessions in the park are set out in Part IIIB of the Conservation Act 1987 and section 49 of the National Parks Act 1980. Applications for concessions in the park are processed under departmental policies. Concessionaires are required to act at all times in accordance with this plan and any subsequent amendments to it.

To balance park values and growing use, the department will have regular discussions on limiting future concessions within a framework of fairness, transparency, and public involvement, so that present national park values and options for use are kept for future generations.

The operation of a concession within the park can have effects which were not anticipated at the time of authorisation. The impacts of a concession operation must be monitored both for specific outcomes and for general trends over time. Monitoring is the main tool for determining both positive and negative environmental and social impacts.

Concession fees are set at the prevailing market rate, having regard to any contractual conditions, covenants or other encumbrances.

All costs associated with concessions, including processing, consultation, and monitoring, are met by the concessionaire/applicant. Not-for-profit undertakings which benefit from operating within the concessions framework also incur these costs.

The department will establish protocols under *He Kaupapa Rangatira* to ensure that there is appropriate iwi participation in the consideration of concession applications (also refer to section 4.1.2 *He Kaupapa Rangatira*).

### **Objectives**

- a To process all applications for concession proposals in accordance with the relevant legislation, statutory planning instruments, and objectives and policies of this plan.
- b To ensure concessions avoid, remedy or mitigate any adverse effects, including cumulative effects, and maximise any positive effects on national park values.
- c To minimise infrastructure to that essential to provide for people's benefit, use and enjoyment.

### **Policies**

- 1 Applications will be processed having regard to, but not limited to, the following:
  - this plan;
  - the *General Policy for National Parks 2005*; and
  - the purposes and other provisions of the National Parks Act 1980 and other relevant legislation.
- 2 In assessing and making recommendations on concession applications, the department should seek information on and consider the following:
  - whether the activity can be conducted outside the park;
  - whether the activity can be conducted in an amenities area;
  - if skiing-related, whether the activity can be conducted in the Whakapapa or Turoa amenities areas;

- whether the activity will benefit the park, public use and enjoyment, or safety;
  - whether the activity will have an effect on indigenous plants and animals, natural features, scenic values, sites of historical or cultural interest, on soil stability, on water quality, and the natural state of the park;
  - what effect the activity will have on other park users, natural quiet, other activities already taking place in the park, or the ability of staff to manage the park;
  - whether the activity is consistent with the reasonable demands of existing legitimate public usage;
  - whether the activity will have national or regional benefits;
  - if further development might result from the activity and, if so, what impact that further development might have on the park and on park users;
  - whether the applicant is well-enough equipped – in terms of expertise and finance, for example – to carry through and complete the proposal in a safe and proper manner;
  - the impact of the activity on cultural values; and
  - the views of iwi, obtained through consultation by the department.
- 3 Protocols under *He Kaupapa Rangatira* will be established to ensure appropriate iwi participation in the consideration of concession applications (also refer to section 4.1.2 *He Kaupapa Rangatira*).
  - 4 Concessionaire infrastructure should be limited to that essential to visitors' benefit, use and enjoyment of the park. Where concessionaire infrastructure is necessary it should be located within an amenities area, with the exception of skiing-related infrastructure that complies with provisions in section 5.2 *Ski Area Policies*.
  - 5 Concessionaires and their clients may share facilities such as huts on a first-come, first-served basis with other visitors but should not be given exclusive use of any facility.
  - 6 Concession activity should be monitored in order to ensure that the activity is consistent with the conditions of that concession and with this plan and in order to inform future management decisions.
  - 7 Where the cumulative effects of concessionaire activity have an adverse impact on the park or on the experience of park users, further applications for that activity should be declined.
  - 8 Concessionaires will be responsible for the safe conduct of their operations, including the safety of their employees, clients and contractors.

- 9 The reasonable costs of processing, consultation and monitoring should be recovered from applicants. Not for profit activities should incur processing, consultation and monitoring costs.

## 4.4.2 Recreation

### Ngā Tākaro Pūangi

#### 4.4.2.1 Guiding

*Note: 4.4.1 Concessions General applies whenever a concession is required.*

Guiding takes a number of forms. In the lower altitude parts of Tongariro National Park it may include bus tours and interpretation programmes, while in the alpine areas it may include climbing ascents, climbing instruction courses, and ski mountaineering and traverses.

Guiding adds a significant element to visitor experience, particularly where visitors lack knowledge or outdoor experience. Guiding insulates the visitor from the environment to some degree, but the significant safety margin allows visitors to focus on park values.

Most guiding concessionaires are based outside the park. However, the department may consider a single guiding operation based within Whakapapa Village, giving those visitors based there an opportunity to make bookings and leave from the village. This service might also provide essential equipment for its clients. (see section 6.0 *Whakapapa Village* and particularly 6.5.3 *Public Services*).

Several non-resident guiding concessionaires are licensed to provide general mountain guiding services in the park. With the exception of the proposed Whakapapa Village-based guiding operation, which may be granted use of an existing building within the village, licences do not grant or imply any exclusive rights to park facilities nor do they give preference in the use of huts.

The quality of guiding services in the park varies from well-qualified alpine guides with a lifetime of experience and demonstrated skills, guiding private clients and groups, through to enthusiasts, who may be parents or teachers, leading university and school groups. It is important that a high level of skills is attained by all who lead people in this environment: the repercussions in the event of an incident are serious regardless of the commercial/non-commercial nature of the activity. The department will work towards encouraging mountain users towards a common goal of safe leadership in the outdoors.

Also refer to sections 4.2.2 *Wilderness Areas*, 4.2.3 *Pristine Areas* and 4.3.2.7 *Off Track Use*.

## Objectives

- a To recognise that commercial guiding services allow for a wider range of public use and enjoyment of Tongariro National Park than might otherwise be obtained.
- b To minimise any cumulative adverse effects of guiding operations.
- c To ensure guiding operations are based outside of the park, with the exception of a single, Whakapapa Village-based guiding operation concession.

## Policies

- 1 Concessions may be granted in terms of Part IIIB of the Conservation Act 1987 and section 49 of the National Parks Act 1980 by the Minister for the carrying on of a guiding service where the public need for the additional guiding concession has been demonstrated. Guiding may be for any or all of the following purposes:
  - climbing, abseiling or climbing instruction;
  - ski mountaineering or ski-touring;
  - hunting other than helicopter hunting;
  - tramping, walking or nature study;
  - instruction or examination of guides so that they may obtain guiding qualifications;
  - in support of other activities requiring approval under other provisions of this plan – for example, commercial filming.
- 2 Appropriate conditions will be attached to any guiding operations to protect the park and its facilities, to protect the opportunities for use and enjoyment by others, and to maintain high standards of visitor safety.
- 3 Restrictions may be imposed on concessions granted and/or group sizes in order to ensure appropriate standards for concessionaire clients and to reduce impacts on other park users.
- 4 Approval of guiding operations which require significant technical expertise will take into account the qualifications, experience, and skills of the applicant.
- 5 Applicants may wish to seek referee support to confirm their skills in lieu of national qualifications. Referees should have standing in the field for which a concession is sought.
- 6 School and university groups should have leaders with the appropriate qualifications, experience, and skills for the activity being undertaken.
- 7 The department will consider an application for a single guiding concessionaire to be based in Whakapapa Village. That guiding operator will have a core focus on guiding services within the park..



- 8 The department will encourage guides to raise the conservation awareness of their clientele and ensure that they are operating within the *Backcountry Environmental Care Code*.
- 9 The department will encourage the Ngāti Tūwharetoa and Ngāti Rangi people to take an active role in guiding and interpretation of cultural World Heritage values within the park.

#### 4.4.2.2 Guiding on the Tongariro Crossing

*Note: 4.4.1 Concessions General applies whenever a concession is required.*

A central philosophy of this plan is to protect as taonga the peaks of Tongariro National Park, gifted to the people of New Zealand by Te Heuheu Tukino IV on behalf of the Tūwharetoa people.

Mount Tongariro is regarded as sacred by Ngāti Tūwharetoa who have lived beneath its slopes for many generations. In pre-European times, Mount Tongariro was regarded with such a high level of respect and humility that under Māori protocol or tikanga it was seen as disrespectful to look directly at the mountain. Māori expressed concern when early Pākehā explorers holding different values arrived and dared to climb the sacred mountain.

Concerns over the need to respect the cultural values of Mount Tongariro were again expressed strongly in the mid 1990s in relation to the issue of commercial guiding on the Tongariro Crossing. There was then, and still is, a high level of interest in providing commercial guiding services on the Tongariro Crossing. However, commercial guiding has been strongly opposed by Māori as being insensitive to the cultural values and tikanga of tāngata whenua and being against the spirit of the original gifting of the peaks to protect them from commercialisation and development.

The department has actively sought a solution to this issue that:

- protects the natural resources and historical and cultural heritage of the national park and the special status of Mount Tongariro;
- identifies activities that are consistent with protecting these values and sets standards for managing these activities;
- meets the department's responsibilities under section 4 of the Conservation Act 1987 to give effect to the principles of the Treaty of Waitangi, and the commitment made through the *Tongariro/Taupō Conservation Management Strategy* and *He Kaupapa Rangatira*; and
- recognises the rights of the private landowners of the Ketetahi Block. The Ketetahi Trust has informed the department that its approval is required for any commercial use of the Ketetahi Block.

The January 2003 *Draft Tongariro National Park Management Plan* proposed the concept of a not-for-profit trust appointed by the Tongariro/Taupō Conservation Board as the sole concession holder for guiding on the Tongariro Crossing. However, it is unlikely that the Minister could justify limiting guided walking on the Tongariro Crossing to a sole concessionaire without breaching the Commerce Act 1986.

In 2005 the department worked with the Ketetahi Trust to reach agreement on a process for the co-ordination of guiding that involves its land and Tongariro National Park. Applicants seeking to guide on the Tongariro Crossing will be strongly encouraged to gain endorsement from the Ketetahi Trust for guiding on its land before lodging a concession application. For location of the Tongariro Crossing and the Ketetahi Block refer to *Map 10 Access and Facilities*.

Also refer to section 4.3.2.13 *Managing Visitor Numbers on the Tongariro Crossing*.

### **Objectives**

- a To protect and enhance the natural resources and historical and cultural heritage of the Tongariro Crossing.
- b To confine guiding activity to the formed walking track known as the Tongariro Crossing.
- c To acknowledge the cultural, spiritual, historical and traditional association of Ngāti Tūwharetoa in relation to the peaks of Tongariro and have particular regard to their views when considering applications for guiding concessions.
- d To work cooperatively with the owners of the Ketetahi Block.
- e To recognise the benefits that guiding can provide to visitors' use, enjoyment, appreciation, and safety.
- f To limit the term of any guiding concession for the Tongariro Crossing pending the outcome of research into the social carrying capacity of this track and the effects of visitor pressures on its natural resources and historical and cultural heritage.

### **Policies**

- 1 Any application for a guiding concession should be publicly notified. Iwi and the Tongariro/Taupō Conservation Board should be consulted on all applications for guiding concessions over the Tongariro Crossing.
- 2 The department will encourage Ngāti Tūwharetoa to take an active role in interpreting cultural World Heritage values associated with the Tongariro Crossing.

- 3 Operators intending to apply for guiding concessions should be encouraged to obtain the approval of the Ketetahi Trust to traverse the private section of the Tongariro Crossing Track before making an application for a concession. The department will work with the Ketetahi Trust to co-ordinate concession management.
- 4 The department will encourage guiding concessionaires to provide an accurate interpretation of the park's natural values and historical and cultural heritage.
- 5 Guiding concessionaires will be encouraged to act in a way that protects and enhances the cultural, spiritual, historical, and traditional association of Ngāti Tūwharetoa in relation to the peaks of Tongariro.
- 6 Guiding concessionaires will be encouraged to provide accurate interpretation of Ngāti Tūwharetoa cultural values and to undergo training from Ngāti Tūwharetoa on interpretation of these values.
- 7 Guiding concessions for the Tongariro Crossing should be limited to a term of five years or less, in order to maintain the ability to limit the number of guide walkers in the future should research indicate unacceptable effects of visitor pressures on the natural resources and historical and cultural heritage of the Tongariro Crossing.
- 8 As a condition of Tongariro Crossing guiding concessions, guided parties should be confined to the formed walking track. No off-track use should be allowed.
- 9 The department will monitor unauthorised use of the Tongariro Crossing by commercial operators and will ensure compliance with this plan.

### 4.4.2.3 Club Accommodation

*Note:* 4.4.1 *Concessions General* applies whenever a concession is required. Accommodation, other than concessionaire staff accommodation, requires a ministerial authorisation in accordance with this plan and section 50 of the National Parks Act 1980.

The park has a long history of club use. Associated with this has been the development over time of club accommodation.

The club-owned lodges are sited in a number of locations:

- Iwikau Village (47 club lodges; see *Map 13 Iwikau Village*);
- Tukino Ski Area (two club lodges and the Sir Edmund Hillary Outdoor Pursuits Centre lodge; see *Map 14 Tukino Ski Area*);
- Whakapapa Village (five club lodges; see *Map 15 Whakapapa Village*); and
- Makotuku Flat on the Ohakune Mountain Road (Massey University Alpine Club).

The following club-owned huts are referred to in section 4.3.2.2 *Huts and Camping*:

- Whangaehu Hut (New Zealand Alpine Club);
- Wanganui High School Hut;
- Mangaturuturu Hut (Wanganui Tramping Club); and
- Mangaiti Hut (Tongariro Tramping Club).

Ruapehu mountain clubs have had a strong and influential role in recent park history and this is expected to continue. This was sanctioned in 1996 by the signing of 60-year licences for clubs to occupy sites within the park.

Clubs are levied for the cost of any servicing provided by the department and for the occupation of their sites.

In part, the need for club lodges was related to distance and time and those things are now partly resolved with efficient transportation networks. It is not essential that club lodges be located in the park, except at Tukino as long as the ski area exists there.

Clubs which have lodges in the park are expected to make full use of their facilities as bases for the activities for which the clubs exist. If a club fails to do so, the reasons for the presence of its lodge in the park are brought into question. The licences for ski lodges provide for clubs to rent their facilities to like-minded organisations, educational groups or training providers where mountain activities are the focus, and to recover the costs of that service. Equally, clubs may run a service which is focused on obtaining new members through a trial system.

In the case of Turoa, all residential accommodation for skiers and other visitors is to be provided outside the park. The ski area concessionaire is permitted to house up to six staff members on the ski area. One existing club lodge, belonging to the Massey University Alpine Club, is situated close to the ski area.

Commercial on-mountain accommodation is not regarded as necessary for the future viability of the ski areas. The introduction of such a facility would not be in the interests of either the region or the park. It would place more demands on park resources and would not necessarily contribute to user enjoyment of the park, in that it would service only a very small group.

The following philosophies for club lodges reflect the vision set out by the clubs themselves and are consistent with the policies contained within this plan:

- Lodges are to reflect the lodge style of accommodation.
- Ownership of lodges is to remain with clubs.
- Clubs are communal by nature; membership is open to the general public.
- Clubs may accept non-member guests.
- Clubs utilise resources on the most efficient basis and subscribe to practical conservation measures, including waste and water conservation.

- Clubs acknowledge their ecological footprints and stay within them.
- Clubs may consider merging with other clubs where membership or support systems are no longer sustainable.
- Clubs will actively work with the ski area and department on issues including lodge re-siting, infrastructure, management, and co-ordinated maintenance activities.

Also refer to sections 4.1.16 *Works Approvals*, 4.1.17 *Waste, Discharges, Contaminants and Noise* and 4.3.2.3 *Buildings, Structures and Utility Services*.

### **Objectives**

- |   |   |
|---|---|
| <ol style="list-style-type: none"> <li>a</li> <li>b</li> <li>c</li> </ol> | <p>To maintain and support the function of club lodges in Tongariro National Park under existing licence conditions.</p> <p>To limit use of club lodges to members and their guests on a non-commercial basis.</p> <p>To permit Iwikau Village to continue to function as a group of club lodges serving like-minded club members with an overarching interest in skiing, climbing or other mountain sports on Mount Ruapehu.</p> |
|---|---|

### **Policies**

- 1 The presence of existing club lodges is acknowledged and these will be managed under existing licences.
- 2 Applications for new commercial accommodation, new club lodges or new huts should be declined.
- 3 If applications for the activities described in 2 above are received the department should:
  - publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.
- 4 Existing club lodges will not be regarded as part of the network of huts provided for park users (excluding Mangaturuturu Hut and Whangaehu Hut).
- 5 The maximum number of bunks per lodge should be 32 plus two warden staff, except where approval had been obtained, prior to this plan, for an increase above this limit.

- 6 Concessionaire accommodation for staff at existing sites on ski areas will be permitted only where it is essential for the safe operation of the ski area or for public safety or security purposes, and staff cannot be located in towns adjacent to the park (also refer to section 6.5.5 *Staff Accommodation*).
- 7 The department will charge a levy for the cost of servicing club lodges and huts (also refer to section 6.5.10 *Community Services*).
- 8 The department should not permit water reticulation to lodges via a co-ordinated system. This will ensure continued conservation and management measures of the limited water supplies available.
- 9 There will be no automatic right of alteration or replacement if:
  - the use of a building or structure is to be altered from the purpose for which it was originally approved;
  - the building or structure is destroyed by fire or volcanic activity; or
  - the building or structure has to be removed because of site instability or lack of adequate maintenance.

#### 4.4.2.4 Events

*Note: 4.4.1 Concessions General* applies whenever a concession is required.

This policy covers organised events which are advertised as being open to the general public as distinct from closed club events and individual/small group activities. Such events might involve charging or asking for a donation.

Large-scale commercially-sponsored competitive events may be permitted within the park only if they can be shown to be consistent with management philosophies and will not be detrimental to the enjoyment of other park users. All organised public events are subject to control by the conservator.

##### **Objectives**

- a To consider organised public events in Tongariro National Park which provide for appropriate visitor experiences if they cannot be undertaken on an individual basis and do not affect park values or unreasonably undermine the expectations of other visitors.
- b To minimise any adverse cumulative effects of organised public events.

## Policies

- 1 A concession is required for all commercial and some other events in line with legislation and the department's concession policy.
- 2 Policy 1 above will not generally apply to club activities, which are not open to the public (for example, club ski races) and where there is no specific gain or reward, financial or otherwise, for the organisers, or to activities permitted by the conditions of an existing concession.
- 3 Any proposal for infrastructure related to an event, excluding temporary shelter or signs, is unlikely to be approved.

### 4.4.2.5 Transport

*Note: 4.4.1 Concessions General* applies whenever a concession is required.

In the park the department administers Mangatepopo, Ketetahi, Tukino, and Bruce roads.

In the late 1990s, growing visitor numbers on the Tongariro Crossing increased the demand for public transport. By 2005 there were 22 transport concessionaires operating within the park.

The department recognises the significant role that public transport plays in managing the values of the park. Public transport operators, with their efficiencies in moving large numbers of people, substantially reduce the need for infrastructure such as car parking, provide an opportunity to co-ordinate, control, and manage the public at roadend sites (as at the Mangatepopo car park at the beginning of the Tongariro Crossing), and allow concessionaires to meet their own carrying capacity requirements at the ski areas.

Also refer to sections *4.3.3.2 Vehicle Access*, *4.3.3.3 Transport Infrastructure*, *5.2.3 Base Area Strategies* and *6.5.7 Traffic Management / Car Parking*.

#### Objectives

- a To ensure that public transport systems within Tongariro National Park provide for visitor needs, reduce demand for new infrastructure, and avoid or minimise adverse effects on the environment.
- b To recognise public transport systems as the priority tool to meet the public transport demands within the park, over private vehicle use and infrastructure upgrades.
- c To co-ordinate public transport systems to provide for visitor needs.

## Policies

- 1 Concession applications for public transport services should be encouraged where public transport provides for a core visitor need.
- 2 The department will work with transport concessionaires to ensure that visitor experience, safety and education needs are met.
- 3 Transport concessionaires will be expected to meet best practice standards for safety and visitor services.
- 4 The department will ensure that within the existing amenities areas, car parking and public transport infrastructure is maximised on existing developed sites.
- 5 The department will facilitate an effective service which delivers a high-quality transport system for ski area operations, reducing private car-parking demands.
- 6 The department will ensure that there is appropriate infrastructure for a transport operation in Whakapapa Village, to provide for visitor pick-up and drop-off areas, and a waiting zone for commercial vehicles.
- 7 The department will actively support public transport networks out of Whakapapa Village and other satellite towns to roadend facilities within the park.
- 8 The department may set conditions on concessions, such as arrival/departure times, to reduce visitor conflict at park sites.
- 9 There should be no net increase in the number of transport concessions granted for the Tongariro Crossing.
- 10 The department will recommend to the Minister a maximum daily number of passengers for transport operators on the Tongariro Crossing. Passenger numbers should be set at a level determined after consultation by the department with operators, taking into account operators' returns up to the financial year ending 2004/05. Refer to *4.3.2.13 Managing Visitor Numbers on the Tongariro Crossing*.
- 11 The department will actively monitor transport operators to ensure compliance with concession conditions and for the purpose of generating information to assist in quota allocation and carrying capacity issues.
- 12 The department will not develop further car-parking facilities within the park (with the exception of sites where re-development and restoration is the focus). It will, however, support the development of infrastructure on the margins of the park, consistent with this plan.



#### 4.4.2.6 Aircraft

*Note: 4.4.1 Concessions General applies whenever a concession is required.*

The Civil Aviation Authority defines ‘aircraft’ as any machine that can derive support in the atmosphere from the reactions of the air otherwise than by the reactions of the air against the surface of the earth. For the purpose of this plan, this includes fixed-wing planes, helicopters, microlights, and balloons. While non-motorised hang-gliders and parapentes are not included in this definition of ‘aircraft’, they are occasionally used within the park and for this reason this section contains a policy relating to their use.

The noise and presence of aircraft conflicts with national park values such as natural quiet and can potentially conflict with the enjoyment of park visitors. At present the department has no jurisdiction over airspace and cannot control general overflying of the park as that is governed by the Civil Aviation Act 1990 and rules and safety standards under that Act. Also refer to section 4.1.17 *Waste, Discharges, Contaminants and Noise*.

The jurisdiction of the National Parks Act 1980 is limited to the landing, taking off, and hovering of aircraft in or over Tongariro National Park. The Tongariro National Park Bylaws 1981 prohibit these activities except in an emergency, for wild animal control, or when authorised by the conservator for park management. The park has a history of allowing aircraft landings only for essential management purposes. This approach has been widely supported by the community in previous management plans. The park’s dual World Heritage status requires park managers to ensure the least intrusive means of access for park visitors and management purposes. Ngāti Tūwharetoa, who gifted the peaks of Tongariro, Ngauruhoe, and part of Ruapehu to the people of New Zealand, and those tribes with mana whenua, do not support mechanised, intrusive access to these sacred sites.

The *Tongariro/Taupō Conservation Management Strategy* was approved in 2002. The CMS does not support the use of aircraft within the park for purposes other than those essential for management. It acknowledges the importance of placing restrictions on aircraft use in recognition of the park’s special natural and cultural values and the negative impact that aircraft can have on the experience of visitors.

Aircraft can provide a practical and useful means of park access for management and visitor safety purposes as they have minimal physical impact on the park compared with vehicles and other mechanical means. The department works with aircraft operators to ensure that any adverse effects of aircraft use over the park are minimised, for example through restricting use of helicopters in the Pristine Areas to outside peak times, and advocating for use of flight paths down wind to minimise noise disturbance.

Aircraft used for management purposes are often required to refuel from sites within the park. These sites should be managed to remove the risk of fuel spills and the resulting contamination.

Scenic flights are a legitimate and increasingly popular way for the public to enjoy the park from a unique perspective. This is particularly the case given the nature of the volcanic landscape. The department works with the Civil Aviation Authority and aircraft operators to avoid or mitigate the potential effects of these overflights.

Also refer to section 4.4.3.6 *Wild Animal Recovery* and *Appendix 2 – Tongariro National Park Bylaws*.

### **Objectives**

- a To minimise the adverse effects of aircraft on Tongariro National Park users.
- b To minimise the adverse effects of aircraft on natural resources, historical and cultural heritage, and national park values.
- c To minimise the effects of aircraft used for legitimate park management purposes.

### **Policies**

- 1 Aircraft may operate in Tongariro National Park with minimal restriction where required for emergencies, for park management, and for activities which would benefit park management, where undertaken by the department or a concessionaire authorised by the department to carry out these activities.
- 2 The department will ensure that the use of helicopters for management purposes is undertaken in a way which most efficiently utilises that method of access while minimising impacts on park visitors. This may mean not using helicopters during peak public use periods, except for emergencies.
- 3 With the exception of 1 above applications for aircraft landings within the park should be declined.
- 4 Concession applications which require use of aircraft below 500 feet within the park should be declined.
- 5 Airdrops should not be permitted within the park.
- 6 Where applications for the activities described in 3 to 5 above are received the department should:
  - publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.

- 7 The department will work with the aircraft industry, and in particular local fixed-wing and helicopter operators, to ensure that the effects of aircraft use over the park are minimised.
- 8 The department will liaise with the Civil Aviation Division of the Ministry of Transport so that the highest safety standards governing aircraft operations are maintained and so that regulatory activity in the air can be co-ordinated to give effect to these standards. The department will continue to advocate to the Civil Aviation Authority for further controls of aircraft overflights of the park.
- 9 The Royal New Zealand Air Force and Ministry of Transport will be asked to enforce the prohibition on low-flying in the vicinity of the crater area of Mount Ruapehu (also refer to section 4.3.3.4 *Military Use*).
- 10 If monitoring indicates that voluntary methods in relation to overflying are no longer effective, the department will investigate the benefits of pursuing a Restricted Area under Civil Aviation Authority rules, Part 73 (Special Use Airspace) to a height level sufficient to protect natural quiet values.
- 11 Applications for permits for tasks such as maintenance of a concessionaire's facilities should take account of the purpose for which the aircraft is required, the alternative transport available, the impact of the aircraft and landing zone (or alternatives) on the environment and park users, and safety.
- 12 Permits may be personal to the applicant and may specify flying routes, heights and landing sites and times.
- 13 Any re-fuelling depot should be established (with appropriate bunding and capacity for spilled fuels, so that any contamination risk that may occur through re-fuelling of helicopters is eliminated) in the vicinity of Whakapapa/Iwikau Sewage Plant Road, in the Whakapapa Ski Area car park, and in the Turoa Ski Area maintenance shed car park. These facilities will meet the department's landscape requirements and the industry standard for such sites.
- 14 Helicopters and their impact on the park and park visitors will be monitored and, if necessary, representations will be made to the relevant Government authorities to seek an amendment to the standard aircraft operation regulations, or provision of legislation, in order that the natural quiet which forms an integral part of the park experience is maintained.
- 15 Use of parapentes, hang gliders, and non-motorised gliders is permitted within the park on an ad hoc and private basis.

### 4.4.3 Non-Recreation Ngā Mahi Kē

#### 4.4.3.1 Advertising, Promotion, Filming, and Commercial Photography

*Note: 4.4.1 Concessions General applies whenever a concession is required.*

The department receives many requests from organisations wishing to utilise Tongariro National Park for advertising promotional purposes, filming, and commercial photography. These range from the promotion of activities which are directly related to use of the natural environment, such as the advertising of equipment for outdoor use, through to activities which appear on the surface to have very little to do with the physical environment in which they are being promoted, such as the advertising of motor vehicles or office furniture. Such activities require concessions, unless an existing concessionaire has a specific right contained within their concession agreement.

This section is not intended to cover private photography and filming within the park. The taking of photographs by park visitors as a way of recording their World Heritage experience is strongly encouraged and has become part of the international effort around the concept of “taking only photos, leaving only footprints”.

#### **Objectives**

- a To permit, in Tongariro National Park, advertising, promotion, filming, and commercial photography which provides for the preservation and promotion of national park values.
- b To ensure that advertising, promotion, filming, and commercial photography do not undermine the values for which the park is set aside, or impinge on visitor use.

#### **Policies**

- 1 Any applications for advertising, promotional activities, filming or commercial photography within the park which conflict, or are inconsistent, with the park’s natural resources, historical and cultural heritage, recreational opportunities or with national park values should be declined.
- 2 Where applications for activities described in 1 above are received the department should:
  - publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;

- consult with the Tongariro/Taupō Conservation Board and seek its recommendation;
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.
- 3 An applicant will demonstrate that the proposed activity cannot be undertaken elsewhere on private or other public conservation land (apart from national parks).
  - 4 The department should require the applicant to undertake an assessment, in scale with the application, to determine the natural resources and historical and cultural heritage of the site in question.
  - 5 Advertising, promotional activities, filming or commercial photography should not conflict with current established visitor use.
  - 6 Promotional activities not clearly provided for in an existing concession agreement should be considered on a case by case basis and should align with existing concession activities. Where an existing concession is held, emphasis will be placed on the promotional activity being aligned to the activity for which the underlying concession has been granted.
  - 7 Filming of the peaks above 2300 metres should not be permitted, except where there is support from tāngata whenua and a benefit to conservation management through increased public awareness of the protected status of the mountains. Acknowledgement of the park's World Heritage status may come through direct identification and credits or the content of the film project itself.
  - 8 The department should consult with iwi where taonga beyond the mountain peaks may be affected by an activity, prior to full consideration of an application.
  - 9 Use of the department's logo and 'corporate image' for advertising purposes will be considered on a case by case basis based on the value of such use to conservation management.
  - 10 Means of access for concession activities should be the same as those for the public. Helicopter access within the park for advertising, promotion and film activities is controlled via section 4.4.2.6 *Aircraft*.

#### 4.4.3.2 Signs

*Note: 4.4.1 Concessions General* applies whenever a concession is required.

Placement of signs in or on the ground within Tongariro National Park require specific approval from the Minister. This may be through authorisations on existing concessions or through one-off concessions. This plan section does not apply to vehicles used for commercial purposes on the Bruce Road or Ohakune Mountain Road but does apply to all ski area car parks and to other roads administered by the department.

Signs can enrich visitors' benefit, use, and enjoyment of the park and can encourage visitors to participate in its preservation. Signs can allow people to assess the risks from hazards that may occur in the park. Conversely, a proliferation of signs, or signs that detract from national park values, such as naturalness, can adversely affect people's experience of the park.

By standardising signs, a park identity can be established. It is important to maintain an appropriate balance of signs so that an area does not appear cluttered or authoritarian, or, on the other hand, be so lacking in signs as to be misleading.

To assist in the preservation of national park values, the conservancy has prepared the *Tongariro National Park Sign Guidelines*, a non-statutory document that contains detailed specifications for the appearance, content, scale and placement of non-departmental signs. (Departmental signs within the park are designed and constructed in accordance with the *Department of Conservation Sign Manual*).

*Note:* Policies relating to signs are contained in sections 8.2, 9(e) and 10.1 of the *General Policy for National Parks 2005*.

#### **Objective**

- a To permit the erection of signs (commercial or otherwise) within Tongariro National Park subject to departmental approval.

#### **Policies**

- 1 Signs should not be permitted except where required by statute, for park management, or for a concessionaire authorised to operate within the park.
- 2 Non-departmental signs placed by concessionaires authorised to operate within the park should comply with the conservancy's *Tongariro National Park Sign Guidelines*.
- 3 The department will promote the use of international standard symbols in signs.
- 4 Where signs are required by statute, their siting will be discussed with the controlling authority.

- 5 Informative signs, which include track, lift and directional information, should be permitted within ski areas where they are aligned to the principal use.
- 6 Where concessionaires require permanent signs of a corporate identifying nature, their size and siting will be subject to Ministerial approval.
- 7 Where signs are permitted under the policies of this plan, the concessionaire should inform the department of signs placed, to allow the department to maintain an activity record within its files.
- 8 Commercial users will comply with all statutory requirements, including the *Ruapehu District Plan* and Occupational Health and Safety legislation.
- 9 The action plans arising from the department's *Conservation with Communities Strategy* will pay particular attention to signs and interpretive requirements within the park at ski areas, historic sites, roadends, and short walk opportunities.
- 10 Within Whakapapa Village, the department will maintain and administer a signs standard consistent with the *Whakapapa Village Site and Landscape Plan*.
- 11 Tāngata whenua should be consulted wherever signs refer to places or resources of cultural significance to them. Where agreed with tāngata whenua, signs should include appropriate use of te reo Māori, including place and species names, and draw attention to tāngata whenua values.
- 12 The department will consult with tāngata whenua to provide, where agreed with tāngata whenua, suitable signs that emphasise the World Heritage natural and cultural values at entry points into the park.
- 13 The department will work actively with ski area operators to ensure appropriate acknowledgement and limited interpretation of national park/World Heritage values where these might not be currently understood by the large number of visitors to the ski areas.
- 14 Signs placed on behalf of another organisation or concessionaire should be on a cost-recoverable basis, in line with the department's national concessions policy.
- 15 The use of any new technologies or display methods will require the permission of the department.

### 4.4.3.3 Communication

*Note: 4.4.1 Concessions General applies whenever a concession is required.*

Facilities for telecommunications should, wherever possible, be outside of Tongariro National Park. They will only be permitted where they must, in the national interest and on technical grounds, be located in the park, and where they can be achieved with minimal impact on the environment.

An effective, reliable, and interference-free radio network will be provided and maintained throughout the park for management purposes. The department's VHF communications system covers the whole of the park using repeater stations. The radio system is used for park management, search and rescue operations by park staff and police and safety services, including ski patrol and fire control.

Park huts are not particularly remote and public safety does not require that they have a radio system. There are no television translators in the park.

Within the park, two communications bases are used by a number of Government departments and state-owned enterprises. These are on Mount Pihanga and on the Tukino Mountain Road. All access to the Pihanga site is by helicopter – no ground access, except by foot, is permitted. Access to Tukino is by helicopter, or by vehicle along the Tukino Mountain Road. Also refer to section 4.1.16 *Works Approvals*.

These facilities are recognised as existing uses but no guarantee can be given that the buildings or number of users will be allowed to increase. A proliferation of large dish antennae and more substantial masts is not favoured unless this can be shown to be in the national interest and environmental impacts are minimal.

#### **Objectives**

- a To limit communications infrastructure to that which is essential for Tongariro National Park management or the national interest and which cannot be located elsewhere.
- b To ensure that there is no increase in the scale of communications infrastructure within the park.

#### **Policies**

- 1 Communications infrastructure should be located outside Tongariro National Park.
- 2 Concessions may be issued for the use of any part of the park for radio, electric or electronic communication facilities. These may include radio, television and telephone transmitting and receiving equipment.
- 3 Applicants should be required to confirm that placement of infrastructure beyond the park boundaries is not technically feasible.



- 4 At its discretion, and at the applicant's cost, the department should employ appropriately-qualified communications experts to peer review and provide advice on applications.
- 5 Following consultation with the applicant, the Minister may impose monitoring on a concession in order to ensure the activity is consistent with the conditions of that concession and with this plan.
- 6 All telecommunications concessionaires should ensure that:
  - there is no increase in the scale of existing telecommunication sites without the Minister's consent;
  - telecommunications are placed in or on existing structures where possible; and
  - telecommunications are co-located where practical.
- 7 In all circumstances telephone lines should be underground or on the surface to minimise visual impacts.
- 8 Where telephone lines are located or intended to be located within a legal road, the department will seek support from the road controlling authority for those lines to be placed underground.
- 9 Should technology change to allow the removal of communications infrastructure, the department should require removal of infrastructure and restoration of sites as concessions expire or are reviewed.

#### **4.4.3.4 Electrical Transmission and Reticulation, Generators and Hydroelectric Development**

*Note: 4.4.1 Concessions General applies whenever a concession is required.*



Tongariro National Park is traversed by a number of electricity transmission lines which form part of the national grid. These lines form a vital link in the transmission of energy to the northern half of the North Island. It is important that the department works actively with Transpower to provide for the inspection, maintenance, and operation of these transmission

lines, consistent with the Electricity Act 1992, while ensuring compliance with this plan (also refer to section 4.1.16 *Works Approvals*).

The transmission lines along the west and north side of State Highway 1 have a severe visual impact and spoil much of the view of the mountains for people travelling along the Desert Road. The high tension lines between the State Highway 47/48 junction and Iwikau Village have a similar impact. These lines provide for the significant consumption of power within Whakapapa Village and particularly Whakapapa Ski Area during peak periods.

The use of generators to support infrastructure in the park (other than for approved construction and management or park emergency purposes) is not generally considered to be consistent with park values. At Tukino Ski Area, the existing club lodges, the rope-tows, and the portable tow have diesel-powered generators. The options for reticulated electrical supply to this ski area are limited. Further provision of generation at this site is not envisaged. The department will require best industry practice for the operation and maintenance of these facilities, where that may not currently be the case.

There are no hydroelectric power stations in the park, although an old system based on the Whakapapanui Stream once supplied the Chateau Tongariro. Recent investigations suggest that a number of sites both within and immediately outside of the park are suitable for small-scale schemes. The more cost-efficient schemes are based on using waters from the Whakapapa River and its sources in the park. Nevertheless, these schemes are costly and the geology, topography, and volcanic hazards make it unlikely that they will eventuate for some time. The effects of hydroelectric projects and reticulation are unacceptable within the park environment.

### **Objectives**

- a To minimise the impacts of electrical transmission and reticulation, generators, and hydroelectric development within Tongariro National Park.
- b To protect national park values.

### **Policies**

- 1 Where power reticulation is necessary in Tongariro National Park, for park management or concessionaire requirements, the cables will be placed underground where practicable. Any application to undertake this work will require an assessment of environmental effects with a focus on vegetation disturbance and restoration.
- 2 The department recognises the absolute requirement for access by Transpower to existing electrical infrastructure but will set conditions and standards for access, and impacts in relation to that access.
- 3 Liaison with Transpower New Zealand Limited will be sought, with the aim of ensuring that all necessary works on the national grid are carried out in a manner that minimises the environmental impacts of those works.

- 4 Separation of trees and vegetation from the national grid and support towers will be achieved by managing tree species and location, and by trimming and removal of vegetation where the operational integrity of the transmission line is compromised.
- 5 All trimming and removal of vegetation will be undertaken in accordance with agreements in force between the department and Transpower at the time of this plan's approval.
- 6 When relevant authorities are planning to upgrade, replace or add to power transmission services or telephone lines, they will consider minimising environmental impact and relocating existing services outside of the park.
- 7 Where power lines are located or intended to be located within legal road, the department will seek support from the road controlling authority for those lines to be placed underground.
- 8 Accurate location plans for all reticulated services in the park should be lodged with the department.
- 9 The department will actively pursue removal of existing overhead power transmission lines from the park. Full site restoration should be a condition of any approval for relocation or surface installation of lines.
- 10 With the exception of 11 below, the use of generators should not be permitted for permanent or large-scale infrastructure except for park emergency purposes.
- 11 The emphasis on using grid power for ski area facilities will continue. Generators may be considered for the operation of major installations or permanent facilities where an applicant can demonstrate that the grid power, or upgrade to that infrastructure, will have greater environmental effects than generators.
- 12 Where generators are considered as an option, the applicant should provide evidence of noise emission and contaminant management to the highest industry standard. The department should independently peer review this material at the applicant's cost.
- 13 Generators for ski-lift infrastructure should be located at a central site inside, or utilising, existing infrastructure to mask the temporary nature of the activity.
- 14 Where generators are proposed to support ski area infrastructure, the concessionaire should remove existing diesel-powered motors from the mountain prior to commissioning.
- 15 The department should submit that any resource consent application for hydroelectric power generation could result in serious impairment of park values or in removal of national park status from distinctive areas.

#### 4.4.3.5 Grazing

*Note: 4.4.1 Concessions General* applies whenever a concession is required.

Historically, sheep grazing occurred on lands which are now part of the park – for example, on the Desert Road side (State Highway 1), near Mangatepopo Stream, and in the Mangawhero Valley (the current picnic and camping area). Several old sheepyard sites and related facilities are found in the park (for example, the Haunted Whare). These are identified as sites of historical value. Refer to section 4.1.9 *Historic Resources*.

Grazing is not desirable in the park because it induces plant pest growth, changes the composition of the vegetation, and suppresses the growth of indigenous flora.

Section 51 of the National Parks Act 1980 states that the re-issuing of grazing concessions which have expired should only occur if it is in the public interest for grazing to continue. New grazing concessions should not be issued.

#### Objective

- a Not to allow new grazing concessions in Tongariro National Park.

#### Policy

- 1 Applications for new grazing activities in the park should be declined.

#### 4.4.3.6 Wild Animal Recovery

*Note: 4.4.1 Concessions General* applies whenever a concession is required.

The Wild Animal Control Amendment Act 1999 brought commercial recovery of wild animals on public conservation land under the concessions system in Part IIIB of the Conservation Act 1987. The commercial recovery of wild animals from the park relates exclusively to deer.

Deer are largely absent from significant areas of the park where open alpine habitats with sparse vegetation dominate. They are restricted to the forested or scrub-covered habitat in the north and south-west.

The park offers only limited opportunity for commercial recovery of deer because of:

- their limited distribution;
- the small size of carcasses due to the impoverished nature of much of the volcanic substrate and the types of plant communities this substrate supports;

- the dense cover where deer do occur; and
- the extensive ongoing use of toxins for possum and other pest control which restricts commercial deer recovery due to the risk of residues in export carcasses.

The commercial viability of deer recovery fluctuates significantly depending on the commodity price paid for feral venison.

Commercial recovery of deer can make a contribution towards reducing deer density within the park. However, it is unlikely to result in significant changes to the impact deer have on the park's ecosystems. Even low numbers of deer are able to maintain the ecosystem changes induced by almost 100 years of deer presence.

Due to high public use of the park through the spring, summer and autumn, and the desire of local recreational hunters to contribute to the annual deer harvest effort, wild animal recovery operations are restricted within the park to the winter months. Use of helicopters for control is generally considered a method of last resort.

In recognition of the limited opportunity for commercial deer recovery and the potential impact of low-flying aircraft on the experience and enjoyment of some visitors, the department initially limited the number of aerial wild animal recovery operators to two in an attempt to have the maximum number of deer removed with the minimum amount of flying effort during the open period. However, limited returns meant few deer were recovered in the first two seasons (29 in 2000 and 0 in 2001) and two further operators were added for the 2002 season.

Wild animal recovery operations will be reviewed annually at the end of October to assess the effects of such operations on both deer populations and visitors.

The Te Tatau Pounamu and Hauhungatahi wilderness areas are managed in accordance with section 14 of the National Parks Act 1980. This Act prohibits aircraft landings in wilderness areas unless specifically authorised by the management plan for that area. This plan allows aircraft landings in the park's two wilderness areas subject to certain conditions. Also refer to sections 4.2.2 *Wilderness Areas*, 4.4.2.6 *Aircraft* and *Appendix 2 – Tongariro National Park Bylaws*, Bylaw 12.

#### **Objectives**

- To recognise commercial recovery of deer as an activity that contributes towards the removal of deer from the park.
- To protect the intrinsic values of the Hauhungatahi and Te Tatau Pounamu wilderness areas.

## Policies

- 1 Concessions for areas in Hauhungatahi and Te Tatau Pounamu wilderness areas may be granted subject to the following conditions:
  - the aerial recovery of wild animals should be restricted to 1 May to 31 October each year;
  - a limited number of concessions should be granted for these areas at any one time;
  - concessionaires should notify the department of intentions prior to undertaking any wild animal recovery and should log all data on hunting effort, flying hours, and deer harvest with the department; and
  - concessionaires should fly the boundaries of the hunting area with the department's Ruapehu area manager or his delegate prior to undertaking any activity.



# Part V

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## Ski Areas

Ngā Wāhi Rere Hukarere

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## 5.1 Ski Area Histories, Natural Values, and Existing Development and Slope Capacities

### Ngā Hītori o ngā Wāhi rere Hukarere, ngā Tikanga Tuturu, ngā Tupunga o Tēnei Wā, me ngā Rōrahi o ngā Wāhi Rere

Ka taea te tāngata te hākinakina, te ngahau rānei ia ā ia anō ma te rere hukarere i roto i te papa rēhia. Kāore noa tēnei mea te rere hukarere e tātā i ngā pūtake tikanga o te papa rēhia, engari kei ngā tupunga e hāngai āna ki tēnei mahi ētahi atu whakataunga.

Mā te whakarite i tētahi/ētahi kaupapa whakahaere mo ngā wāhi rere hukarere; me te whakatau i ngā rīhi, raihana me whakaaetanga o ngā kaitono i o rātou mahinga i o rātou wāhi, ka taea te arahi, te whakahaere i te tupunga o ngā wāhi rere hukarere.

Kei ngā wāhanga whaakaahuru ngā tino wāhi whakarite o ngā wāhi rere hukarere. Kua tohua ēnei wāhi hei wāhi mahi, tupunga hoki kua kore e kitea āna ki wāhi kē i roto i te papa rēhia o Tongariro. I ēnei wāhi ka maumahara ngā kaimau-rīhi me ngā manuhiri kua whakatū ēnei mea i raro i te maru o ngā tino pūtake o te papa rēhia. Kei ngā wāhi teitei rawa ngā wāhi rere hukarere, arā, he mea kōauau te taiao, te whenua, ngā rākau me ngā otaota.

E toru ngā wāhi rere hukarere kei ngā taumata o Ruapehu. E noho āna ēnei wāhi i runga i tētahi maunga hirahira o te Ika-a-Maui. Ka awe hoki ngā wāhi rere hukarere i ngā āhuatanga o te whenua, ōna rerekētanga me ngā mōrearea kua puta mai i ngā nekenga whenua, aha atu rānei. Kua nui ngā tupunga o ēnei wāhi i roto i tēnei taonga o te ao. Kua whakaritea ngā wāhi rere hukarere e ngā ture pāremata, heoi anō kua arahina e te Poari o te Papa Rēhia me te Poari Papa Rēhia o Tongariro/Taupō i āna tupunga.

Kei ngā taumata raki mā uru te wāhi rere hukarere o Whakapapa. Kei ngā taumata tonga mā uru ā Turoa. Kati rā, kei te rāwhiti ā Tukino.

E whai raihana te katoa o ēnei wāhi rere hukarere, ā, kei raro rātou i te maru o ngā ture o the National Parks Act 1980. Kei ā Whakapapa me Turoa he whakaritenga hokohoko, arā kei ia wāhi he raihana ahakoa he ōrite te kamupene whakahaere (Ruapehu Alpine Lifts Ltd.). Ko tētahi huinga roopū (Tukino Mountain Clubs Association) ngā kaiwhakahaere o Tukino, ā, ehara tēnei i te wāhi rere hukarere whai moni. Akuanei, ka mōnehu te raihana ā Tukino engari, ka taea e rātou te haere tonu i o rātou mahi mēnā e hāngai āna o rātou mahi ki ngā tikanga me ngā ture kua whakatakotoria e tēnei kaupapa whakahaere.

Ma ēnei wāhi rere hukarere ka tae mai haurua o ngā manuhiri ki te papa rēhia ā ia tau, arā.

E hāngai āna ngā ture wāhi rere hukarere ki ngā wāhi kua tohua i roto i ngā mapi 11, 12 me te mapi 14. E hāngai hoki ēnei ture ki te kāinga o Iwikau. Ko te tino tumanako kia komokomo ngā pūtake tikanga o tēnei kaupapa ki roto i ngā ture wāhi rere hukarere.

Kei waho atu o ngā wāhi kua tohua he wāhi rere hukarere, ngā wāhi kē e pai āna mo te rere hukarere i ngā rā me ngā pō. Kei ngā taumata raki me ngā mea kei te tonga o Ruapehu ēnei wāhi. He kōpipiri ngā wāhi rere hukarere i runga o Ngauruhoe. Korekau he kaupapa tupunga mo ēnei wāhi.

Whā tekau mā whitu ngā whare kei te kāinga o Iwikau (te mapi 13). Kei reira hoki ētahi whakaritenga hei tautoko i te kāinga nei. Kua tupu mai tēnei kāinga mai i ngā roopū i whai wāhi rere hukarere tuatahi i reira, ā, tātā noa atu tēnei ki Whakapapa. E toru ngā whare kei te wāhi rere hukarere o Tukino. Kei Turoa tētahi whare i tōna wāhi rere hukarere.

Kei te rangi me ngā nekenga o Rūaumoko te tikanga mo te rere hukarere. I ngā tau timatanga 1990 i pai te hekenga o te hukarere, iti noa iho te hukarere i ngā tau i whai mai, ā i ngā tau 1995 ki 1996 i pahū mai te Maunga. I whakaawe ēnei āhuatanga i ngā wāhi hukarere tae noa atu ki te timatanga o tēnei rau tau.

Ko ētahi atu mea kua whakarerekē i ngā mahinga rere hukarere ko te tīni i ngā wā ka taea e te tangata te retireti me ngā nekehanga o ngā hokona tūruhi.

Kua iti haere ngā waiparahoaaka i tērā rau tau. Tērā pea, e hāngai āna tēnei ki ngā piki i te pāmahana me ngā āhuatanga e whai ake i tērā.

He nui rawa ngā whakaritenga ta ngā wāhi rere hukarere. He mea mau tonu ēnei wāhi i roto i te papa rēhia o Tongariro, otirā, he mea hira te whakamahi i ngā pūtake tikanga i roto i tēnei kaupapa whakahaere.

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Skiing is a recreational activity through which visitors enjoy the natural values of Tongariro National Park. It does not, per se, compromise the preservation ethic of national parks, but the development of facilities and services (roading, parking, accommodation, visitor services, and public safety) has various implications.

Controls and guidelines must overarch the development of ski areas. These can be achieved by ensuring that all concessionaires prepare and review indicative development plans for their ski areas.

In the park's ski areas, most infrastructure is located within amenities areas. These amenities areas are set aside to provide for the development and operation of public amenities at a scale and intensity which is not found elsewhere in the park (see 4.2.4 *Amenities Areas*). It is acknowledged that significant infrastructure is required for ski area operation which is outside existing amenities area boundaries. Where facilities are developed, they must be developed in a manner which is compatible with park objectives and values. Ski areas are located at high altitudes and in fragile environments, and protecting and preserving the soil, vegetation cover, and landscape are important objectives.

There are three ski areas on the upper slopes of Mount Ruapehu, sitting on the flanks of the live volcano which is the dominant landscape feature of the central North Island. They are influenced by the hazards represented in ongoing volcanic and erosion processes. They are heavily developed sites in a World Heritage Area. They are provided for by statute and their current form has been developed over time with approval from the Tongariro National Park Board and its successor, the Tongariro/Taupō Conservation Board.

Whakapapa Ski Area is located on the north-west slopes of Mount Ruapehu, Turoa Ski Area on the south-west slopes and Tukino Ski Area on the eastern side of the mountain.

All three ski areas are held under licence and are subject to the provisions of the National Parks Act 1980. Whakapapa and Turoa are operated on a commercial basis under separate licences by the same company, Ruapehu Alpine Lifts Ltd. The licences have some decades to run. Tukino, the smallest ski area, is run by a small group of clubs on a not-for-profit basis for the benefit of its club members. The Tukino Mountain Clubs Association holds a licence which will expire during the term of this plan. Tukino will continue to be able to operate on the basis that its operation is consistent with the terms of its current licence and with the policies of this plan.

The ski areas account for over fifty per cent of the visitors to the park. The ski area objectives and policies relate to those areas defined on *Map 11 Turoa Ski Area*, *Map 12 Whakapapa Ski Area*, and *Map 14 Tukino Ski Area*. They also relate to Iwikau Village. Interpretation of ski area objectives and policies must take into account the general objectives and policies of this plan (see *Part IV*), the values of the park (see *Part II*) and the key management philosophies (see *Part III*).

Outside of the designated ski areas there is scope for both day and overnight ski touring, especially on the south and north slopes and on the crater areas of Mount Ruapehu. There is limited ski touring and skiing on and around Mount Ngauruhoe. No ski-related developments are planned in these areas, to ensure that persons undertaking any recreational activity there (including skiing) are not adversely affected.

Iwikau Village is made up of forty-seven club lodges, the infrastructure to support them and a roading, track, and car park network (see *Map 13 Iwikau Village*). The clubs developed historically alongside Whakapapa Ski Area; club members formed the first society which operated the ski area. Such historical links remain strong. At Tukino Ski Area there are three club lodges with a relatively low level of use. Turoa Ski Area has one small club lodge below the junction of the ski area loop road (Massey University Alpine Club Hut) .

The first facility to promote skiing on Whakapapa Ski Area was developed by the Ruapehu Ski Club. This was an accommodation building. Other early facilities were rope-tows operated by the Tourist Department (later called the Tourist Hotel Corporation) and the first modern chairlift, installed by Ruapehu Alpine Lifts Ltd which comprised members of the skiing public who had a desire for a higher standard of infrastructure for their sport.

Skiing in the park is very much dependent on weather, climatic patterns, and volcanic activity. The bumper snows of the early 1990s were followed by poor snow years, and an eruption cycle in 1995 and 1996 which significantly affected ski area operations until early 2000. Linked to these factors is a changing leisure market with a greater variety of choice, and a shortening of the ski season, to match the reality of snowfall patterns. Long-term forecasts, taking into account general global warming, are for temperature increases and increasing variability in snow levels.

The glaciers on Mount Ruapehu have steadily retreated in the last century. This may be in response to a temperature increase which has caused a rise in elevation of the freezing level and greater loss of snow in summer than in the past. The resulting impacts are that:

- glacier retreat and temperature change on Mount Ruapehu during the last fifty years are consistent with a trend in climatic change towards warming;
- climatic change may have increased variability in snow cover and caused the snowline to move higher up the mountain;
- snow season classification (“good”, “average”, “poor”) has no pattern but on a decade by decade basis snow season types occur at similar frequency; and
- climate change may give small snow level changes. Relief is steeper, so the area affected by freezing level shift might be smaller than in the 1930s-1970s.

These climatic changes on Mount Ruapehu have contributed to the advent of snowmaking within the Whakapapa and Turoa ski areas. Ski area concessionaires are required to demonstrate the technical and economic feasibility and the environmental impacts of snowmaking before major works necessary to implement snowmaking will be considered. Any such proposals must first be outlined in an indicative development plan. While the physical and environmental implications of the storage and use of natural water for snowmaking must be assessed carefully, it is possible that, in providing for snowmaking systems, the reasonable needs of skiers can be met without continuing an expectation that ski area boundary extensions will be considered.

A tremendous amount of management resource focuses on the ski areas, their performance, development, and skier use. Their place in the park is assured for the foreseeable future and it is important that the approach to their management concentrates on maintaining the highest possible quality, while minimising the effects of their operation on natural resources, historical and cultural heritage, and national park values, both within and beyond their boundaries.

Ski area development and management is of particular interest to tāngata whenua and it is necessary to consider protocols for their input during the implementation of *He Kaupapa Rangatira* (also refer to section 4.1.2 *He Kaupapa Rangatira*).

## **5.1.1 Turoa Ski Area**

### **Te Wāhi Rere Hukarere o Turoa**

#### **5.1.1.1 History**

In the early 1950s the Ohakune Mountain Road Association was formed to promote the construction of an access road into the park from Ohakune. The purpose of the road was not only to give access to the snow and ski slopes from Ohakune but also to provide a scenic drive through the indigenous bush. After eleven years of fundraising and much labour on a voluntary basis the road was opened to twelve kilometres (approximately Mangawhero Falls) in 1963. It was extended by the Ministry of Works to the present top of the road (seventeen kilometres) shortly after.

The first licence for the provision of facilities for skiing was taken up by the Winchcombe Brothers who operated a rope-tow at the present top of the road area from the mid-1960s. This licence was subsequently sold to Robin Reid who continued in the same area, and who built a sledge type of tow up the first ridge towards the north. A second licence was taken up by John Broadbent in 1967 to operate a rope-tow at what is now called Broadbent's Flat.

By the late 1960s the Tongariro National Park Board was concerned about the pressure on Whakapapa Ski Area which was beginning to experience significant environmental impacts from increased development and visitor numbers. The board was keen to see Turoa Ski Area development to relieve this pressure and in 1970 it issued a prospectus and called for applications by developers. A number of applications were received but none could demonstrate sufficient financial capability and the concession remained dormant.

In 1975 a Swiss company investigated the development of Turoa Ski Area and produced a feasibility study. The board granted the company a concession to operate two tows immediately but the company decided not to proceed with the investment.

In 1976 Alex Harvey Industries (AHI) applied to carry out a feasibility study for ski area development and a 45-year licence was signed in November 1977. An environmental impact assessment was published by the company in March 1978.

Development work for the ski area, including reconstruction of the top 1.5 kilometres of the Ohakune Mountain Road, commenced in the summer of 1977/78. The initial construction included two chairlifts, buildings at the top of the road and midfield, the Loop Road, and car parks. The field operated on a limited basis in the latter part of the 1978 winter. For the 1979 winter a high level T-bar was added. A platter lift was built at the top of the first chairlift for the 1981 winter and a second platter followed in the same area for 1982.

In subsequent years, new developments included the installation of additional T-bars, chairlifts, car parks, and snowmaking infrastructure. In 2000, Ruapehu Alpine Lifts Ltd purchased the ski area licence and assets of Turoa Ski Resort Limited when the company went into receivership.

### 5.1.1.2 Natural Values

Frost-heave and mud action have prevented widespread plant establishment. Vegetation throughout the ski area is localised and sporadic and typically restricted to sheltered sites such as leeward slopes, the base of lava outcrops, and gullies.

The principal plant species found within the ski area are anistome, mountain inaka, bristle tussock, everlasting daisy, gentian, several species of mountain daisy, mountain gaultheria, parahebe, and shrub senecio.

The vegetation of Turoa ski area is generally mapped as mountain inaka (*Dracophyllum recurvum*) in stonefield. The plant cover above 2000 metres altitude is generally less than five per cent, and often less than one percent. Below 2000 metres plant cover is approximately 10 per cent.

On the shallow slopes of the lower ski area the vegetation is considerably more dense. The predominant species within this area is bristle tussock (*Rytidosperma setifolia*) which favours the sandy/gravel soils found here.

Several technical reports and vegetation assessments through the 1970s and early 1980s, along with vegetation plot monitoring in the 1990s, confirmed that there are a number of ecological constraints on operating Turoa Ski Area. The main areas of concern have been the Turoa alpine flush and the upper Mangawhero Stream. These two areas have close to 100 per cent plant cover and contain considerably more diverse assemblages of plant species in comparison with the surrounding stonefield areas.

The Turoa alpine flush is a small area where a continuous supply of spring water has allowed the accumulation of peaty humus in a series of sedimentation plateaux. With a high level of nutrient supply in the spring water and variations in the degree of water immersion of plants, this produces relatively luxuriant and diverse alpine wetland vegetation associations.

Significant species found in the alpine flush include the alpine buttercup (*Ranunculus insignis*), willow herb (*Epilobium macropus*), and snow tussock (*Chinobloa pallens*). The alpine flush communities are particularly valuable and recognition of this has been implemented through ongoing protection of the site. With time, the ski area facilities, road margins, and lack of appropriate management have led to some deterioration.

The upper Mangawhero Stream area contains an unusual assemblage of stream-side wetland flora with plants more commonly found throughout stonefield areas. Here, common alpine species such as inaka, bristle tussock, mountain daisies, wipcord hebe, and shrub senecio grow alongside mountain buttercup and bog mountain daisy.

Though none of the plant communities or species at Turoa are found only within the ski area, they are valued for the contribution they make to the park's overall ecological importance and because this vegetation type is rare on Mount Ruapehu.

### 5.1.1.3 Existing Ski Area Development and Slope Capacity

The ski area of Turoa is approximately 496 hectares. Turoa has been extensively developed and comprises a base area with buildings for the concessionaire, park management, and public use, beginner slopes, and other facilities such as the terminus of the access road and car parking. Chairlifts, T-bars, or rope-tows extend up the slopes to the skiable areas (see *Map 11 Turoa Ski Area*).

Earlier ski area planning identified a maximum PAOT (persons at one time) as a planned target for ski area use. The intention of this plan is not to establish hard maxima but to define ski area boundaries within which the various concessionaires can maintain and enhance operations. This plan acknowledges the constraints to further growth, which include road capacity and constraints on sites for further development of car parks and other facilities.

The previous comfortable carrying capacity of the ski area was focused on the skier experience. This altered as standards of service and facilities for skiers increased, to the extent that the skier market was the most appropriate mechanism for ensuring maintenance of skier service. The comfortable carrying capacity of Turoa Ski Area is now far more likely to be set by environmental determinants and infrastructure limitations.

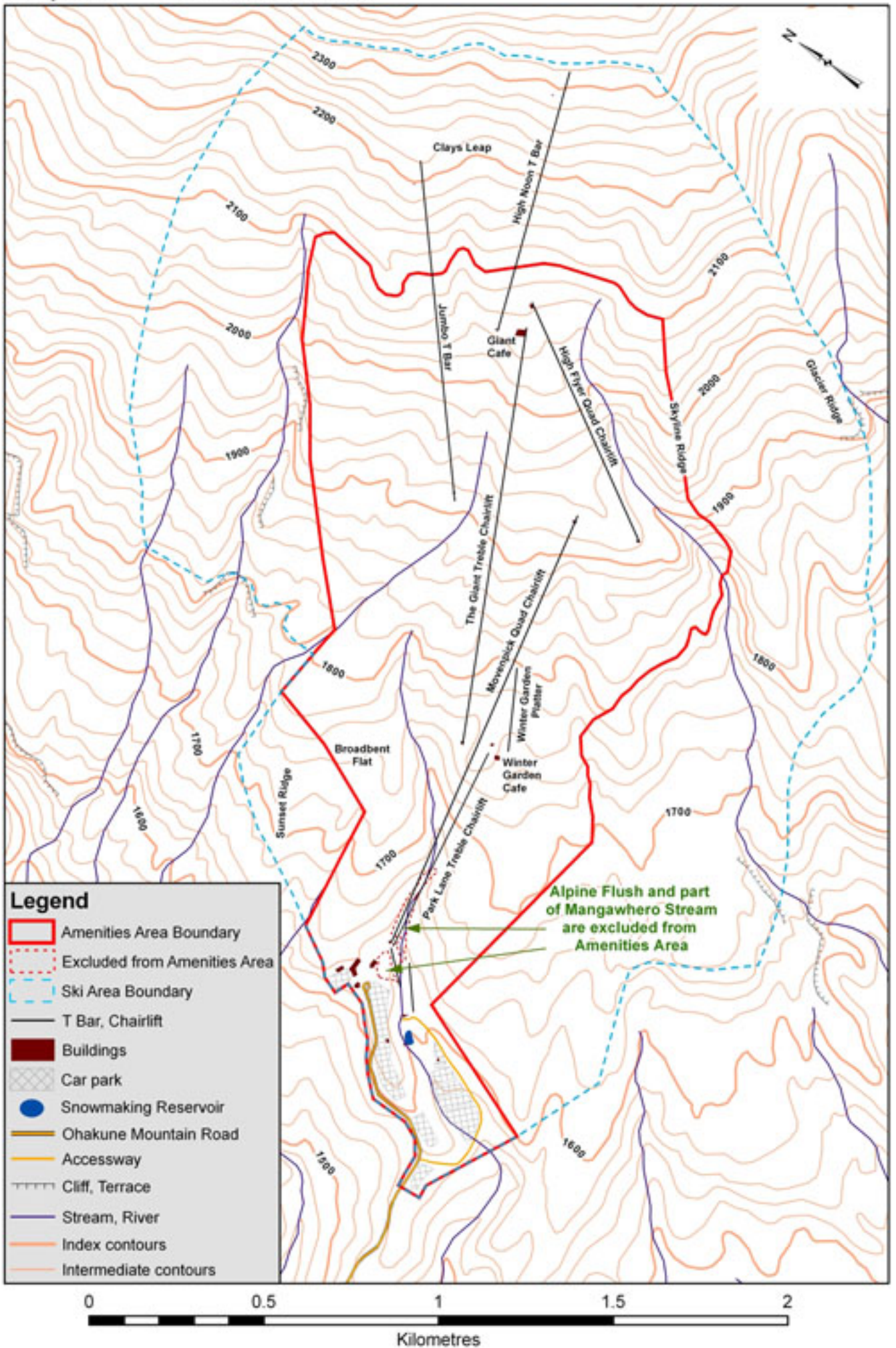
The comfortable carrying capacity of Turoa Ski Area is 5500 skiers per day. This is unlikely to change significantly as the determinants described above cannot readily be altered.

The present development of ski-lifts and associated buildings is essentially linear, from the top of the road at elevation 1630 metres to the top of the High Noon T-bar at elevation 2325 metres. Most of the terrain skied from these lifts is low intermediate to high intermediate ability level. Beginner areas are restricted to two platter lifts at Winter Garden and two platter lifts adjoining the alpine flush area at the top of the road.





Map 11 Turoa Ski Area





## 5.1.2 Whakapapa Ski Area, Iwikau Village Te Wāhi Rere Hukarere o Whakapapa, Te Kāinga o Iwikau

### 5.1.2.1 History

Skiing in the park began in 1913 with the formation of the Ruapehu Ski Club. Since then, Whakapapa Ski Area has grown from its very humble beginnings to become the largest ski area in New Zealand. Ruapehu Ski Club erected the first hut in 1923 and the Tongariro National Park Board provided hut accommodation at Whakapapa by 1925. This was followed by the Chateau Tongariro in 1929.

Impetus for development of the ski area came with the construction of the Bruce Road, which reached the Whakapapa huts in 1927, lower Scoria Flat by 1934 and close to the present roadend in 1940.

Factors leading to further development from the 1950s to 1960s were the installation of rope-tows and chairlifts and the erection within the park of skiing and tramping club lodges. Lift facilities, access, and transport improved.

Ruapehu Alpine Lifts Ltd was granted its first licence in 1953, with others following in 1965 and 1975. A licence issued to Happy Ski Valley in 1965, to operate the beginner/intermediate slope at the base of the ski area, was later transferred to Ruapehu Alpine Lifts Ltd. These licences were re-negotiated into one new licence which will expire in 2019 with a further right of renewal for 30 years following that.

Ruapehu Alpine Lifts Ltd has invested extensively in new lift systems and has undertaken significant upgrades of beginners' areas and base facilities over the past 15 years. This programme of significant capital expenditure is ongoing: a snowmaking system for the entire beginners' area of Happy Valley and the Rock Garden was installed in 2002.

Club lodge development in and around Iwikau Village began with lodges at Hut Flat. The main building programme, creating what is now Iwikau Village, started in the early 1950s and the final site was allocated in 1968.

In 2006, there are forty-seven club lodges at Iwikau Village. With the exception of Ruapehu Hut (New Zealand Alpine Club), these are shown on *Map 13 Iwikau Village*.

### 5.1.2.2 Natural Values

The vegetation of Whakapapa Ski Area is generally mapped as mountain inaka (*Dracophyllum recurvum*) in stonefield. The plant cover above 2000 metres is generally less than five per cent (and often less than one per cent), while below 2000 metres it is about ten per cent. The predominant species within the Iwikau Village area appears to be bristle tussock (*Rytidosperma setifolia*) which prefers sandy/gravel sites.

Frost-heave and mud action have prevented widespread plant establishment. Vegetation throughout the ski area is localised and sporadic, typically restricted to sheltered sites such as leeward slopes, bases of lava outcrops, and gullies.

The principal plant species found within the ski area are anisotome, mountain inaka, bristle tussock, everlasting daisy, gentian, mountain buttercup (two species), mountain daisy, mountain gaultheria, parahebe, and shrub senecio.

A landscape study was carried out in 1986, based on an earlier landscape report of 1979. Both studies included an assessment of the natural landscape and the impact of ski area development on that landscape in both winter and summer conditions. The studies evaluated the landscape implications of alternative development options and produced guidelines for future site and building developments.

Whakapapa Ski Area follows a well-defined landscape boundary along its eastern edge. Te Herenga Ridge, Meads Wall, Whakapapa Valley, and Pinnacle Ridge are all strong landscape elements. Te Heuheu Valley and ridge further define the upper limits of the ski area. The ski area can be divided into three broad landscape areas: the area east of Delta Ridge and Hut Flat, the area west of Delta Ridge and Hut Flat, and the area above Knoll and Restful ridges. The long remnant lava flow making up Delta Ridge essentially splits the present ski area in two. The eastern side can be described as a 'feature landscape' with abundant landmarks and landscape focal points. The area to the west is panoramic with relatively weak boundary definition.

The area above 2300 metres becomes constricted by the Te Heuheu and Paretaitonga ridges. Two tails of the Whakapapa Glacier feature here. Because of its altitude this area offers spectacular views out from the mountain and highlights the juxtaposition of Mounts Ruapehu, Ngauruhoe, and Tongariro. Absence of human development, however, is the most distinctive characteristic. This provides an important contrast to the other two areas where ski area elements dominate the landscape. For many visitors to the park, this area is their only experience of a relatively unmodified high altitude alpine area.

Vegetation at lower altitudes of the ski area is heavily threatened by intensive development. In places the loss of this vegetation has been accepted by the department if an extensive restoration planting programme has been proposed following major works. The restored sites and a number of other vegetated sites remain under threat where management controls are not in place.

Areas exhibiting a high degree of natural landscape diversity and therefore likely to be regarded as having high visual interest in comparison to adjacent areas are Whakapapanui Gorge, Pinnacle Ridge, the Amphitheatre, Te Heuheu Ridge, and Whakapapa Glacier.

The principal conclusions and recommendations of the 1986 landscape study as it relates to existing developments were:

- In general, the impact of most ski area development is localised within the ski area although some structures are visible from some distance.
- Ski area development has resulted, however, in concentrated areas of highly modified landscape to the detriment of landscape values in adjacent areas.
- An absence of landscape planning is reflected in the poor integration with the landscape of developments such as car parks, buildings and structures.
- Development to date has resulted in a broad band of modified landscape to an altitude of 2250 metres. Within this existing band, opportunities exist for further provision of facilities without significantly reducing visual quality, either from within or beyond the ski area.

### 5.1.2.3 Existing Ski Area Development and Slope Capacity

The ski area of Whakapapa is approximately 500 hectares. Whakapapa has been extensively developed and comprises a base area with buildings for the concessionaire, park management, and public use, and club lodges, beginner slopes, and other facilities such as sewage treatment disposal, the terminus of the access road, and car parking. Chairlifts, T-bars, and rope-tows extend up the slopes to the skiable areas (see *Map 12 Whakapapa Ski Area*).

Earlier ski area planning identified a maximum PAOT (persons at one time) as a planned target for ski area use. The intention of this plan is not to establish hard maxima but to define ski area boundaries within which the various concessionaires can maintain and enhance operations.

The previous comfortable carrying capacity of the ski area was focused on the skier experience. This altered as standards of service and facilities for skiers increased, to the extent that the skier market was the most appropriate mechanism for ensuring maintenance of skier service. The comfortable carrying capacity of Whakapapa Ski Area is now far more likely to be set by environmental determinants and infrastructure constraints.

The comfortable carrying capacity of Whakapapa Ski Area is 6500 skiers per day. This is unlikely to change significantly as the determinants described above cannot readily be altered.

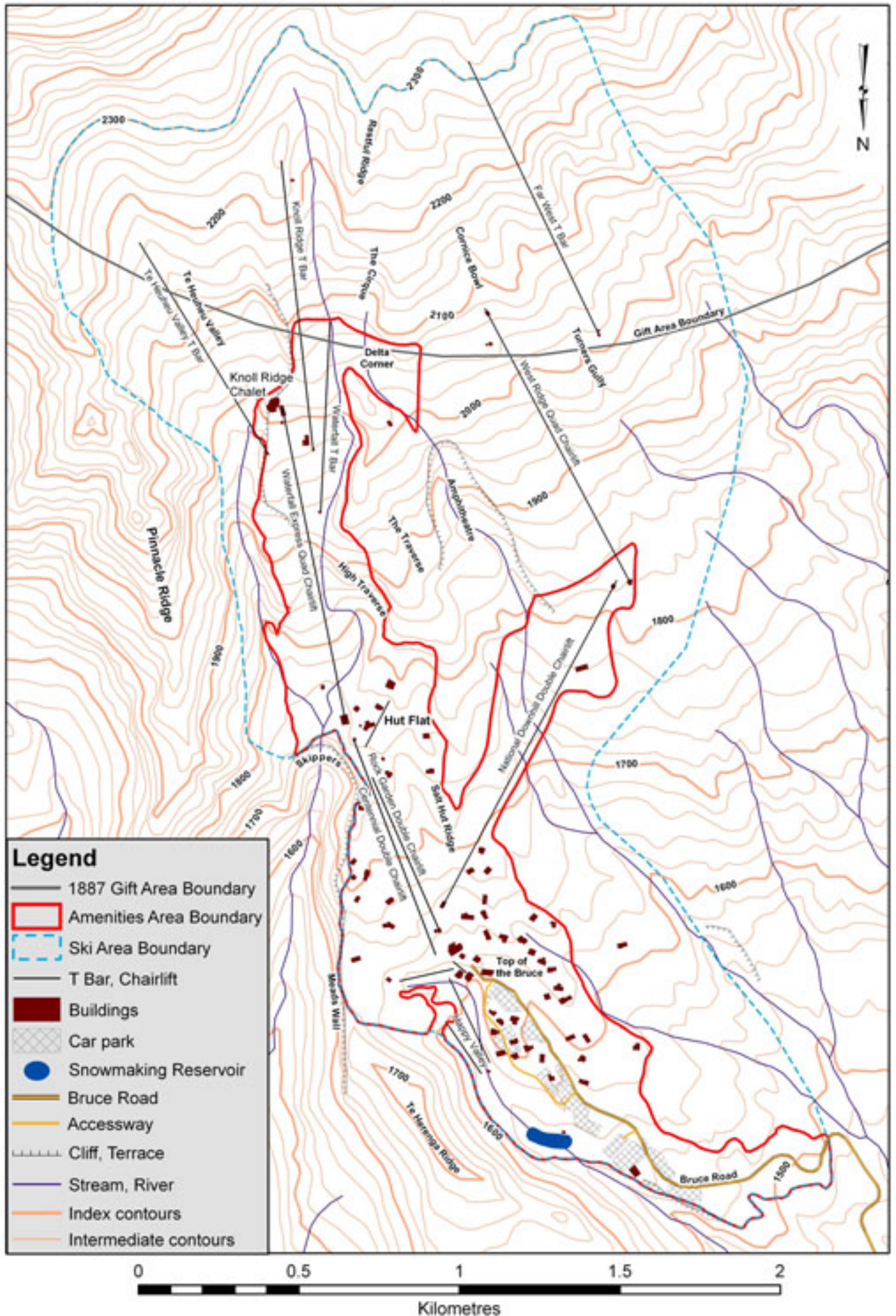
Present facilities extend up the slope in two directions from Iwikau Village. The eastern branch serves the Rock Garden chairs, Hut Flat area, Knoll Ridge, and Te Heuheu Valley ski areas and comprises twelve lifts and tows. Development within this zone has steadily increased and further development may require advanced techniques in snow retention due to the area's geographical confinement.

The second front of development is the National Downhill system to the west. The National Downhill is serviced by an access chairlift, high capacity quad chairlift, and

the Far West T-Bar which is currently the highest lift in Whakapapa Ski Area, reaching an altitude of 2300 metres.

Through the 1980s and 1990s Ruapehu Alpine Lifts Ltd made periodic requests to expand the upper limit of the ski area, with lifts to be installed as far as 2365 metres. It is the department's view that development at any level above the 2300 metres contour, which is within the original Gift zone and Mount Ruapehu Pristine Area, will result in a significant alteration of the natural character of the landscape, will degrade the cultural values for which this site is managed and will have a significant adverse effect on other mountain users.

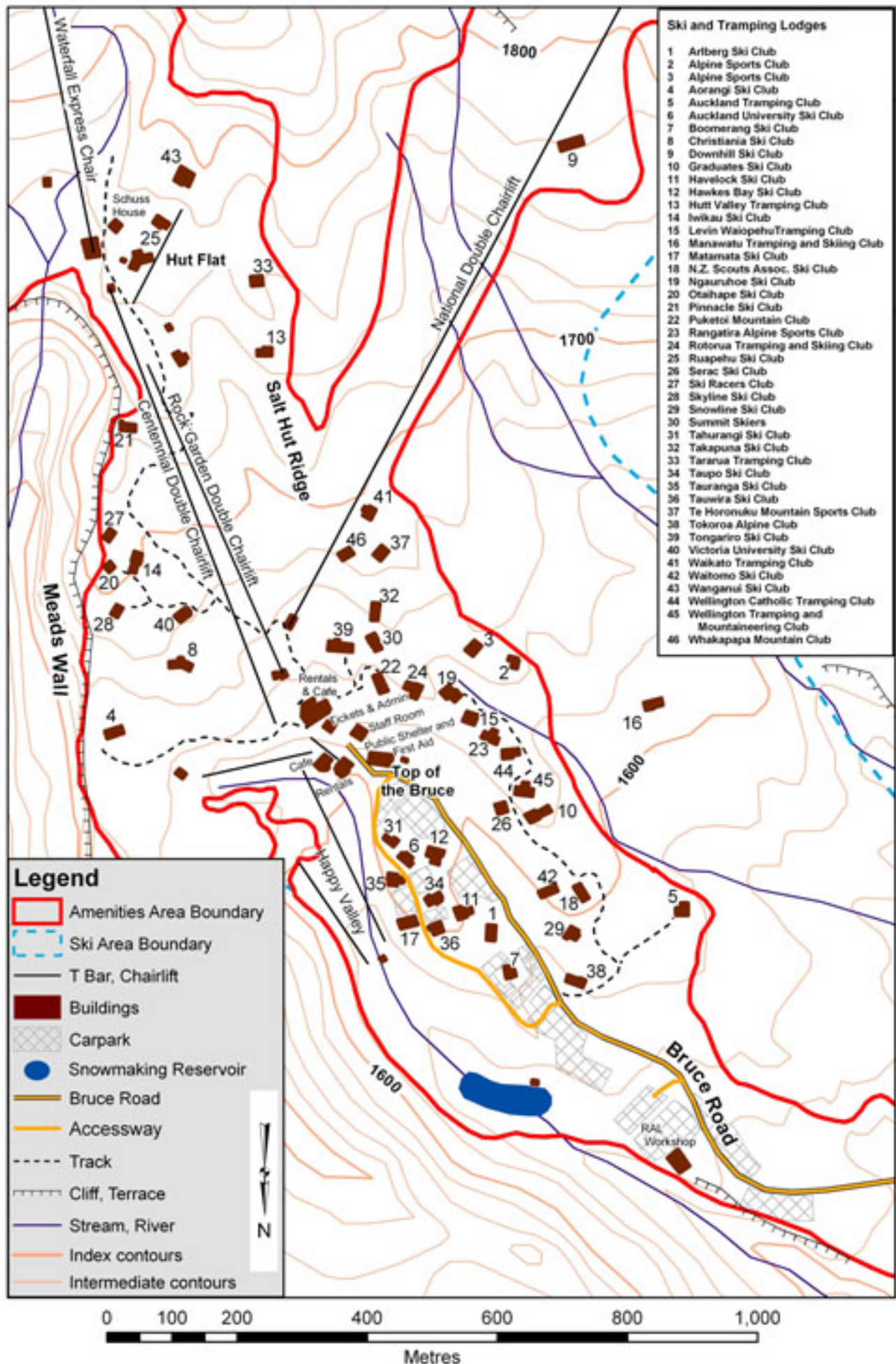
Map 12 Whakapapa Ski Area







# Map 13 Iwikau Village





### **5.1.3 Tukino Ski Area**

#### **Te Wāhi Rere Hukarere o Tukino**

#### **5.1.3.1 History**

The development of Tukino Ski Area can be traced back to the early 1940s when soldiers from Waiouru took jeeps up the mountain for access to skiable areas. A road was subsequently built by the Army into Ministry of Defence land on the eastern side of Mount Ruapehu and was extended into the park itself in 1962, when the Waiouru Alpine and Ski Club's Nissen hut was built at 1650 metres. This hut was removed in 1981. Several routes were attempted before the existing road line was established.

The Aorangi Ski Club Lodge was completed in 1964. The Desert Alpine Club Lodge was built in 1965, followed by the Christiania Ski Club Lodge in 1976.

The first ski tow at Tukino was the short-lived rope-tow put in by the Army-based club in 1962. The next tow established was that of the Aorangi Ski Club in 1966; it was redesigned and altered in 1968. Tukino Tows Ltd was formed in 1967 by members of the Desert Alpine Club. Its tow was originally situated near the club lodge but was subsequently shifted to the present site. One of the most important events in the life of the ski area was the creation of the Tukino Mountain Clubs Association in 1975, which brought the three clubs on the field together in one co-ordinated structure for the purpose of managing the ski area. The Tukino Mountain Clubs Association owns both ski tows.

Since 1977, the ski area has gone through a number of developments. Both tows have been re-engined and, in 1982, a bulldozer was purchased for snow-clearing, especially on the road. Previously this had been carried out by a contractor based in Taihape, but it proved too expensive and was prone to delays.

In the late 1990s, Christiania Ski Club transferred the licence for its club lodge to the Sir Edmund Hillary Outdoor Pursuits Centre. The department agreed to this on condition that the lodge be removed if Tukino Ski Area were to close. In the meantime, the lodge is used for instruction and educational purposes.

#### **5.1.3.2 Natural Values**

A key attraction of the Tukino area is its stark remoteness, when viewed from the high plateau of the Desert Road across the desolate, unvegetated landscape of the Rangipo Desert.

It is the relatively untouched nature of the area which draws in day visitors for a wilderness drive up the Tukino Mountain Road or for the more experienced mountain enthusiasts, a day's skiing on the Tukino Ski Area or climbing the peaks of Mount Ruapehu above.

The vegetation of the area in which Tukino Ski Area is located is described by Atkinson, 1981, as gravelfield, characterised by very sparse, low vegetation. So difficult are the growing conditions that most of the surface is volcanic debris or rock and the few plants managing to survive grow only in crevices or other sheltered or stable sites. During winter the vegetation can be covered by snow for several months. Some of the more common plants found on the ski area are parahebe, gentian, mountain buttercup (two species), and mountain anisotome. Above 2000 metres the only obvious plants are crustose lichens growing on the more stable rocks.

The base of Tukino Ski Area is located in a landscape transition area between the lower rounded spurs and the more exposed rock outcrops and bluffs of the upper mountain. An eastward rock bluff creates a large amphitheatre and a sense of enclosure around the base area. Access to the upper slopes is through a break in this rock barrier.

Above the ski area the terrain is steeper but less complicated. There are two glaciers at this upper level, both descending to approximately 2100 metres. The Mangatoetouenui is a source of avalanches in winter. This is a sufficient hazard to prevent development into the basin beyond the upper northern boundary of the ski area. A prominent topographical feature is the Whangaehu Gorge with its irregular series of flanking cliffs. The gorge defines the limits of skiable terrain to the south of the ski area.

### **5.1.3.3 Existing Ski Area Development and Slope Capacity**

In contrast to the other two ski areas, there has been limited development at Tukino. The modification that has occurred has been confined to an area enclosed by mountain ridges and rock bluffs.

The base area consists of three club lodges, a small number of ancillary buildings associated with the two rope-tows, and a parking area (see *Map 14 Tukino Ski Area*). All facilities are powered by diesel generators. Except for a shelter attached to the top tow building, no facilities on the ski area are specifically intended for day users or visitors who are not club members.

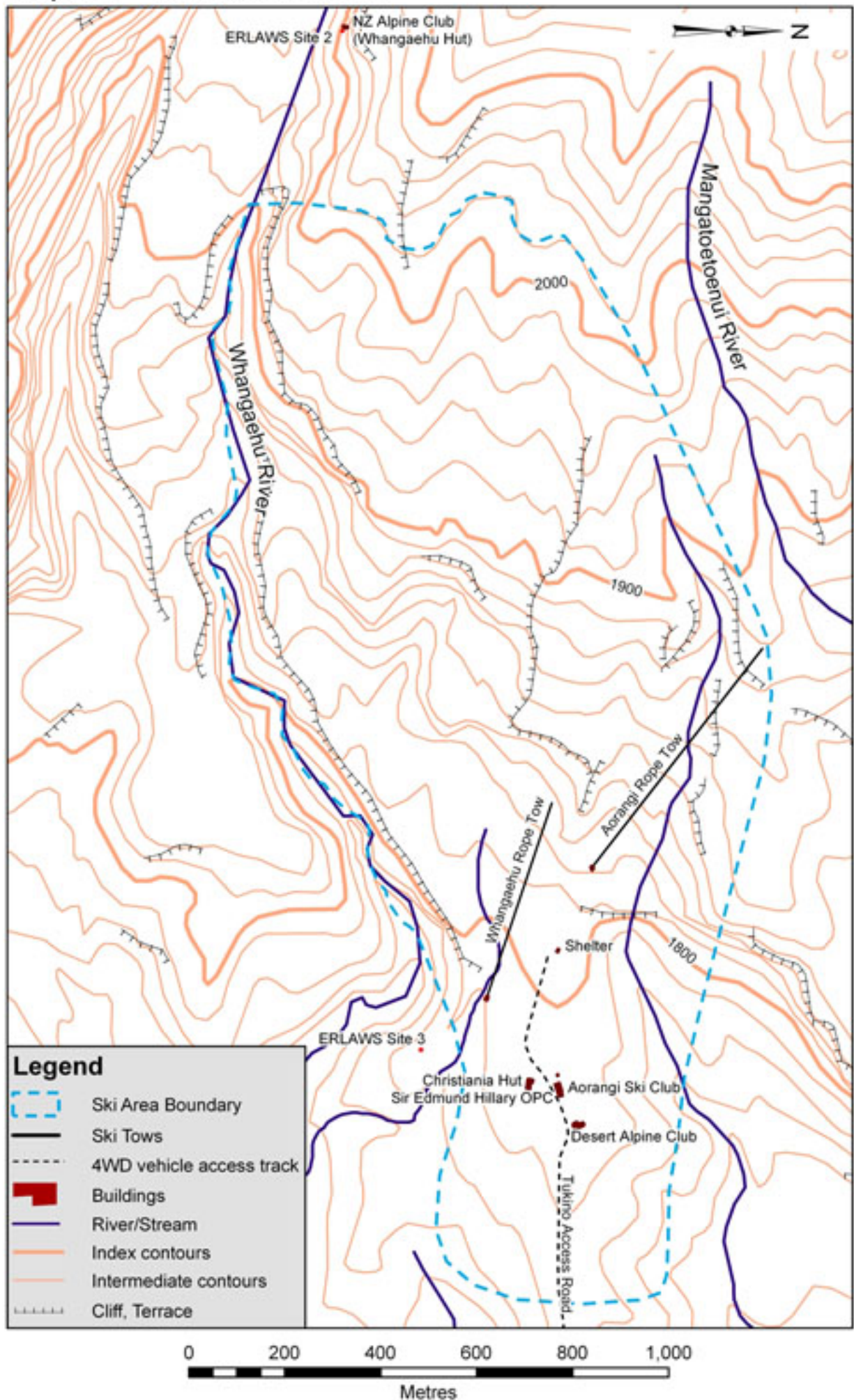
The two rope-tows are the only uphill structures at Tukino and cause minimal impact in their setting. The bottom tow and its associated ski area are suited to the beginner to intermediate skier. The top tow and ski area are more appropriate for the intermediate to advanced skier. However, because access to the top tow is by foot, many people who have the experience and ability to use the top field remain on the bottom tow.

The department does not want further developments to give rise to a development spiral similar to that which occurred at Whakapapa. Incremental developments at Tukino (in the form of additional lodges, more tows, and better access) may lead to an increasing number of visitors and subsequent demand for more facilities. At present, the existing tows in combination with the road are self-limiting.

There is an opportunity for the Tukino Mountain Clubs Association to resource an upgrade of existing infrastructure in order to meet the same environmental and safety standards which are imposed on all mountain concessionaires. Tukino Mountain Clubs Association will continue to operate provided compliance conditions outlined in its licence are met.



Map 14 Tukino Ski Area







## 5.2 Ski Area Objectives and Policies

### Ngā Kaupapa Here me ngā Whāinga o ngā Wāhi Rere Hukarere

These objectives and policies relate to those areas shown on *Map 11 Turoa Ski Area*, *Map 12 Whakapapa Ski Area* and *Map 14 Tukino Ski Area*. They also relate to Iwikau Village (see *Map 13 Iwikau Village*). They need to be read in conjunction with all other parts of this plan, in particular *4.4 Concessions*.

#### 5.2.1 Management of Existing Ski Areas

##### Te Whakahaere i ngā Wāhi Rere Hukarere

Also refer to sections *4.1.16 Works Approvals* and *4.3.2.3 Buildings, Structures and Utility Services*.

#### Objectives

- a To maximise the recreational experience of skiers in Tongariro National Park through the highest quality ski area operation.
- b To assess future development and growth of ski areas against the overriding constraints of preserving natural resources and historical and cultural heritage of the park.
- c To minimise the adverse effects of ski area operations within ski areas.
- d To ensure that the operation of ski areas does not adversely affect the experience of park visitors, the natural landscape, and the biophysical environment beyond ski area boundaries.
- e To ensure tāngata whenua have opportunity for input into the development and management of the ski areas.
- f To limit the effects of large-scale development and intensive use to existing amenities areas.
- g To retain the remote character of the Tukino area.

#### Policies

- 1 Facilities and services appropriate for downhill skiing will be restricted to three ski areas as defined by the boundaries shown on *Map 11 Turoa Ski Area*, *Map 12 Whakapapa Ski Area*, and *Map 14 Tukino Ski Area*.

- 2 All major infrastructure including ski-lifts, buildings, car parks, roads, and other major earthworks, should, wherever possible, be located within the amenities areas at Whakapapa and Turoa in order to avoid or mitigate environmental impacts and protect the park in its natural state. To provide for skiing within ski areas, exceptions may be allowed for locating ski-lifts and associated facilities outside of amenities areas where these cannot reasonably be located inside amenities areas.
- 3 Indicative development plans will be prepared and maintained by each concessionaire for the ski areas within the park, to the satisfaction of the conservator. These will form the basis of decisions made on concession applications.
- 4 Ski area concessionaires will be responsible for the provision and financing of all visitor services and ancillary activities associated with skiing.
- 5 All ski area planning and services will be of a high standard, appropriate to a park of Tongariro's environmental quality and international stature.
- 6 A range of skiing opportunities compatible with national park values and objectives will be fostered.
- 7 The use of aircraft for skiing-related activities will be controlled via *4.4.2.6 Aircraft* and the *Tongariro/Taupō Conservation Management Strategy*.
- 8 No further ski area extensions, new ski areas or licences to operate ski area activities should be approved.
- 9 No extension of infrastructure for ski area management should be permitted beyond 2300 metres at the Whakapapa and Tukino ski areas and 2325 at Turoa Ski Area (also refer to section *4.2.3 Pristine Areas*).
- 10 If an application as described in 8 and 9 above is received the department will:
  - publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.
- 11 Every proposal for ski area development will be prepared in a staged process in consultation with the conservator. This process is outlined in sections *4.1.16 Works Approvals* and *5.2.2 Indicative Development Plans for Ski Areas*.
- 12 Ski areas may be utilised for summer activities without expanding the range of facilities provided for the principal winter use (refer to *5.2.15 Summer Use*).

- 13 In respect of Tukino Ski Area management, the following policies will apply:
- To allow for the management of Tukino Ski Area as a low impact, minimal development club-operated ski area.
  - To provide for the continued management of Tukino Ski Area under the Tukino Mountain Clubs Association.
  - If the Tukino Mountain Clubs Association were to cancel its ski area licence or accept its expiry, the department would require the removal of all ski area infrastructure including club lodges (including the Sir Edmund Hillary Outdoor Pursuits Centre Lodge) and the Tukino Mountain Road. Restoration of the disturbed sites to the state of the adjacent natural environment would be required. [Note: Part of the Tukino Mountain Road may be kept open for 4 wheel drive access to the Eastern Ruapehu Lahar Alarm Warning System. Refer to 4.3.3.2 *Vehicle Access*.] Costs would be met by the members of the Tukino Mountain Clubs Association.<sup>8</sup>
- 14 *He Kaupapa Rangatira* will include protocols for the involvement of tāngata whenua in the development and management of the ski areas (refer to 4.1.2 *He Kaupapa Rangatira*).

## 5.2.2 Indicative Development Plans for Ski Areas Ngā Mahere Whakawhanake kua Waitohutia

A ski area concessionaire periodically makes application to undertake activities in the ski area. In order to put such an application in the context of the long-term strategic direction of the ski area, an indicative development plan is required.

The indicative development plan specifies in detail the likely form of physical development of the ski area for approximately the next ten years.

It is essential that applications for development and their assessment prior to approval be undertaken by persons with the appropriate professional skills to evaluate the full range of likely impacts.

The continuing aim will be to provide a range of terrain and facilities to match skier demands consistent with the provisions of this plan.

An objective of this plan is, wherever possible, to confine the effects of large-scale development and intensive use to amenities areas which provide appropriate management to avoid or mitigate impacts.

It is acknowledged that significant existing infrastructure, including lifts and buildings required for ski area operation, is located outside of amenities areas but within the ski area boundary.

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<sup>8</sup> In the event that the Tukino Mountain Clubs Association cancels its ski area licence or accepts its expiry, that licence may be transferred but only to another ski club or consortium of ski clubs.

It is intended that all major infrastructure including ski-lifts, buildings, car parks, roads, and other major earthworks, should, wherever possible, be located within the amenities areas at Whakapapa and Turoa in order to avoid or mitigate environmental impacts and protect the park in its natural state. To provide for skiing within ski areas, exceptions may be allowed for locating ski-lifts and associated facilities outside of amenities areas where these cannot reasonably be located inside amenities areas. All major projects will require an assessment of environmental effects and consultation with tāngata whenua and the wider community. All facilities must be located outside lahar paths and lift towers built near such paths must be specially designed and strengthened to withstand lahar forces.



The demand for facilities and services is variable depending on the day of the week, time of the season, and snow and weather conditions. In applying this policy the aim will be to provide sufficient facilities to meet these varying conditions but not necessarily to meet peak demands.

The ski area concessionaire has a licence to provide skiing facilities but this does not preclude other park visitors from using the same area for recreational activities. In the interests of public safety and to give everyone a satisfactory recreational experience, some areas will be designated as being primarily for traditional forms of non-skiing recreation. For example, areas suitable for tobogganing, snow playing, and snowcaving will be identified by the concessionaire and may be defined on the ground if necessary.

Also refer to sections *4.1.16 Works Approvals* and *4.3.2.3 Buildings, Structures and Utility Services*.

### **Objectives**

- a To require preparation and maintenance of indicative development plans which provide for the operation of ski areas for approximately ten years and enable efficient consideration of applications made to the department for development works.
- b To meet the needs of skiers through the appropriate provision of ski area infrastructure and services.

## Policies

- 1 The indicative development plan will be consistent with the provisions of this plan.
- 2 An indicative development plan should contain:
  - infrastructure development proposed for the following 10-year period;
  - prioritisation of developments proposed on a one, two and three priority basis;
  - indication of local use and the scale of services to be included;
  - a broad assessment of the effects of the activities proposed;
  - an assessment of the effects of the proposals on skiers;
  - an assessment of the effects of the proposals beyond the ski area boundaries; and
  - an assessment of the broader context and constraints to ski area development - for example, car parking.
- 3 An indicative development plan will be current at all times and will be reviewed at least three-yearly in consultation with the department.
- 4 Any major works will conform to a current indicative development plan.
- 5 Major works should not approved unless they are identified as priority one in the current indicative development plan.
- 6 Where they are not related to installation or maintenance and could practically be carried out elsewhere, construction and engineering activities for ski area infrastructure should be undertaken outside the park.
- 7 Ski area concessionaires will demonstrate that they have actively provided for snow playing activities within ski area boundaries, to minimise conflict with traditional skiing activities. The ski area concessionaire may impose reasonable charges for the provision of infrastructure and services which support snow playing activities.
- 8 The department may require experts from a variety of disciplines to assess the merits of a proposal contained in the indicative development plan prior to sign-off. This expertise will be sought at the conservator's discretion and at the cost of the concessionaire.
- 9 At the completion of a review of the indicative development plan the conservator will identify any elements which are inconsistent with this plan. A report to this effect will be submitted to the concessionaire. This report will be made available to the Tongariro/Taupō Conservation Board and the general public for their information.

### 5.2.3 Base Area Strategies Ngā Rautaki Whakahaere

The base areas are important elements of the ski areas. Clear strategies are required for the management of a number of intense and potentially-conflicting land uses. These include vehicle management, pedestrian access, retail sales, lift access to ski areas, public shelter, and provision of a number of other essential visitor needs. Over half a million people per annum pass through these sites.

Turoa and Whakapapa ski areas are required to prepare and maintain base area strategies in line with their broader indicative development plans. A significant element of a base area strategy is a site and landscape plan identifying infrastructure development and flow patterns in order to meet the needs of visitors while ensuring effects on the environment are minimised. The beginner facilities in the vicinity of base areas are included in the base area strategies.

For the ski areas, the main unresolved matter is a desire to expand car parking, which is the single largest constraint on future ski area management and growth. Expansion requires extensive disturbance of sites in their natural state. This type of infrastructure development in green field areas is inappropriate and a number of alternatives are available. The main alternative is the development and operation of an efficient public transport network. This is only likely in the event that the ski area concessionaires positively encourage its use through incentives and the general public become aware that there is a major shortage of car parking at peak times. Incentives may include discounts on lift tickets for passengers in full cars or priority treatment of skiers using public transport. These matters are for each ski area concessionaire to determine in consultation with the department. Also refer to section 4.4.2.5 *Transport*.

Base area strategies must be in place and agreed to by the department before ski area concessionaires may undertake infrastructure development.

At the top of the Ohakune Mountain Road there is an alpine flush zone which includes part of the upper Mangawhero Stream. The alpine flush is managed for its high natural value (refer to 5.1.1.2 *Natural Values*) and is an important litmus test for the quality of site management in the vicinity. The alpine flush zone has been protected from development by exclusion from the amenities area at Turoa. However, in the past there has been some modification of the alpine flush and as a consequence the gazetted exclusion zone may not be congruent with the natural boundary of the alpine flush. A botanical and landscape survey will be undertaken to determine the natural values of the alpine flush, including its natural boundary, and, if necessary, re-gazettal of this exclusion from the Turoa Amenities Area will be undertaken.

Also refer to sections 4.1.16 *Works Approvals* and 4.3.2.3 *Buildings, Structures and Utility Services*.

## Objectives

- a To concentrate the intense land use of base areas on already-disturbed areas.
- b To ensure that base area developments provide for the efficient flow of ski area visitors and meet their core needs.

## Policies

- 1 The base area strategies for the three ski areas on Mount Ruapehu will be approved by the conservator prior to any capital works being applied for or approved.
- 2 Beginner ski facilities will be included in each base area strategy, in particular Happy Valley at Whakapapa Ski Area and the Alpine Meadow at Turoa Ski Area.
- 3 Ski area concessionaires will demonstrate that they have actively provided for snow playing activities within ski area boundaries, to minimise conflict with traditional skiing activities. The ski area concessionaire may impose reasonable charges for the provision of infrastructure and services which support snow playing activities.
- 4 At Turoa Ski Area, the alpine flush should be protected from irreversible damage by human impacts. The department will undertake a comprehensive survey to determine the botanical and landscape values and extent of the alpine flush. That survey will include an assessment of the change in status of the alpine flush since the previous survey. Where the survey determines that the values:
  - are worthy of retention, the department will work with the ski area concessionaire to provide for the ongoing protection and restoration of the alpine flush; or
  - have been seriously impacted and are incapable of restoration, an application by the ski area concessionaire may be considered for skier-related activities within the impacted area of the alpine flush zone, including infrastructure development or terrain modification proposals. Any such application will be subject to a public consultation process.
- 5 Should the botanical and landscape survey of the Turoa alpine flush carried out under policy 4 above indicate that the natural boundary of the alpine flush differs from that of the gazetted exclusion from the Turoa Amenities Area, the department will seek to re-gazette the Turoa Amenities Area boundary to correctly show the alpine flush zone exclusion.
- 6 The department will consult with the Turoa Ski Area concessionaire prior to seeking any change to the Turoa Amenities Area boundary.



- 7 All car parks and pedestrian surfaces will be hard-sealed at the time of any development in their vicinity. Each base area strategy will identify development timelines for this work. (This does not apply to Tukino Ski Area.)
- 8 Hard-surfaced areas will be maintained.
- 9 All stormwater from hard-surfaced areas will be collected and processed in line with best practice.
- 10 There will be no migration of imported or contaminated material from hard-surfaced areas during construction or when in operation. Hard control edges will be constructed and maintained on the margins of all hard-surfaced areas.
- 11 The base area of Tukino Ski Area should not be expanded or hard-surfaced beyond the level at the date of approval of this plan.
- 12 No further terrain modification should be approved.
- 13 New developments in the base area should modify a minimum area of natural topography consistent with planned functions. The ski area concessionaires will retain appropriately-qualified consultants to provide advice in this respect.
- 14 All public and private buildings in the base area should be grouped together in an integrated design and, where possible, should be outside the loop road vehicular circulation pattern. Separating base area pedestrian routes from vehicular routes is desirable.
- 15 Base areas will provide public toilets in line with national tourist standards. Water conservation at these sites will be provided for to the best practical extent.
- 16 Construction of car parks in unmodified environments will not be permitted, except where there is an existing written agreement. Further efficiencies in car parking on existing sites will be supported. The car-parking needs for club lodge operations will be taken into account during planning through active consultation with the Ruapehu Mountain Clubs Association.
- 17 On the Ohakune Mountain Road, further car parking may be permitted on existing disturbed sites on the margins of the road where the natural values and character of the road corridor are not adversely affected.
- 18 Overnight parking will be provided at Iwikau Village. Operation of a peak-time bus shuttle service around the loop road will be encouraged.
- 19 Concessionaires will incorporate car park fees into their lift ticket prices.

- 20 Turoa and Whakapapa ski areas should be developed in accordance with their carrying capacities. The constraints to further development, including car parking, road capacity, and natural values on the ski area margins, will be carefully analysed in any application.
- 21 Where construction and engineering activities for ski area infrastructure are not related to installation or maintenance and could practically be carried out elsewhere, they will be undertaken outside the park.

## 5.2.4 Landscape Planning Te Mahere Whenua

The impact on the landscape of ski area development is significant in the context of a national park environment and World Heritage Area. Protection of landscape values from inappropriate development and restoration of existing adverse effects are of paramount importance.

This policy is intended to give the highest level of protection to important natural features within the ski areas and, in particular, in amenities areas. Development should be minimised to that which is essential to ski area operation, and must be authorised. Where authorisation is given, it will be given against a detailed assessment of design, construction, management techniques, consideration of alternatives, and potential adverse effects. Also refer to sections *4.1.3 Landscape* and *4.1.7.1 Indigenous Plants*.

Areas of natural landscape disturbed by ski area development should, as a matter of principle, be kept to a minimum. Therefore, proposals to undertake more efficient use of existing facilities or disturbed areas will generally be considered in preference to construction of new facilities in green field areas.

Also refer to section *4.1.16 Works Approvals*.

### Objective

- a To protect the landscape values of Tongariro National Park, utilising landscape planning methodologies.

### Policies

- 1 Areas of high natural value within the ski areas will be identified. Special consideration will be given to maintaining these values or minimising impact on them if development affecting these areas is necessary. This process is ongoing and will at least be undertaken during the assessment of an application for physical works.
- 2 Improvement or upgrading of existing facilities, in preference to the construction of new facilities, will be encouraged and, if necessary, required.

- 3 Where existing facilities are replaced and new ones constructed, the redundant facilities and structures will be removed and the land will be restored to as near its original state as possible. The exception to this provision is the removal of septic tanks which form part of the Whakapapa Ski Area and village sewage scheme, where removal will be considered on a case by case basis. Also refer to section 4.1.17 *Waste, Discharges, Contaminants and Noise*.
- 4 Disused structures, cables or construction foundations, such as concrete pads for ski-lift towers, will be removed by the ski area in accordance with the agreed indicative development plan.
- 5 Any application for major works and/or terrain modification requiring disturbance of over 100 cubic metres of material will include an assessment, by an appropriately-qualified expert, of the landscape impacts of the activity against the values of this plan.
- 6 Site disturbance of new areas required for ski area infrastructure should be minimised.
- 7 The reintroduction of fines and seed source material from the site in order to provide a microclimate for plants will generally be required.
- 8 All disturbance of vegetated areas will require the preparation of a restoration plan to be approved by the department prior to work starting. That plan will be prepared by a suitably-qualified expert and will aim to restore disturbed areas to their original states.
- 9 All colour schemes used will be approved by the department. Dark matt colours are generally the most effective in the context of the volcanic environment.
- 10 The visual impact of ski area structures on areas of the park outside the ski area increases significantly with altitude. Therefore, particular attention will be given to the siting and design of lifts and buildings on the higher parts of the ski area, to reduce their visual impact. Any application will require an environmental assessment by an appropriately-qualified expert. This assessment will be peer reviewed by the department's technical specialists.
- 11 Disposal of material from terrain modification work should not be permitted unless there is a direct correlation with another prior-approved work requiring that clean material.
- 12 Any earthworks application and approval will contain an earthworks management plan which identifies mitigation methods to avoid or minimise impacts on visitors to the park or on the environment as a result of events such as extreme rainfall.

## 5.2.5 Building Development Te Whanaketanga o ngā Whare

Within the ski areas, and in particular at Iwikau Village, are major concentrations of buildings which have significant visual impacts and localised environmental effects.

Clusters of buildings are preferable to individual buildings scattered across the ski area landscape. Having compatible uses within one building is desirable.

Buildings should be designed so that they adopt as low a profile in the landscape as possible. Floor levels should be stepped to follow natural ground levels. Minimal disturbance of the natural contour of the site should be sought.

Buildings should be finished in natural and low-reflectivity materials and foundations. Walls or piles should be screened. Colour finish will be in accordance with the *Tongariro National Park Building Code*.

Sensitive treatment of the landscape around buildings is required, to integrate buildings visually with the summer landscape.

Also refer to sections *4.1.16 Works Approvals* and *4.3.2.3 Buildings, Structures and Utility Services*.

### Objectives

- a To ensure that current and proposed buildings within the ski areas do not affect Tongariro National Park values.
- b To avoid localised effects of building projects beyond the building envelope.

### Policies

- 1 Whenever possible, integration of compatible facilities and/or uses under one roof will be required.
- 2 Building development will be concentrated at a minimum number of ski area servicing points.
- 3 Buildings will be designed and sited to harmonise with other buildings and with the natural contour of the site.
- 4 Buildings should not be sited in locations where their profiles would be prominent on the skyline when viewed from a distance. Applications to undertake infrastructure development on ridge-lines should be declined.
- 5 Any building development will provide for car parking (where required) within the project design. This infrastructure will be completed with the building project.

## 5.2.6 Ski Area Licences

### Ngā Raihana mo ngā Wāhi Retireti

Ruapehu Alpine Lifts Ltd holds all licences relating to Whakapapa and Turoa ski areas. The department believes that a ski area operated and managed by one concessionaire has benefits through a co-ordinated approach to public safety, the development of facilities, and ultimately the quality of the skier experience. A unified approach to ski area management enables the department and the concessionaire to work effectively together in the best interests of the park and the public. Whakapapa and Turoa ski areas will continue to operate on individual licenses under the co-ordinated management of Ruapehu Alpine Lifts Ltd.

The licence for Tukino Ski Area is held by the Tukino Mountain Clubs Association. This collective is an efficient way to manage a club ski area with a single point of contact and accountabilities well understood.

The licence holders are subject to all provisions of this plan and the conditions expressed in their licences.

#### Objectives

- a To protect the values of Tongariro National Park through co-ordinated, efficient licence management for ski areas.
- b To facilitate high quality skier experience in line with the objectives of the respective licensees.

#### Policies

- 1 Terms of the ski area licences will be subject to the objectives and policies of this plan.
- 2 Licence areas will remain consistent with the ski area boundaries defined by this plan.
- 3 The efficiencies of single concessionaire regimes will be maximised.

## 5.2.7 Cafeterias and Day Shelter Ngā Wharekai me ngā Whakaruruhau

As well as a place to purchase and consume food and drink, the public need space to shelter from the weather, change clothes, and rest. At Whakapapa and Turoa these activities are well provided for in covered open spaces. Whakapapa Ski Area also has the Iwikau public shelter which was upgraded in 2001.

At Tukino Ski Area, the club lodges are used to provide for the core needs of visitors and this is acceptable in the context of the club operation of the field.

Where an approved indicative development plan does not exist, the location of facilities will be determined by the department.

### Objective

- a To ensure that sheltered public space is available for skiers and other Tongariro National Park visitors at the base areas.

### Policies

- 1 Provision of adequate public shelter and cafeteria facilities is required through indicative development plans and base area strategies.
- 2 Iwikau public shelter will be maintained so that it is permanently available and accessible to park visitors.

## 5.2.8 Water Uses and Snowmaking Te Whakamahi Wai me te Mahi Hukapapa

Demands for water uses, both for club lodges and the public ski areas, are increasing significantly. These needs must be met through water takes that do not impair park values and occur only when practical conservation measures have been implemented.

The most economic source of water for clubs will continue to be roof run-off. The volume of wastewater discharged into the ground or tankered off the mountain is proportional to the volume of freshwater consumed. For environmental reasons, the department wishes to keep wastewater volumes to a minimum with a view that these should no longer be discharged to the ground in an uncontrolled fashion. The department takes the view that reticulation of clubs via snowmaking systems will lead to an inefficient use of water, along with the potential for high volume discharges which cannot be managed via the reticulated sewage scheme.

The use of stream or spring water requires a resource consent. The department reserves the right to require concessionaires to find alternative water supply sources or avoid takes should there be adverse effects on natural resources or historical and cultural heritage.

The physical and environmental implications of the storage and use of natural water for snowmaking could be substantial. The technical and economic feasibility and the environmental impacts of snowmaking will need to be clearly demonstrated by the concessionaire before major works necessary to implement snowmaking will be considered. Any proposals must first be outlined in an indicative development plan. It is possible that, in providing for snowmaking systems, the reasonable needs of skiers can be met without continuing an expectation that ski area boundary extensions will be considered.

The noise from snowmaking operations may adversely affect the experience of visitors to ski clubs. For this reason, applicants seeking to carry out snowmaking operations are required to consult with adjacent club licence holders.

For further information, see sections *4.1.4 Water*, *4.1.17 Waste, Discharges, Contaminants and Noise* and *5.2.8 Water Uses and Snowmaking*.

#### **Objective**

- a To protect water within Tongariro National Park, as far as possible, in its natural state.

#### **Policies**

- 1 Where possible, water within the general catchment in which it is to be used will be made available for ski area activities. Contamination of this water should not occur unless it is subsequently discharged through a consented and monitored scheme which can ensure discharge of same-state water.
- 2 Where water is taken from one catchment and discharged to a different catchment, the department will ensure iwi are fully consulted prior to any decision on an application. For the purposes of determining catchment of origin, the department will adopt the broad catchment descriptions utilised by Horizons Regional Council and Environment Waikato.
- 3 The use of stream and spring sources of water within ski areas will be considered providing there are no permanent effects on natural ecosystems and the impacts are closely monitored over time.
- 4 Utilisation of low water consumption technology will be required in public toilets, cafeterias, and other public facilities.
- 5 Water takes for snowmaking and water storage will not be provided for outside amenities areas except where no other practical option exists. An assessment by suitably-qualified independent specialists, peer reviewed at the department's discretion, will be required as part of any application.
- 6 Where water storage is required for consumptive uses other than snowmaking, water will be stored underground, within the footprint of existing infrastructure or within approved infrastructure to be constructed.

- 7 The department will not permit water reticulation to lodges via a co-ordinated system. This will ensure continued conservation and management measures of the limited water supplies available.
- 8 Any applications for snowmaking operations will require consultation with adjacent club licence holders.
- 9 Approvals for snowmaking operations should require that all reasonable efforts be made to minimise noise.

## **5.2.9 Snow Fencing and Grooming**

### **Ngā Taiapa Hukapapa me te Whakapai Hukapapa**

The department considers snow fencing and grooming to be preferable to rock grooming as a management technique. It will be necessary for concessionaires to demonstrate that snow fencing and grooming are not effective before rock grooming on a ski area will be approved.

Snow grooming is approved as a management technique which enhances skier enjoyment and at the same time improves the efficient use and safety of the ski area.

#### **Objectives**

- a To maximise visitor enjoyment of the ski areas through snow fencing and grooming.
- b To approve snow management techniques which reduce or eliminate the need for rock grooming.

#### **Policies**

- 1 Snow grooming will not disturb ground surface and vegetated environments.
- 2 Where hazards no longer exist, all snow fences will be dismantled and stored out of sight in an appropriate storage facility.



## 5.2.10 Slope Modification and Rock Grooming Te Whakarerekē Aupaki me te Whakapai Toka

Uncontrolled and widespread rock grooming is unacceptable because of the large-scale environmental damage it causes. However, modification may be permitted in specific controlled circumstances, particularly where public safety is clearly involved. Rock grooming is considered where other temporary alternatives such as snow grooming and warning signs are not practical and public safety must be provided for. Methods such as rock walling or individual removal of rocks to widen trails are preferred to blasting of slopes.

Also refer to section 4.1.16 *Works Approvals*.

### Objectives

- a To meet the needs of skiers through the provision of safe ski runs in identified areas.
- b To minimise rock grooming to that which is essential for the operation of the ski areas.

### Policies

- 1 Rock grooming will be allowed only for significant safety reasons or where, under average snow conditions, appropriate management advantages can be demonstrated.
- 2 Rock grooming and slope modification may only be undertaken in line with an indicative development plan agreed with the concessionaire.
- 3 In processing applications for rock grooming and slope modification the department will consider whether:
  - the obstruction is in an intensively used beginners' area;
  - the obstruction is in a restricted and congested area of a main ski run (particularly if this limits capacity of that run as a whole);
  - the obstruction is on a main trail identified and approved in the concessionaire's indicative development plan;
  - the obstruction is on approved surface lift lines;
  - the obstruction is within an area of loose surface material where blasting is not required;
  - there would be little or no vegetation modification; and
  - proposed techniques would not cause any environmental impacts beyond the area of modification.

- 4 Any slope modification or rock grooming application over 100 cubic metres will require an environmental impact assessment in line with section 5.2.4 *Landscape Planning*.

### 5.2.11 Vehicular Access Onto Ski Areas Te Haere Mā Runga Waka ki ngā Wāhi Retireti

The ski area licences provide for over-snow and off-road vehicle use within ski area boundaries where consistent with the provisions of this plan.

Given the low impact of over-snow vehicles on the physical environment, it is expected that the concessionaires will, in normal circumstances, plan their development programmes so that heavy items of equipment will be transported over the field in winter.

The department will actively discourage concessionaires from using noisy over-snow vehicles and machines and will seek to restrict their use to essential management needs such as safety, grooming, and emergencies. The use of over-snow vehicles by the public is not necessary within ski areas.

Vehicle use for ski area management outside the winter period is considered on a case by case basis in line with the works programme of the ski area and the adoption of an access approach which minimises effects of maintenance activities.

#### Objective

- a To confine the use and effects of over-snow and off-road vehicles to ski areas and to core ski area management purposes.

#### Policies

- 1 Concessionaires' use of over-snow vehicles will be restricted to within the ski area boundaries, in line with the *Tongariro/Taupō Conservation Management Strategy*.
- 2 Movement of concessionaires' vehicles over the ski area in summer will be limited to approved routes and will only be permitted on an individual controlled basis, in line with the CMS.
- 3 The department may require ski area concessionaires to undertake noise assessments and monitoring with a view to modifying use should this matter be identified as a concern.

## 5.2.12 Ski-Lift Construction and Maintenance

### Te Hanga, Tiaki Rānei i ngā Tūru Kawe Kairetireti

The general development issues related to lift projects are addressed in sections 5.2.2 *Indicative Development Plans for Ski Areas* and 5.2.4 *Landscape Planning*. Also refer to section 4.1.16 *Works Approvals*.



Public welfare requires that all ski-lifts and tows in Tongariro National Park be operated to high levels of safety. The terrain and weather can be severe on lifts and maintenance must be rigorous. Prior to each ski area season, all aerial lifts are inspected by an auditor against the *Approved Code of Practice for Passenger Ropeways in New Zealand*.

Installation and maintenance of lifts can cause significant impacts on the environment and on visitors to the park. It is important that these projects be managed and undertaken in a way that avoids such impacts.

#### Objective

- a To undertake lift construction and maintenance in a way that minimises adverse impacts on natural resources, historical and cultural heritage, and park visitors.

#### Policies

- 1 Concessionaires will adhere to all statutory requirements, to the Tongariro National Park Bylaws 1981 and to the *Approved Code of Practice for Passenger Ropeways in New Zealand* in the construction and maintenance of all ski-lifts and tows in their licence areas.
- 2 When components or structures are dismantled for maintenance, that maintenance should be undertaken inside a lift maintenance facility or outside the park, where at all practical.
- 3 No sandblasting, spray-painting or use of contaminants should be undertaken in a way which enables those elements to enter the general environment.
- 4 Applications contrary to 2 and 3 above should be declined.

- 5 Where applications contrary to 2 and 3 above are received the department will:
- publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.

### **5.2.13 Public Safety**

#### **Te Oranga o ngā Tāngata**

The safety of visitors to the ski areas is a significant matter for this plan. Skiers and boarders are ultimately responsible for their own actions. However, the ski area is accountable for providing safety services and infrastructure which reasonably protect skiers from hazards. These include avalanche, volcanic and terrain hazards, and rapidly-changing weather patterns.

All ski area concessionaires are required to maintain current safety plans. These plans must be approved by the department prior to the start of each ski season. At times the department may require an independent audit of these plans.

A ski patrol service and emergency care facilities are provided on each ski area. At Turoa and Whakapapa this infrastructure is extensive and includes a number of emergency care doctors, large patrols, and extensive medical equipment including patient imaging technology.

The boundaries of the area covered by the ski patrol service are defined in the safety plan and may extend beyond the ski area boundary. Although this terrain is not patrolled or marked, ski patrol will generally assess the hazards prior to providing skier access to it and will respond to emergencies. Ski patrol responsibility does not extend to independent members of the public.

A condition of club licences is that the lodges be made available when required to provide emergency shelter for all ski area users. Concessionaires' responsibilities in this regard focus more on those parts of the ski area where there are no club lodges and where access to lower slopes may, in an emergency, be difficult. A public shelter is also provided by the department at Whakapapa Village and Ruapehu Alpine Lifts Ltd provide for shelter at Iwikau Village.

Ruapehu is a very active volcano and hazardous eruptions can occur without warning. The department has established an early warning system based on detecting volcanic eruptions. This Eruption Detection System provides for lahar warnings on Whakapapa Ski Area and a broader volcanic warning system for all three ski areas. Each ski area is required to address volcanic hazards as part of its safety management system. Staff training is a particularly important part of this.

At times, ski area users are lost or stray from the ski area in adverse conditions. In this event, a search and rescue operation is managed by the New Zealand Police and ski area safety workers. In addition, the Ruapehu Alpine Rescue Organisation undertakes general search and rescue work.

Also refer to sections *4.1.14.1 Volcanic Hazards* and *4.1.14.2 Avalanches / Erosion* as well as *Map 7 Generalised Mount Ruapehu Volcanic Hazards* and *Map 8 Mount Ruapehu Lahar Risk Management*.

### **Objectives**

- a To take all reasonable precautions to provide for the safety of ski area visitors.
- b To promote safe and responsible attitudes to use of ski areas through educational and interpretive means.

### **Policies**

- 1 Each concessionaire will be required to prepare, and annually review prior to each season, a ski area safety plan for approval by the department. This plan will cover lift-serviced terrain promoted by the concessionaire. It will be received by the department prior to the beginning of the ski season to allow peer review and assessment.
- 2 Ski area concessionaires will be required to have regular independent audits of ski area safety plans.
- 3 Close liaison will be maintained with all organisations, both public and voluntary, which have active involvement in visitor safety.
- 4 Every effort will be made to assist and co-operate with search and rescue authorities and other authorities having responsibilities for public safety and health.
- 5 The department will maintain the Eruption Detection System to provide an early warning volcanic hazard programme for Mount Ruapehu. Ski area concessionaires will contribute to the cost of this system on an agreed basis.
- 6 Concessionaires will provide emergency public shelter in appropriate locations on the ski areas. Club lodges at Tukino and Whakapapa will be available for emergency accommodation.
- 7 All ski area facilities will meet appropriate public health standards.

## 5.2.14 Public Access to the Ski Areas Te Putanga o ngā Tāngata ki ngā Wāhi

The general public has a right to freedom of access to the ski areas. There may be occasions when access to part or all of a ski area needs to be restricted for safety reasons. At other times, a level of reasonableness must be applied by both ski area operators and visitors where activities such as ski racing, grooming or maintenance are being undertaken. Equally, ski area concessionaires must take account of the needs of people to visit and take advantage of the snow without necessarily using ski area infrastructure.

The department may close all or parts of a ski area for the purpose of avalanche control. This will be done after consultation with concessionaires.

Public access rights do not preclude the department from closing the Bruce Road or Tukino Mountain Road to vehicle use for safety or for other reasons (such as road congestion or lack of car parks).

### Objective

- a To maintain public access to those parts of Tongariro National Park that are ski areas.

### Policy

- 1 Freedom of public access to the ski areas will be maintained unless restrictions are necessary to ensure the safety and protection of the public and/or for management of road congestion. The department will seek bylaws to achieve certainty in this matter within one year of this plan becoming operative.

## 5.2.15 Summer Use

### Te Whakamahi i te Wā Raumati

Public access to and use and enjoyment of Tongariro National Park may be improved if some ski area facilities, such as cafeterias and chairlifts, operate during the summer season. However, developing summer facilities such as alpine slides merely to widen the economic base of the winter skiing activity is not consistent with the purpose for which the amenities areas were established or with the broader philosophies of this plan. The primary focus of each ski area is to provide facilities to foster skiing and snow activities

#### Objectives

- a To ensure that ski areas are used for their primary purpose, which is winter-based snow activities.
- b To allow summer activities which utilise winter infrastructure without additional requirements.

#### Policies

- 1 The department will promote the summer use of ski area facilities insofar as they increase access to and enjoyment of the park by summer users.
- 2 The department will protect the ecology of the ski areas by marking suitable foot tracks.

# Part VI

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## Whakapapa Village

Te Kāinga o Whakapapa

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## 6.1 Introduction

### Whakatuwheratanga

He wāhi tupunga i roto i te papa rēhia te kāinga o Whakapapa, ā, kua tohungia, i raro i te maru o te Ture mo ngā Papa Rēhia ā Motu 1980, he wāhi whakaahuru. Kua tuhia ngā rohenga whenua o te wāhi whakaahuru i runga i te mapi 15. E hāngai āna ngā kaupapa o tēnei wāhanga ki tērā wāhi.

He wāhi tīmata ā Whakapapa mo ngā manuhiri i mua i to rātou haerenga, tiro haere rānei. Ka tau mai rātou ki te ui atu, ki te whakamahi i ngā whakaritenga mahi rānei. Ko tēnei te puna o ngā mahi e whakahaeretia i te rohe o Ruapehu. He maha ngā whakaritenga tā te kāinga nei. Neke atu ki te 300,000 ngā manuhiri o tēnei kāinga.

E tautoko āna te kaupapa whakahaere o te kāinga o whakapapa i tēnei kaupapa. Kei roto tērā tuhinga he whakaaturanga ā tinana o te kāinga me tōna kaupapa tupuna.

E ai ki ngā pūtake o tēnei kaupapa whakahaere he wāhi whakaritenga mahi mā te manuhiri ā Whakapapa, otirā, he mea hira tēnei mo ngā tupuna o te kāinga nei.

Ki te kore tēnei, ka nui haere te whao mo te tupunga o ngā kāinga, ngā wāhi whakaritenga mahi, aha ake, aha ake. Heoi anō, he tātā te hua o tēna i ngā pūtake tikanga o ngā papa rēhia o te motu.

Mā te whakatikina i ngā mahi tupuna ka taea e te kāinga o Whakapapa te pupuri i tōna ake iho. Kua ara ake tēnei whakaaro mai i te kaupapa whakahaere mo ngā papa rēhia o te motu. Heoi anō, i pēnei anō ngā kaupapa whakahaere e toru, i mua o tēnei.

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Whakapapa Village is an area of substantial development within Tongariro National Park. Under the terms of the National Parks Act 1980 it has been gazetted as an amenities area (also refer to section 4.2.4 *Amenities Areas*). The policies of this plan apply to that area which is within the amenities area boundary. This boundary and the main features of Whakapapa Village are illustrated on *Map 15 Whakapapa Village*.

Whakapapa Village is a focal point for visitors, receiving almost 300,000 each year. From here, park visitors start their journey further into the park and obtain information and essential services for their park experience.

The village is the base for the administration and management of the department's Ruapehu Area. Among the functions and services of Whakapapa Visitor Centre are an interpretive natural resources centre, an audio-visual programme, static displays, and a site for education and volunteer programmes. The centre also retails tourist products associated with the park.

The policies of this plan are supported by a regularly-reviewed *Whakapapa Village Site and Landscape Plan* (refer to 6.5.1 *Whakapapa Village Site and Landscape Plan*). The site and landscape plan provides a detailed physical description of the village and specific detail as to the siting and design of its facilities, utilities, and services. It must reflect the objectives and policies of this plan.

This plan is based on a view of Whakapapa Village as a visitor service centre. Acknowledgement of this function directs future planning for the village, albeit the philosophy of keeping infrastructure associated with visitor services to a minimum. The alternative involves increasing demand for development sites to provide for commercial services and requirements for infrastructure to support that development, such as staff housing, community services, and upgraded water supplies. This approach conflicts with the underlying philosophy of national parks.

In order to sustain the existing character of Whakapapa Village, development must be restricted to services and facilities which are essential for the safety and welfare of visitors to the park. This position derives from the *General Policy for National Parks 2005* and has been supported through extensive public consultation as part of the development process for this plan. All three earlier management plans moved towards this philosophy.

A range of principles directed towards achieving this goal are:

- Acknowledging that the primary function of Whakapapa Village is as a visitor service centre. This involves:
  - i the provision of a limited range of services and facilities for visitors which are appropriate for public safety and enjoyment of the park and cannot be conveniently situated either outside the park or more appropriately elsewhere in the park; and
  - ii the management of natural resources for the benefit of visitors.
- Restricting new services and facilities and any expansion of existing services and facilities to those which are essential for the safety and welfare of visitors to the park.
- Recognising and providing for the essential community needs of the permanent residents of the village.
- Harmonising all new development proposals in the village so that they are compatible with national park values.

Limiting development at Whakapapa is likely to result in increased growth in surrounding towns. It is recognised that protected natural areas, including national parks, do not exist in isolation from the region. Rather, a complex network of social and ecological relationships ties the park into the surrounding land and communities. There are established patterns of visitor movement from regional centres such as Taumarunui, Taupō, Tūrangi, National Park, Ohakune, and Wanganui.

Directing growth to existing towns outside of the park is consistent with regional planning objectives. Such a strategy confers considerable social and economic benefits on the immediate community and the wider region. The department will work with Ruapehu District Council, Taupō District Council, Environment Waikato, and Horizons Regional Council in order to maintain a partnership approach in planning for the park's margins.

Developments which will not be permitted in Whakapapa Village include non-essential staff accommodation, workshops, storage yards, retail functions, and heavy

maintenance facilities. It is anticipated that the addition of a domiciled guiding service with basic equipment for park users (not including ski areas) and a larger general store in lieu of the existing campground store might reasonably meet the expectations of visitors to Whakapapa Village.

It is intended to maintain a resident transport service to help ensure an efficient transport operation on the Bruce Road. The *Whakapapa Village Site and Landscape Plan* will provide for the location of this service and any other services that might provide transport to other locations such as the Tongariro Crossing or to the townships of Tūrangi, Taupō, Ohakune, or National Park.

Whakapapa Village development and management is a particular interest of tāngata whenua and it is necessary to establish a protocol for their input during the implementation of *He Kaupapa Rangatira* (also refer to section 4.1.2 *He Kaupapa Rangatira*).

Interpretation of Whakapapa Village objectives and policies must take into account all other sections of this plan, in particular 4.3 *Use Objectives and Policies* and 4.4 *Concessions*.

### **Objectives**

- a To provide for the essential needs of park visitors at Whakapapa Village.
- b To maintain the character and scale of Whakapapa Village in the context of the values of Tongariro National Park.
- c To ensure tāngata whenua have an opportunity for input into the development and management of Whakapapa Village.

### **Policies**

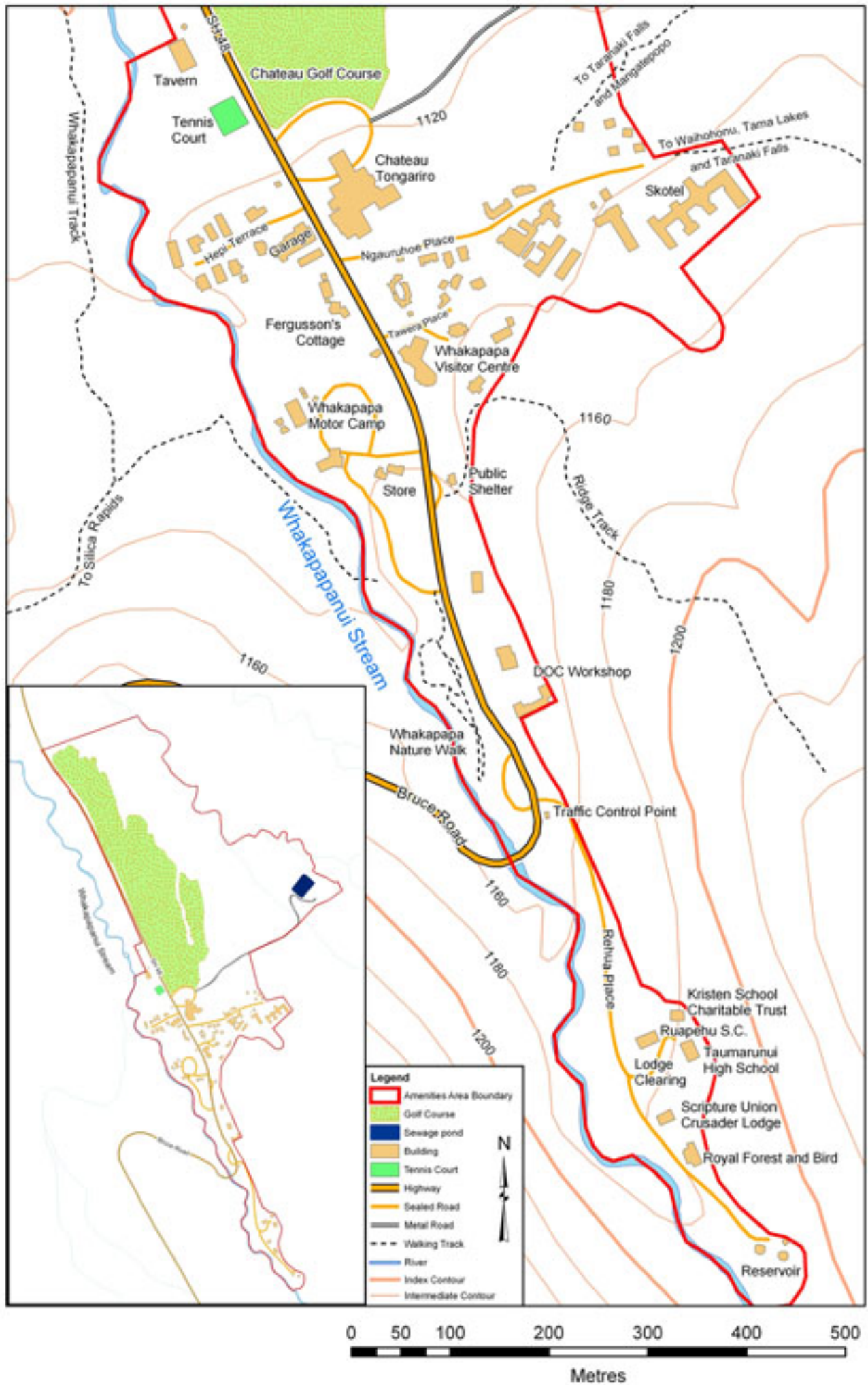
- 1 The department will administer Whakapapa Village as an amenities area under the provisions of the National Parks Act 1980 and in accordance with the objectives and policies of this plan.
- 2 The qualities of the natural environment within the village will, as far as possible, be protected and enhanced.
- 3 Any adverse impacts that development and use of the village may have on the park outside the amenities area will be minimised.
- 4 A site and landscape plan for the Whakapapa Village amenities area will be established and continually reviewed, consistent with the objectives and policies of this plan. The *Whakapapa Village Site and Landscape Plan* will be in place within 12 months of the completion of this plan and will be reviewed every five years. The department will ensure that Whakapapa Village residents, concessionaires, and interested parties have an opportunity to have meaningful input into the site and landscape plan

- 5 The Tongariro/Taupō Conservation Board will be consulted during preparation of the *Whakapapa Village Site and Landscape Plan*.
- 6 The essential physical, social, and community needs of the residents of Whakapapa Village will be provided, recognising that the village is located within a national park.
- 7 Development within the village will be restricted to that essential for the safety and welfare of visitors to the park.
- 8 Applications for further development of accommodation within the village should be declined, with the exception of existing commitments and the redevelopment of existing infrastructure for a guiding service and general store.
- 9 If an application for further development of accommodation within the village is received, excluding the exceptions in 8 above the department will:
  - publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment to be undertaken by appropriately-qualified specialists.
- 10 Where facilities or buildings are no longer required for the purposes for which they were developed, they will be removed at the expense of the owner (see *4.1.17 Waste, Discharges, Contaminants and Noise*).
- 11 The Minister will consider applications from concessionaires to develop a guiding service and provide a general store. These operations may well be separate from each other. The primary objective will be the provision of these services and any secondary services, such as the sale of equipment to support the primary focus.
- 12 In considering applications from a concessionaire, the Minister will take into account non-price attributes, including the experience and background of the concessionaire to provide for park visitor expectations, impacts of the operation on village infrastructure and the environment, and the ability of the operator to meet the essential needs of visitors.
- 13 The Minister will consider a concession application for the rental of downhill skiing, snowboarding equipment, cross-country ski equipment, and climbing/tramping equipment to park visitors. Any consideration for a sole concession to provide this service within Whakapapa Village will take into account the following criteria:
  - The facility for equipment rental will be located away from the main village through-flow.

- The facility will have the capacity for vehicle parking necessary for its reasonably foreseeable customer demand.
  - The operator should have a demonstrated record of involvement in the ski industry, preferably in providing for visitor expectations within the park.
  - The department will consider the applicant's history of involvement in these activities, particularly where they have been undertaken to a high standard.
  - The applicant will demonstrate, by way of a concession application, the intention to provide for ski rental, ski area and other rental activities which are not provided for via existing mass-market approaches, as the operation's priority.
  - The service will not replicate an existing service within Whakapapa Village.
- 14 Provision will be made for a single transport concession operation on the Bruce Road. There is a need to limit the service to a single concession due to environmental impacts associated with parking.
- 15 A distinctive, integrated visual identity for Whakapapa Village will be created and maintained.
- 16 *He Kaupapa Rangatira* will include protocols for the involvement of tāngata whenua in the development and management of Whakapapa Village (see 4.1.2 *He Kaupapa Rangatira*).



Map 15 Whakapapa Village







## 6.2 History

### Ngā Kōrero o Mua

The nucleus of Whakapapa Village began between 1920 and 1928 when a number of huts were built to provide overnight accommodation for skiers. The Bruce Road reached these huts in 1926 and was extended in the 1930s beyond the Whakapapanui River by relief workers and prison labour.

These early huts catered primarily for skiers. Recognition that accommodation was required for other visitors came with the appointment of the first Tongariro National Park Board in 1923. In 1926 that board offered a franchise for the provision of tourist accommodation, and the present hotel opened in 1929.

The provision of club accommodation on the Whakapapa Ski Area began in 1923 when the Ruapehu Ski Club built the first hut on Hut Flat. This development began to take the emphasis off Whakapapa Village as the main private accommodation base for skiing. The range of accommodation for park visitors was broadened with the construction of the motorcamp in the early 1960s, the Skotel Lodge and five club lodges in Lodge Clearing.

The village was established in mountain beech forest and in tussock shrubland to the north-east. Beech forest conceals development better than tussock but tussock grassland provides better living conditions in terms of sunlight and views. Development in tussock areas is highly visible to visitors and competes with, and distracts attention from, the natural landscape.

The Chateau Tongariro is the focal point of the village and was designed to stand alone in an uncluttered setting. The Chateau Tongariro is a listed heritage building requiring protection.

The rapid growth in popularity of skiing from the 1960s and outdoor recreation in general (tramping, climbing, walking) from the 1970s resulted in the village becoming an important service and administrative centre in the park. Staff accommodation, workshops, service areas, and allied facilities were built.

## 6.3 Natural Values

### Ngā Tikanga Taiao

Whakapapa Village lies on the lower slopes of Mount Ruapehu which is the largest of the three volcanic cones in the park, rising to a height of 2797 metres above sea level. Many flows of lava and showers of tephra and ash from the mountain have built on an original surface of tertiary marine sediments.

The village is located on the inside perimeter of the central North Island 'ring plain', which is an extensive deposit of volcanic debris encompassing the park. These deposits have accumulated over the last million years through continual volcanic activity and lahar flows from the surrounding volcanoes. The small conical hills near the junction of state highways 47 and 48 were formed by debris flow which swept down over the present site of Whakapapa some 9000–10,000 years ago. Less dramatic but potentially hazardous lahars have occurred in recent times down the Whakapapanui Stream to the south-west of the village. This hazard remains today and is an important factor in future development considerations.

The village is built on a two to three-metre layer of volcanic ash which is extremely water absorbent and requires special treatment before being used for building sites. Exposed slopes are prone to rapid erosion, particularly from frost-heave and swiftly-flowing water. The high altitude inhibits humus decomposition in the soil. Regeneration of the indigenous plant cover is, therefore, a slow process, although techniques for the restoration of disturbed areas have been successfully developed.

The location and, in particular, the altitude of the village on the slopes of Mount Ruapehu are major factors influencing its alpine climate. The chain of volcanic cones stands in the path of the prevailing westerly frontal systems. Mean winter monthly temperatures hover around 3°C and reach a peak of 12°C. February is the warmest month and temperatures may reach 26°C on some days. However, for ten months of the year the mean monthly minimum temperature is below 0°C, with frosts on 152 days, on average, a year.

Rainfall is evenly spread throughout the year with an annual average of 2914 millimetres falling on 184 days. (Auckland has 1268 millimetres on 140 days, Wellington 1271 mm on 175 days.) Snow falls on 16 days in an average year but generally does not lie for extended periods of time.

The north-westerly aspect of Whakapapa Village offers maximum sunlight. The high altitude results in a great concentration of ultraviolet light which can be especially damaging to paints and colours. Winter climatic conditions, and the high number of days with rain, demand specialised design of buildings.

The village is bounded on the west by the Whakapapanui Stream and a small stream flows through its eastern arm. The Whakapapanui has a relatively incised streambed and any extensive development to the south-west would necessitate bridging to provide access. This stream has in the past also formed a natural channel for lahar

flows traversing the western sides of the mountain. Therefore, development along its immediate banks has a degree of risk.

The southern end of the amenities area, the village proper, lies in the Whakapapanui Valley floor and still contains much of the natural vegetation – for example, mountain beech forest. The village is situated on the northern border of the large forest which clothes the western flanks of Mount Ruapehu. North and east of this forest edge the vegetation is predominantly low and comprises mostly red tussock grassland or subalpine scrub. Two significant blemishes within this largely natural vegetation are the infestation of *Calluna vulgaris* (introduced heather) and a large expanse of low turf within the area controlled by the Kah Corporation (Chateau Tongariro golf course).

A limited range of indigenous fauna is seen around Whakapapa Village. Deer are scattered throughout the forest and tussock grasslands of the park. The diversity of bird-life depends on the seasons but varieties commonly found in beech forest are whitehead, silvereve, and rifleman. Occasionally parakeet and, in tussock shrublands, falcon, pipit, and fernbirds are heard. Other rare and endangered species found in or very close to the village are kiwi and blue duck.

## 6.4 Servicing and Maintenance Facilities Te Whakatatika Ratonga

In addition to its management role, the department has responsibility for the provision and maintenance of access services for visitors to the park, ski area, and the visitor services centre. To facilitate these functions, the department has established staff accommodation, offices, visitors' reception, and workshops. The department's visitor shelter is permanently open to the public. This facility provides shelter from all but the worst conditions and is located opposite the motorcamp.

The Chateau Tongariro has office and workshop facilities in the village and Ruapehu Alpine Lifts Ltd has basic staff accommodation there.

## 6.5 Whakapapa Village Objectives and Policies

### Ngā Kaupapa me ngā Whāinga o Whakapapa

#### 6.5.1 *Whakapapa Village Site and Landscape Plan* Te Wāhi o Whakapapa me te Kaupapa Whenua

The *Whakapapa Village Site and Landscape Plan* outlines medium-term specific development objectives for the management of the Whakapapa Village amenities area. It provides considerable detail on building design, location, colour schemes, and landscaping. Future building approvals will be subject to the requirements and criteria laid out in the *Whakapapa Village Site and Landscape Plan*. As a result of the detailed analysis work required by the *Whakapapa Village Site and Landscape Plan*, there may be a need for relocation of buildings and services and for additional capital works.

Fundamental to allowing the village to be developed within the park is the need to minimise its visual impact. Natural areas of high value within the village will continue to be protected.

#### **Objectives**

- a To manage Whakapapa Village in a way which ensures a cohesive designed environment to provide for the essential needs of Tongariro National Park visitors and the community.
- b To ensure that the character of Whakapapa Village is consistent with that of the surrounding landscape.
- c To ensure that the *Whakapapa Village Site and Landscape Plan* is focused on the needs of park visitors, while consistent with objectives a and b above.

#### **Policies**

- 1 The *Whakapapa Village Site and Landscape Plan* will be maintained and reviewed at least every five years.
- 2 The department will continue to consult and liaise with parties who have an interest in the Whakapapa Village environment.
- 3 The Tongariro/Taupō Conservation Board will be consulted during preparation of the *Whakapapa Village Site and Landscape Plan*.
- 4 Concessionaire activities and the department's facility infrastructure within Whakapapa Village should be consistent with the *Whakapapa Village Site and Landscape Plan*.

- 5 All buildings will be maintained to the highest standard to ensure protection of the character and quality of Whakapapa Village.
- 6 The conservator may require changes to a building's form, location on site, materials and treatment standards, levels or colour schemes before approving any building design.
- 7 A comprehensive colour scheme for buildings in the village will be prepared and implemented.
- 8 Where buildings and facilities are removed, restoration will be undertaken with a focus on returning the site to its natural state.

## 6.5.2 Visitor Centre Te Taunga Manuhiri

The Whakapapa Visitor Centre is the prime information focus for most visitors to the park. More than sixty percent of all park visitors go to Whakapapa Village.

The centre offers a range of public services. These include provision of park, track, weather and safety information, interpretive services to schools and other groups, displays, and audiovisuals. The centre has a limited retail section which sells park-related souvenirs and some essential items for visitors. The summer programme of guided activities is administered from the centre. Most park emergency responses are co-ordinated from the Ruapehu Area Office attached to Whakapapa Visitor Centre.

Also refer to section 4.1.13 *Park Interpretation and Public Information*.

### Objective

- a To provide for visitor needs, safety, and enjoyment through Whakapapa Visitor Centre, adding to their benefit, use and enjoyment of the park by means of accurate evocative displays and audiovisuals and providing for their safety through accurate up-to-date information.

### Policies

- 1 The Whakapapa Visitor Centre will be maintained to provide core visitor services including provision of information, backcountry advice, interpretive services, and public awareness via displays and audiovisuals.
- 2 Most Ruapehu Area Office functions will be undertaken from the Whakapapa Visitor Centre complex. These functions include site administration, search and rescue, and conservation functions as specified in the *Tongariro/Taupō Conservation Management Strategy*.

- 3 The department may retail products from Whakapapa Visitor Centre which are specifically aligned to the park and its promotion or which provide for the health and safety of park visitors. Retailing of general items which are found at typical urban retail sites and have no clear connection to the park will not be permitted.
- 4 The department's summer programme for Tongariro/Taupō Conservancy, including the park, will continue to be administered by Ruapehu Area.

### **6.5.3 Public Services**

#### **Ngā Ratonga Tūmatanui**

A number of essential public services are provided in Whakapapa Village to meet the reasonable needs of park visitors. It is the department's view that the range and level of these services is consistent with general policy and with this plan's philosophy of limiting infrastructure to the minimum level necessary to provide a quality park experience for visitors.

#### **Restaurants**

The Chateau Tongariro operates two licensed restaurants. Skotel operates a licensed dining room for breakfast and dinner.

#### **Fast Foods**

Food is provided at the Whakapapa Tavern and a cafeteria is located in Fergusson Cottage. The tavern also has a fast food outlet.

#### **Bars**

A public bar (locally known as the Tavern) is operated by the Kah Corporation. This provides a meeting place for village residents and is an important social amenity for residents and visitors. There are public bars attached to the Chateau Tongariro and the Skotel.

#### **Souvenirs**

Souvenirs can be bought at the Whakapapa Visitor Centre, Fergusson Cottage, and The Chateau Tongariro.

#### **Provision**

A general store operates as part of the motorcamp and sells a limited range of grocery items. General shopping is done at the outlying towns of Tūrangi and Ohakune. It is acknowledged that a general store could be more centrally located within the village to provide a higher standard of service and an expanded range of essential items for park visitors.

#### **Medical Services**

There is no doctor resident in the village. The nearest doctors are at Ohakune, Taumarunui, and Tūrangi. An ambulance is operated by a volunteer ambulance service and several departmental staff have first aid qualifications. Basic hospital services are available at Taumarunui. During the winter a doctor is resident at Whakapapa Ski Area.

### **Recreation**

Social and recreational opportunities in the village are limited, particularly for children and in inclement weather. The Chateau Tongariro has a nine-hole golf course and two tennis courts. While these facilities are primarily operated for guests, village residents are able to use them for a small fee. The hotel and motel operations have a range of indoor recreational facilities.

### **Education**

Children within the village attend National Park School from years one to eight. Secondary education requires a choice between full-time boarding or Ruapehu or Taumarunui high schools.

### **Guiding and Hire Equipment**

Whakapapa Village and park visitors would obtain value from a domiciled guiding service within the village and provision of hire and retail of essential safety equipment. This service would exclude hire and retail of ski equipment available elsewhere and would be limited to one operator.

### **Objectives**

- a To provide for a range of services which meet the essential needs of residents and visitors to Whakapapa Village and Tongariro National Park.
- b To maintain the character and scale of Whakapapa Village.

### **Policies**

- 1 The public services identified above will be permitted within Whakapapa Village at existing levels.
- 2 Redevelopment of the general store will be considered. Use of existing village infrastructure and conformity with the *Whakapapa Village Site and Landscape Plan* will be a requirement of any approval.
- 3 A single concessionaire providing an equipment hire and guiding service for non ski-related activities within the park will be considered. Use of existing village infrastructure and conformity with the *Whakapapa Village Site and Landscape Plan* will be a requirement of any approval.
- 4 The concession opportunities identified in 2 and 3 above will be publicly tendered.



## 6.5.4 Visitor Accommodation

### Ngā Wharenoho mo ngā Manuhiri

Three facilities provide a range of commercial accommodation for visitors to the village. These are the Chateau Tongariro (104 bedrooms and nine villas), the Skotel (48 bedrooms and five chalets), and the Whakapapa Holiday Park (47 caravan sites, eight tent sites and a 30-bed lodge). Campground facilities include kitchen and dining space, an ablution block, and a camp shop.

All future commercial accommodation growth and housing for non-essential staff should be located outside of the park in towns with the infrastructure to support this.

The primary function of the village is that of a visitor service centre. This policy recognises that the provision of commercial and club visitor accommodation is an historical one. No approval will be given for new commercial accommodation or extensions to existing commercial accommodation except where a legal undertaking has previously been given.

The five club lodges within Whakapapa Village are shown on *Map 15 Whakapapa Village* and covered in section 4.4.2.4 *Club Accommodation*.

#### Objectives

- a To retain the present range of visitor accommodation in Whakapapa Village.
- b To ensure that there is no increase in the scale of visitor accommodation in Whakapapa Village.

#### Policies

- 1 No further commercial accommodation should be approved within the park. Existing accommodation may be replaced or redeveloped for the purpose for which it was initially conceived.
- 2 Visitor accommodation will be used for the purpose for which it was developed. Accommodation set aside for essential staff may not be converted for visitor accommodation purposes.
- 3 All accommodation (including club huts and lodges) will be constructed and maintained to standards identified by the department in any current building or landscape guideline.
- 4 Unutilised infrastructure and buildings will be removed from the park where it is legally possible to do so.
- 5 Applications for further club huts and lodges in Whakapapa Village should be declined.

- 6 Where applications for the activities described in 5 are received the department will:
- publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.
- 7 The department recognises the presence of the existing club lodges under licences previously granted but reserves the right to reconsider their continued use if the question of replacement arises.

### 6.5.5 Staff Accommodation Ngā Wharenoho mo ngā Kaimahi

Staff accommodation in Whakapapa Village is only for those employees who cannot practically live outside the village. These include core duty staff, emergency service personnel, essential staff for the operation of large concessions, and some management staff. This restriction ensures that the volume of accommodation required is consistent with the essential services philosophy.

The department believes that present accommodation caters for sufficient numbers of staff overall and that further building for the purpose of housing extra staff cannot be justified. However, it is acknowledged that the style and quality of accommodation may need to be updated from time to time and redevelopment on this basis will be permitted in accordance with the relevant policies of this plan and any other relevant planning requirements.

With improvements in transport, a large number of mountain workers now live off site in towns including National Park, Tūrangi, and Ohakune. This is consistent with the management philosophy of this plan which seeks to limit development pressures on the park and spread the impact and benefits of the park through the Tongariro region.

#### Objectives

- a To provide for the needs of concessionaires or essential staff for mountain-related management through a range of accommodation in Whakapapa Village.
- b To limit the scale and intensity of staff accommodation within the village to that which currently exists.
- c To utilise the towns on the margins of the park for mountain staff accommodation.

## Policies

- 1 Residential accommodation will be limited to that necessary to house essential staff.
- 2 Full utilisation of existing accommodation by essential staff will be required.
- 3 Any service organisation, agency or concessionaire permitted to occupy land for staff accommodation will be required to pay a capital contribution for community services and an annual service charge levied by the department.
- 4 Applications to provide new staff accommodation within Whakapapa Village should be declined.
- 5 Where applications for the activities described in 4 above are received the department will:
  - publicly notify the application, acknowledging the wide public interest in these matters;
  - consult with tāngata whenua;
  - consult with the Tongariro/Taupō Conservation Board and seek its recommendation; and
  - require a full environmental impact assessment undertaken by appropriately-qualified specialists.
- 6 The Minister will consider applications by concessionaires to utilise existing staff accommodation for a clear secondary purpose on a seasonal basis, taking into account the following criteria:
  - There will be a demonstrated benefit to park management – for example, summer visitor use of staff quarters allowing efficient use of existing bed space or building maintenance at the highest standard.
  - The application will document the clear primary use and secondary use and identify the seasonal and use constraints.
  - Secondary use will not drive additional demand for staff accommodation within Whakapapa Village. No further staff accommodation will be permitted.
  - A concession application or variation will be required for secondary use where the proposal is not consistent with an existing concession.

## 6.5.6 Historic Buildings Ngā Whare Tawhito

Whakapapa Village has a number of historic sites and buildings. Although these were all built in the 20<sup>th</sup> century, they are representative of the various stages of development within the park and in some cases have outstanding national value as structures. The main buildings requiring careful attention are the cluster of wooden buildings in the vicinity of Fergusson's Café, the Whakapapa Garage, and the Chateau Tongariro. The Chateau Tongariro is a Category I Historic Place, meriting the highest level of protection. Its scale, location, surrounding landscape, and a number of design elements in its façade and internal first-floor features give it merit.

As for the wooden buildings in the vicinity of Fergusson's Café, although there is little of architectural merit from a structural perspective, the buildings did serve an important function as Whakapapa Village developed. The important element for the recognition of these buildings is an accurate record and archive acknowledging their significance. The alteration and/or removal of the buildings is not considered to be a concern.

The Whakapapa Garage has little architectural merit although its façade is attractive in the village setting. It is linked to the Chateau Tongariro Category I classification. The garage has a permanent place in the village in terms of its historical and structural characteristics.

Historic buildings in Whakapapa Village must be maintained to the highest standard.

Also refer to sections 4.1.9 *Historic Resources* and 6.2 *History*.

### Objectives

- a To protect the historic resources in Whakapapa Village to the highest standard.
- b To record for archival purposes those historic resources not required to be retained.

### Policies

- 1 The Chateau Tongariro and Whakapapa Garage will be protected as far as possible in their original state; any modification will be considered in light of their protected heritage status.
- 2 Whakapapa Garage will be maintained in an acceptable state, in its original form externally. Internal modifications will be permitted.
- 3 Fergusson's Café and associated wooden buildings will be thoroughly documented for their historical merits prior to further disturbance or removal.
- 4 The department will ensure that potential essential services can be undertaken in the protected historic resources within Whakapapa Village.

## 6.5.7 Traffic Management/Car Parking Te Whakahaere Whakawhitinga, Taunga Motokā Rānei

Whakapapa Village has been formed on both sides of State Highway 48, giving rise to ribbon development. The state highway is a sealed two-lane highway, with a 50-kilometre per hour restriction through the village area. The highway finishes at the Whakapapanui No. 2 Bridge and the Bruce Road continues up to Iwikau and Whakapapa Ski Area. A loop road is provided at a control barrier (at the bridge) for winter traffic management such as re-routing and chain-fitting.

The division of the village by a wide highway creates some problems, particularly during the winter period. The road serves a number of functions such as parking, fitting of chains, pedestrian movement, internal vehicle traffic, and as the main highway for through traffic to the ski area. There is an ill-defined separation of movement on the road and this leads to conflicts between the different functions.

Existing parking facilities include a bus park, and car parks near Whakapapa Visitor Centre, adjacent to the public bar, and next to the hotel.

Insufficient parking space is available when the road to the ski area is closed, which is on average 16 days a year. Present ski area management policy is to locate car parks as close to the ski area as possible and to encourage the use of public transport services between the ski area and Whakapapa Village. Car park facilities at Iwikau can be upgraded to accommodate more cars on existing disturbed areas only.

When the Bruce Road is closed in winter, there is a high degree of traffic congestion along the side of the highway and through the village. This congestion significantly reduces the safety margin for pedestrians and motorists. The major problems in this area are conflicting activities. These activities should be separated as they significantly inhibit free traffic flow through the village towards the ski area.

The department's planning for car parking focuses on meeting the reasonable needs of visitors to the village, not on the peak periods for either summer or winter use.

Also refer to section 4.4.2.5 *Transport*.

### **Objective**

- a To meet the reasonable needs for car parking in Whakapapa Village, but to ensure that car parking does not dominate the character of the village.

## **Policies**

- 1 The department will not support or undertake the development of further car parks on undisturbed areas in Whakapapa Village.
- 2 The proposal for a car park adjacent to Whakapapa Visitor Centre will be reviewed if the car park has not been constructed before the next *Whakapapa Village Site and Landscape Plan* review has been initiated.
- 3 Car parks may be modified or existing hard-surfaced areas utilised to maximise car-parking opportunities.
- 4 A limited service area will be provided for the parking of authorised public mountain transport vehicles during the winter season.
- 5 The department will provide and encourage the use of a limited parking area for buses.
- 6 The department will maintain liaison with all authorities responsible for the administration, maintenance, and control of State Highway 48.
- 7 Building upon the network of roads already in existence in the village, vehicle access to any site will be provided in a manner which links with and complements pedestrian access patterns.
- 8 Concessionaires allocated sites will provide off-road parking for staff and overnight guests, unless it is agreed that the public parking areas may be used for such purposes.

### **6.5.8 Management Facilities Ngā Ratonga Whakahaere**

The successful operation of the park depends upon the provision of a range of facilities to assist management. Some of the facilities, such as rubbish dumps, can be located outside the park but others need to be provided inside park boundaries.

The largest of these facilities is the maintenance depot and yard at Whakapapa Village. This depot services the requirements for the Ruapehu Area on the western side of Ruapehu and the maintenance needs of the Bruce Road. It also provides a public chain-fitting bay in the winter period. Over the past ten years, the department has reduced its requirement for a major facility in the village by undertaking activities outside the park where possible and utilising contractors for much of its work.

### Objective

- a To operate the Whakapapa Village depot to serve the essential needs of Ruapehu Area for the management of the western margins of Tongariro National Park and the Bruce Road, except for those activities that can be undertaken outside the park.

### Policies

- 1 The workshop facility will be maintained at the minimum level required to service core essential park needs.
- 2 The workshop compound may be made available to concessionaires on a temporary basis only for activities that cannot be undertaken outside the park.

## 6.5.9 Safety Services Ngā Ratonga Oranga

Civil Defence responsibilities are implemented through national, regional, and local infrastructures, which include the provision of Civil Defence communications from the Ruapehu Area Office into the national network. The major threats to the village are volcanic activity (especially lahars) and severe weather conditions.

Most park search and rescue and hazard management programmes are co-ordinated from the Ruapehu Area Office in Whakapapa Village: personnel and resources are generally located here. The Eruption Detection System and alarm response systems for volcanic incidents are also managed from the Ruapehu Area Office (see *4.1.14.1 Volcanic Hazards*).



### Objectives

- a To ensure the safety of visitors to Whakapapa Village.
- b To co-ordinate park search and rescue and hazard management at the Ruapehu Area Office, under the overall responsibility for these matters held by the New Zealand Police.

## **Policies**

- 1 Safety services will be provided and maintained at a level necessary to ensure the general safety and welfare of visitors and residents.
- 2 As far as possible, development planning in the village will recognise the reasonable dangers of volcanic activity.
- 3 The department will ensure that resources and personnel are available to provide for the broader visitor safety programmes in the park.

### **6.5.10 Community Services Ngā Ratonga-ā-Iwi**

The department has responsibility for the planning, provision, and maintenance of community services including sewage treatment, water supply, street lighting, rubbish collection, fire-fighting, roading (including snow clearing), the Eruption Detection System, and other normal community service facilities. Service users will be required to meet reasonable maintenance and operational costs and also, on occasion, to contribute to capital redevelopment or improvement.

The department must continue to ensure that the highest standards possible are provided for in its community services but may at times contract these out where standards of service are assured. There will be a benefit to the protection of heritage values in the park as a result of efficient management of community services.

There is a reticulated sewage scheme for Whakapapa and Iwikau villages and all facilities are required to be connected to it. The exceptions are Downhill Ski Club Lodge and Ruapehu Hut which have dry vault containment systems. Effluent is removed from these two sites in an approved manner. Also refer to section *4.1.17 Waste, Discharges, Contaminants and Noise*.

A reliable source of high-quality drinking water is available to the village with a storage capacity of 240,000 litres. Reticulation systems in the village are in a constant state of repair and an upgrade of the infrastructure may be necessary in the medium term.

The department maintains a waste collection service in Whakapapa Village and owns the infrastructure to support this. Waste minimisation and recycling schemes for the village are in place. All rubbish disposal is outside of the park at approved landfills.

A community volunteer group provides village fire and ambulance services under the New Zealand Fire Service and St. John's Ambulance frameworks. There is a significant contribution of resource from the department, concessionaires, and a number of dedicated individuals in the village to provide these services.



**Objective**

- a To maintain community services in Whakapapa Village at the highest possible level to protect the values of the village and park environment and provide for the essential needs of visitors and residents.

**Policies**

- 1 The department will provide and maintain a range of services necessary for the health and welfare of visitors and residents.
- 2 The department will fix user charges on a full cost recovery basis.
- 3 The department will consider contracting community services on a case by case basis.

# Part VII

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## Further Information

He Kōrero Ake

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# 7.1 Appendices

## Ngā Tāpiritanga

### Appendix 1 - Legislative Context

#### The National Parks Act 1980

The National Parks Act 1980, section 4(1), states:

*“The provisions of this Act shall have effect for the purpose of preserving in perpetuity as national parks, for their intrinsic worth and the benefit, use, and enjoyment of the public, areas of New Zealand that contain scenery of such distinctive quality, ecological systems, or natural features so beautiful, unique, or scientifically important that their preservation is in the national interest.”*

It is further stated in section 4(2) that:

- “(a) they shall be preserved, as far as possible, in the natural state;*
- (b) except where the Authority otherwise determines, the native plants and animals of the parks shall as far as possible be preserved and the introduced plants and animals shall, as far as possible, be exterminated;*
- (c) sites and objects of archaeological and historical interest shall as far as possible be preserved;*
- (d) their value as soil, water, and forest conservation areas shall be maintained;*
- (e) subject to the provision of this Act and to the imposition of such conditions and restrictions as may be necessary for the preservation of the native plants and animals or for the welfare in general of the parks, the public shall have freedom of entry and access to the parks, so they may receive in full measure the inspiration, enjoyment, recreation and other benefits that may be derived from mountains, forests, sounds, seacoasts, lakes, rivers and other natural features.”*

This plan must be in accordance with the National Parks Act 1980.

#### National Park Bylaws

Section 56 of the National Parks Act 1980 provides for the Minister to make bylaws. Bylaws allow for the regulation of activities that cannot be achieved through policies. They regulate a number of activities.

This plan cannot be inconsistent with the current park bylaws (see *Appendix 2 – Tongariro National Park Bylaws 1981*) but can suggest additions or changes. The department will seek further bylaws as appropriate in order to ensure that this plan provides the highest level of protection.

## **The *General Policy for National Parks 2005***

The *General Policy for National Parks 2005* was prepared pursuant to section 44 of the National Parks Act 1980 by the New Zealand Conservation Authority and the Department of Conservation. It implements the Act and provides consistent national direction for the administration of national parks through conservation management strategies and national park management plans. From time to time the New Zealand Conservation Authority may approve additional statements of general policy or may review general policies through a public notification and submission process.

This plan must be in accordance with the *General Policy for National Parks 2005*.

## **The Conservation Act 1987**

The Conservation Act 1987 established the Department of Conservation and directs the administration and management of all land and resources under the department's control (other Acts also direct the management of lands administered by the department).

Section 4 of the Conservation Act 1987 requires the department to interpret and administer that Act, and the Acts listed in the first schedule which include the National Parks Act 1980, so as to give effect to the principles of the Treaty of Waitangi.

Section 6 of the Conservation Act 1987 sets out the functions of the department. Of particular relevance to this plan are sections 6(a), (ab), (b), (c)(i), and (e) which state:

- “(a) To manage for conservation purposes all land, and all other natural and historic resources, and all other land and natural and historic resources whose owner agrees with the Minister that they should be managed by the department;*
- (ab) To preserve so far as practicable all indigenous freshwater fisheries, and protect recreation freshwater fisheries and freshwater habitats;*
- (b) To advocate for conservation of natural and historic resources generally;*
- (c) To promote the benefits to present and future generations of:*
  - (i) The conservation of natural and historic resources generally and the natural and historic resources of New Zealand in particular;*
- (e) To the extent that the use of any natural or historic resources for recreation or tourism is not inconsistent with its conservation, to foster the use of natural and historic resources for recreation, and allow their use for tourism.”*

## **The Tongariro/Taupō Conservation Management Strategy**

Under section 17D of the Conservation Act 1987, each conservancy must prepare a 10-year conservation management strategy which applies to all public conservation land in that conservancy. The *Tongariro/Taupō Conservation Management Strategy* was approved in 2002.

The purpose of a conservation management strategy is “*to implement general policies and establish objectives for the integrated management of natural and historic resources, including any species managed by the department under the Wildlife Act 1953, the Marine Reserves Act 1971, the Reserves Act 1977, the Wild Animal Control Act 1977, the Marine Mammals Protection Act 1978, the National Parks Act 1980, the New Zealand Walkways Act 1990, or the Conservation Act 1987, or any of them, and for recreation, tourism, and other conservation purposes.*” [Conservation Act 1987, section 17D(1)].

The CMS is the umbrella document which sets the general direction for the management of all public conservation land within the Tongariro/Taupō Conservancy, including the park. This plan sits beneath and must be in accordance with policies contained within the CMS.

## **The Resource Management Act 1991**

The purpose of the Resource Management Act 1991 is:

*“...to promote the sustainable management of natural and physical resources”*

where “*sustainable management*” means “*...managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while:*

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life supporting capacity of air, water, soil and ecosystems; and*
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.”*

[Resource Management Act 1991, section 5]

The Resource Management Act 1991 is administered by the Ministry for the Environment and is implemented by local government through district and regional plans, and statements prepared by councils. The activities of the department are constrained by the provisions of the *Waikato Regional Policy Statement*, the *Proposed Taupō District Plan*, *Ruapehu District Plan* and regional plans. The department must apply for resource consents for activities as required under those plans. However, section 4 of the Act provides a limited exemption to the department for those land-use activities within the park that are provided for in a management plan or a conservation management strategy which do not have significant adverse effects outside the boundary of the park.

Sections 61(2)(a), 66(2)(c), 74(2)(b), and 104(2) of the Act state that councils shall have regard to any management plans and strategies prepared under the Conservation Act 1987. Councils will therefore need to have regard to the *Tongariro/Taupō Conservation Management Strategy* and to this plan when preparing their plans, policies, and/or in the context of resource consent applications.

## The Historic Places Act 1993

### 4 Purpose and principles

- (1) *The purpose of this Act is to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand.*
- (2) *In achieving the purpose of this Act, all persons exercising functions and powers under it shall recognise—*
  - (a) *The principle that historic places have lasting value in their own right and provide evidence of the origins of New Zealand's distinct society; and*
  - (b) *The principle that the identification, protection, preservation, and conservation of New Zealand's historical and cultural heritage should—*
    - (i) *Take account of all relevant cultural values, knowledge, and disciplines; and*
    - (ii) *Take account of material of cultural heritage value and involve the least possible alteration or loss of it; and*
    - (iii) *Safeguard the options of present and future generations; and*
    - (iv) *Be fully researched, documented, and recorded, where culturally appropriate; and*
  - (c) *The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga.*

### 10 Archaeological sites not to be destroyed, damaged, or modified

- (1) *Except pursuant to an authority granted under section 14 of this Act, it shall not be lawful for any person to destroy, damage, or modify, or cause to be destroyed, damaged, or modified, the whole or any part of any archaeological site, knowing or having reasonable cause to suspect that it is an archaeological site.*
- (2) *Except as provided in section 15 or in section 18 of this Act, it shall not be lawful for any person to carry out any archaeological investigation that may destroy, damage, or modify any archaeological site.*

### 22 Register of historic places, historic areas, wāhi tapu, and wāhi tapu areas

- (1) *The Trust shall establish and maintain a register of historic places, historic areas, wāhi tapu, and wāhi tapu areas.*
- (2) *The purposes of the Register shall be as follows:*
  - (a) *To inform members of the public about historic places, historic areas, wāhi tapu, and wāhi tapu areas:*
  - (b) *To notify owners of historic places, historic areas, wāhi tapu, and wāhi tapu areas where necessary for the purposes of this Act:*
  - (c) *To assist historic places, historic areas, wāhi tapu, and wāhi tapu areas to be protected under the Resource Management Act 1991.*

- (3) *The Register shall consist of the following:*
- (a) *A part relating to historic places, comprising the following categories:*
    - (i) *Category I: Places of special or outstanding historical or cultural heritage significance or value:*
    - (ii) *Category II: Places of historical or cultural heritage significance or value:*
  - (b) *A part relating to historic areas:*
  - (c) *A part relating to wāhi tapu:*
  - (d) *A part relating to wāhi tapu areas.*
- (4) *The entry in and removal from the Register of details of historic places, historic areas, wāhi tapu, and wāhi tapu areas shall be in accordance with this Part of this Act.*
- (5) *An entry in the Register in respect of any historic place may include any chattel or object or class of chattels or objects—*
- (a) *Situated in or on that place; and*
  - (b) *Considered by the Trust to contribute to the significance of that place; and*
  - (c) *Nominated by the Trust.*

## 23 Criteria for registration of historic places and historic areas

- (1) *The Trust may enter any historic place or historic area in the Register if the place or area possesses aesthetic, archaeological, architectural, cultural, historical, scientific, social, spiritual, technological, or traditional significance or value.*
- (2) *The Trust may assign Category I status or Category II status to any historic place, having regard to any of the following criteria:*
- (a) *The extent to which the place reflects important or representative aspects of New Zealand history:*
  - (b) *The association of the place with events, persons, or ideas of importance in New Zealand history:*
  - (c) *The potential of the place to provide knowledge of New Zealand history:*
  - (d) *The importance of the place to the tāngata whenua:*
  - (e) *The community association with, or public esteem for, the place:*
  - (f) *The potential of the place for public education:*
  - (g) *The technical accomplishment or value, or design of the place:*
  - (h) *The symbolic or commemorative value of the place:*
  - (i) *The importance of identifying historic places known to date from early periods of New Zealand settlement:*
  - (j) *The importance of identifying rare types of historic places:*
  - (k) *The extent to which the place forms part of a wider historical and cultural complex or historical and cultural landscape:*



- (l) Such additional criteria for registration of wāhi tapu, wāhi tapu areas, historic places, and historic areas of Māori interest as may be prescribed in regulations made under this Act:*
- (m) Such additional criteria not inconsistent with those in paragraphs (a) to (k) of this subsection for the purpose of assigning Category I or Category II status to any historic place, and for the purpose of registration of any historic area, as may be prescribed in regulations made under this Act.*

## Appendix 2 – Tongariro National Park Bylaws 1981

PURSUANT to section 56 of the National Parks Act 1980, the Minister of Lands hereby makes the following bylaws.

(Includes the following amendments:

SR 1996/362— Amendment No 4, Date of Notification in Gazette: 5 December 1996

SR 1986/101— Amendment No 3, Date of Notification in Gazette: 5 June 1986

SR 1985/240— Amendment No 2, Date of Notification in Gazette: 19 September 1985

SR 1981/132— Amendment No 1, Date of Notification in Gazette: 4 June 1981)

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## Bylaws

### 1 Title and commencement

- (1) These bylaws may be cited as the Tongariro National Park Bylaws 1981.
- (2) These bylaws shall come into force on the 1st day of April 1981.

### 2 Interpretation

In these bylaws, unless the context otherwise requires:

- The Act means the National Parks Act 1980:
- Aerodrome means an aerodrome licensed under the Civil Aviation Regulations 1953; and includes any place which is within the park and which is authorised under those regulations for use as an aerodrome:
- [Camp includes staying overnight in any vehicle or boat:]
- [Camping site means any area that has been appropriated as a camping site under section 49(1)(d) of the Act or under section 28(1)(i) of the National Parks Act 1952:]
- Hut means a hut, hostel, or other building owned by the Department and available for public accommodation in the park:
- Hut warden means an officer or employee of the Department bearing a written authorisation from the Commissioner empowering him to supervise the activities relating to any hut or huts in the park:
- Official notice means a conspicuous notice publicly displayed containing instructions or directions as to conduct in the park:
- Park means the Tongariro National Park:
- [Parking place means any part of the park that has been appropriated under section 49(d) of the Act or section 28(1)(i) of the National Parks Act 1952 as a parking place for vehicles:]
- [Passenger-service vehicle means a motor vehicle used for the carriage of passengers for hire or reward, with or without goods; but does not include any motor vehicle designed exclusively or principally for the carriage of persons not exceeding 9 in number inclusive of the driver:]
- Road includes all tracks formed for the use of vehicles and all bridges, culverts, and fords forming part of any road:
- [Tongariro Northern Circuit track means the Tongariro Northern Circuit track as defined on a map held in the Tongariro/Taupō conservancy office of the Department of Conservation at Tūrangi :]
- [Winter season means the period beginning with the 1st day of June in any year and ending with the 31st day of October in that year.]

Other expressions defined in the Act have the meanings so defined.

### **3 Pollution of parks**

No person shall:

- (a) Wilfully or carelessly pollute in any manner the waters of the park; or
- (b) Wilfully or carelessly spill or cause to be spilled any petrol, oil, or similar substance in the park.

### **4 Disposal of refuse**

No person shall:

- (a) Leave any object or substance introduced into the park by him, or introduced into the park and in his possession, in any part of the park other than in a suitable litter receptacle provided in the park; or
- (b) Bury any refuse in the park.

### **5 Camping**

- (1) No person shall, without the prior permission of a ranger or officer or employee of the Department, camp in the park within 200 metres of a formed road.
- (2) Every person who camps on a camping site in the park shall observe any direction
  - (a) Which is:
    - (i) Given to him by a ranger or officer or employee of the Department; or
    - (ii) Brought to his attention by an official notice; and
  - (b) Which relates to the part or parts of the camping site that may be used for camping (including a direction that prohibits camping on any part or parts of the camping site).
- (3) Every person who camps in the park, whether on a camping site or otherwise, shall leave the area on which he camps clean and tidy after use.
- (4) No person shall camp in the park for more than 14 consecutive days without the consent of a ranger or officer of the Department.

#### **[5A Conditions on access to certain places**

- (1) Any person may have access to:
  - (a) The Tongariro Northern Circuit track and all land within 500 metres on either side of that track;
  - (b) The area within 100 metres radius of any hut; and
  - (c) Any emergency shelter, subject to the conditions in subclause (2) of this bylaw.
- (2) No person shall camp in any place or part of any place listed in subclause (1) of this bylaw unless:
  - (a) That place or that part of the place is a camping site; or

- (b) That place is an emergency shelter and that person is camping in that shelter in an emergency.]

## **6 Camping site charges [revoked]**

## **7 Restrictions on use of camping site facilities**

No person shall use the showers, cooking facilities, drying room, and recreation room provided at the Whakapapa camping site unless the charges for the use of that camping site have been paid in respect of that person.

## **8 Use of park huts**

- (1) Except in an emergency, no person shall use any one hut for more than 2 successive nights without the prior consent of a ranger or officer or employee of the Department.
- (2) Every person who uses a hut shall leave it in a clean and tidy condition after use.
- (3) No person shall remain in any hut after he has been directed to leave by a ranger or hut warden on the grounds that he has acted in a manner likely to offend or annoy other people, or has damaged or appears likely to cause damage to a hut.
- (4) No person shall cause or allow any dog for which he is responsible to enter or be under any hut.

## **9 Fires**

- (1) No person shall light within the park any fire (other than a fire fuelled by gas or vaporised petrol, oil, or similar substance) within 200 metres of any formed road unless the fire is in a camping site or in a permanently constructed fireplace.
- (2) No person shall light a fire within the park in circumstances where it is likely to present a fire hazard.
- (3) No person shall light a fire within the park (except in a permanently constructed fireplace) within 3 metres of any tree or dry vegetation.
- (4) Every person who lights a fire within the park shall keep that fire continuously under supervision until it is completely extinguished.
- (5) No person shall drop, throw, or otherwise place in any combustible material any match, lighted cigarette, or other lighted matter, except for the purpose of lighting a fire as permitted by these bylaws.
- (6) Nothing in this bylaw shall exempt any person from the requirement to obtain an authority or permit to light a fire in the open air within the park pursuant to sections 23 and 24 of the Forest and Rural Fires Act 1977 or any other requirement of that Act and any regulations made or fire control measures taken under the authority of that Act.

## 10 Vehicles

- (1) Except in an emergency or where the Commissioner considers it necessary for the proper and beneficial management, administration, and control of the park, no person shall drive a vehicle or permit a vehicle under his control to remain in any part of the park that is not a formed road or camping site, or has not been appropriated as a parking place under the Act.
- (2) No person shall drive a vehicle on a formed road (not being a public road) within the park:
  - (a) If the vehicle is of a class excluded by an official notice from that formed road; or
  - (b) If the vehicle is not currently registered or does not display a current warrant of fitness; or
  - (c) If the driver does not hold a current driver's licence for the particular class of vehicle being driven.
- (3) Nothing in this bylaw shall apply to any person who is operating a vehicle in accordance with an express authorisation in any lease or licence granted under any of sections 49 to 51 of the Act or any easement granted under section 54 of the Act.

## 11 Parking of vehicles

The driver of any vehicle shall ensure:

- (a) That it is parked in accordance with the directions of any ranger or officer or employee of the Department, or the directions contained in any official notice; or
- (b) Where no such directions are given, that it is parked in a safe and considerate manner and position.

### [11A Charges for use of parking place

- (1) Every person who parks or leaves parked:
  - (a) Any passenger service vehicle in a parking place at Iwikau Village or Whakapapa Village; or
  - (b) Any motor vehicle in a parking place at Iwikau Village:

between the hours of 10 a.m. and 5 p.m. on any day during the winter season shall pay to the Department the appropriate daily parking charge set out in the Schedule 2 to these bylaws, and shall be entitled to receive a daily parking ticket for that vehicle.
- (2) Nothing in this bylaw shall apply to any person who parks a vehicle on which is displayed a current season parking ticket issued under bylaw 11B of these bylaws.]

### [[11B Season parking tickets

The Department may issue a season parking ticket in respect of any motor vehicle that is not a passenger service vehicle on payment to it of the appropriate charge set out in the Schedule 2 to these bylaws.]]

### **[[11C Display of daily and season parking tickets**

- (1) Every person who parks or leaves parked a passenger service vehicle in a parking place at Iwikau Village or Whakapapa Village at any time between the hours of 10 a.m. and 5 p.m. on any day during the winter season shall ensure that there is displayed on the front windscreen or dashboard a current daily parking ticket issued for that vehicle.
- (2) Every person who parks or leaves parked any motor vehicle that is not a passenger service vehicle in a parking place at Iwikau Village at any time between the hours of 10 a.m. and 5 p.m. on any day during the winter season shall ensure that there is displayed on the front windscreen or dashboard either a current season parking ticket issued for that vehicle or a current daily parking ticket issued for that vehicle.]]

### **[11D Overnight parking prohibited**

Nothing in any daily parking ticket or season parking ticket shall entitle any person to park any vehicle or leave any vehicle parked between the hours of 5 p.m. on any day and 8 a.m. on the next day in any parking place that is designated in any official notice as a place in which parking other than daytime parking is prohibited.]

## **12 Aircraft**

- (1) Except in an emergency or where authorised by a licence or permit issued under the Wild Animal Control Act 1977 or where the Commissioner considers it necessary for the proper and beneficial management, administration, and control of the park:
  - (a) No aircraft shall land at or take off from any place within the park that is not an aerodrome.
  - (b) No aircraft shall hover over any part of the park.
- (2) The pilot in command of an aircraft which flies in contravention of, or fails to comply with, subclause (1) of this bylaw commits an offence against these bylaws.
- (3) The Commissioner may, by official notice, prohibit persons from entering any part of the park that is likely to be affected by the landing or taking off of aircraft within the park for such a period of time as he considers necessary for the safety of the public.
- (4) Every person commits an offence against these bylaws who wilfully enters or wilfully remains on any part of the park at a time when entry to that part of the park is prohibited by an official notice under subclause (3) of this bylaw.
- (5) Nothing in this bylaw shall apply to any person who is operating an aircraft in accordance with an express authorisation in any lease or licence granted under any of sections 49 to 51 of the Act or any easement granted under section 54 of the Act.

### **13 Competitive sports**

- (1) No person shall, without the prior written consent of a ranger or officer or employee of the Department, conduct or engage in any competitive sport or in any organised training for any competitive sport in the park.
- (2) Nothing in this bylaw shall apply to any activity carried out on any land that is being administered under the Tourist and Health Resorts Control Act 1908 or the Tourist Hotel Corporation Act 1974.

### **14 Use of spotlight for hunting prohibited**

No person shall use a spotlight within the park for the purpose of identifying or dazzling prey.

### **15 Portable generators**

- (1) Except in an emergency or where the Commissioner considers it is necessary for the proper and beneficial management, administration, and control of the park, no person shall install or operate a portable electric generator in any part of the park.
- (2) Nothing in this bylaw shall apply to any activity carried out on any land that is being administered under the Tourist and Health Resorts Control Act 1908 or the Tourist Hotel Corporation Act 1974.

### **16 Public address systems**

- (1) No person shall install or operate any public address system in the park unless that system:
  - (a) Is installed in a building or vehicle; and
  - (b) Cannot be heard outside that building or vehicle.
- (2) Nothing in this bylaw shall prevent the installation or operation of a public address system in the park for the purpose of making announcements relating to the safety of the public.

### **17 Offences**

Every person commits an offence against these bylaws who acts in contravention of or fails to comply in any respect with any of the provisions of these bylaws (other than a provision of [ ] [bylaw 11A] of these bylaws).



## 18 Penalties

Every person who commits an offence against these bylaws is liable on summary conviction:

- [(a) In the case of an offence against any of bylaws 11, 11C, and 11D of these bylaws, to a fine not exceeding \$50:]
- [(b) In the case of an offence against bylaw 12(2) of these bylaws, to a fine not exceeding \$5,000:
- [(c) In the case of an offence against any other bylaw of these bylaws, to a fine not exceeding \$500.

## 19 Proceedings under Acts in respect of offences

Nothing in these bylaws shall limit or prevent the taking of proceedings under any Act in respect of any offence committed within the park.

### Schedule 1 [revoked]

### [ [Schedule 2

Bylaws 11A, 11B  
Parking Ticket Charges

For passenger services vehicles:

At Iwikau Village	\$10.00 for any day before 1 October 1986
	\$11.00 for any day on or after 1 October 1986
At Whakapapa Village	\$5.00 for any day before 1 October 1986
	\$5.50 for any day on or after 1 October 1986
For other motor vehicles at Iwikau Village	\$5.00 for any day before 1 October 1986
	\$5.50 for any day on or after 1 October 1986
	\$76.50 for the winter season]] ]

Dated at Wellington this 19th day of March 1981.

V. S. YOUNG,  
Minister of Lands.

Date of notification in Gazette: 20 March 1981.

## Appendix 3 – Land Additions to Tongariro National Park

This table provides further information to *Map 2 Tongariro National Park Gift Area and Additions*. Gazette notice means publication in the New Zealand Gazette. The decade column links to the map key.

Gazette notice		Legislative Authority	Hectares	Decade
Year	Page No.			
1887	0	Gift Area 1887	2643.309	1887
1907	2677	Proclamation	22423.580	1907
1916	1827	Proclamation	129.447	1916
1922	110	Tongariro National Parks Act 1922	0	1922 Act
1923	1363	Proclamation	197.580	1920-1929
1925	488	Reserves and Other Land Disposal	2064.934	1920-1929
1935	2060	Proclamation	22.133	1930-1939
1936	669	Proclamation	21.947	1930-1939
1949	2733	Proclamation	0	1949
1952	775	National Parks Act 1952	0	1952 Act
1953	1767	Order in Council	2825.761	1950-1959
1957	539	Order in Council	373.027	1950-1959
1957	1321	Order in Council	5.5592	1950-1959
1960	1877	Order in Council	179.337	1960-1969
1961	1300	Order in Council	494.711	1960-1969
1962	664	Order in Council	186.883	1960-1969
1962	920	Order in Council	85.103	1960-1969
1962	666	Order in Council	1265.404	1960-1969
1964	2040	Order in Council	2.48	1960-1969
1965	2325	Order in Council	10.165	1960-1969
1969	1363	Order in Council	0	1960-1969
1969	1363	Order in Council	371.043	1960-1969
1969	1203	Order in Council	1282.466	1960-1969
1972	1643	Order in Council	899.030	1970-1979
1975	2386	Order in Council	30.855	1970-1979
1975	1519	Order in Council	0	1970-1979
1976	2016	Order in Council	942.712	1970-1979
1979	3069	Order in Council	41.792	1970-1979
1980	3315	Order in Council	330.209	1980-1989
1980	2180	Order in Council	6.517	1980-1989
1984	1679	Order in Council	3090.664	1980-1989
2004	3194	Order in Council	71.432	2004



## Appendix 4 – Proposed Boundary Alterations

The Tongariro/Taupō Conservancy policy for land additions is contained in the *Tongariro/Taupō Conservation Management Strategy*, see section 3.1.9 *Classification and Control of Public Conservation Land*.

### Inclusions

- Part Rangataua Forest (awaiting gazettal); Lake Rotokura
- Areas of railway land following completion of the Ohakune-Horopito deviation of the North Island Main Trunk Railway

### Exclusions

- Areas of the park which may be required as part of the proposed realignment of State Highway 1 along the Desert Road, in particular areas adjoining the Three Sisters, Waikato Stream and Black Swamp.



## Appendix 5 – Park Partners

Following is a list of organisations that assist the department in producing good environmental outcomes in the park.

This list is not intended to be exhaustive; there are many more groups, organisations and individuals that provide valuable assistance in park management. This appendix will be updated regularly.

- Tongariro Natural History Society
- Federated Mountain Clubs
- Royal New Zealand Forest and Bird Protection Society
- Ruapehu Mountain Clubs Association
- Concessionaires
- Weed eradication volunteers
- New Zealand Alpine Club
- Local Authorities
- Tramping, skiing and mountaineering clubs



## Appendix 6 – Wilderness Areas in Tongariro National Park

Wilderness Area	Gazettal	Description
Hauhungatahi	1966/1788	Hauhungatahi Wilderness Area, so named after the central feature – Mount Hauhungatahi (1519 metres) – comprises a variety of vegetation types ranging from rimu ( <i>Dacrydium cupressinum</i> ) forest at 750 metres to mountain inaka ( <i>Dracophyllum longifolium</i> ) forest stonefield from 1500 to 2000 metres. The altitudes 1300-1500 metres on Ruapehu and Hauhungatahi, and isolated areas at lower altitudes, comprise vegetation dominated by red tussock ( <i>Chionochloa rubra</i> ). A broad band of mountain beech ( <i>Nothofagus solandri</i> var <i>cliffortioides</i> ) forest fills the basin between Ruapehu and Hauhungatahi below about 1300 metres but is broken in places by low vegetation in which red tussock ( <i>Gleichenia circinnata</i> ) and wire rush ( <i>Empodisma minus</i> ) are the dominant species. New Zealand cedar ( <i>Libocedrus bidwillii</i> ) is a feature of the vegetation on Hauhungatahi and forms associations with mountain beech, mountain toatoa ( <i>Phyllocladus aspleniifolius</i> ), and pink pine ( <i>Dacrydium biforme</i> ). The relief throughout the area is mostly gentle. The terrain is occasionally broken by steep-sided gorges which form the headwaters of the Whakapapaiti, Makatote, and Manganuioteao rivers.
Te Tatau Pounamu	1962/732	Te Tatau Pounamu Wilderness Area contains patches of forest along the Makahikatoa and Mangatawai streams with stands of mountain beech ( <i>Nothofagus cliffortioides</i> ), silver beech ( <i>N. menziesii</i> ), and red beech ( <i>N. fusca</i> ) as well as an array of hybrids. The highlands of Mount Tongariro with their better soils – the result of a different rock to other parts of the park – have richer vegetation than elsewhere. This area has noteworthy botanical features that should be preserved.





## Appendix 7 – Bylaws Sought During The Life of This Plan

The following bylaws will be sought within one year of this plan becoming operative:

- 4.3.2.10 *Climbing, Rock-Climbing and Ski Touring*, policy 3 – seek new bylaw to prohibit informal bolting of rock-climbing routes.
- 4.3.2.12 *Mountain Biking*, policy 4 – amend *Bylaw 10 Vehicles* to allow the use of non-powered vehicles (specifically mountain bikes) on the Old Coach Road and tracks that provide access to the western bank of the Tongariro River near the Pillars of Hercules.
- 5.2.14 *Public Access to the Ski Areas*, policy 1 – seek new bylaw to allow for restrictions on public access to ski areas where necessary to ensure the safety and protection of the public and/or for management of road congestion.

For further information, refer to *Appendix 2 – Tongariro National Park Bylaws 1981*.



## Appendix 8 – Management of the Park in the International Context

The New Zealand government is a signatory to a range of international agreements which inform management of Tongariro National Park.

The Department of Conservation is New Zealand's state party for the World Heritage Convention. This convention, adopted by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) in 1972, seeks to ensure the protection and conservation for future generations of cultural and natural heritage of 'outstanding universal value'. The Convention defines the kind of natural or cultural sites which can be considered for inscription on the World Heritage List.

Tongariro National Park is inscribed on the World Heritage List for both its natural and cultural heritage. This dual heritage status, along with the fact that it was one of the first national parks ever established, contributes to the park's iconic reputation in international protected area management.

World Heritage status confers some obligations for park management, including raising awareness, increasing protection, enhancing funding and improving management of the park.

New Zealand is a member of the International Conservation Union (IUCN). The IUCN's World Commission on Protected Areas' mission is 'to promote the establishment and effective management of a world-wide representative network of terrestrial and marine protected areas'. The IUCN defines protected areas, and groups them into six distinct categories according to their management objectives. Tongariro National Park falls within the Category II, National Parks, which are set aside mainly for ecosystem protection and recreation.

A further international agreement which relates broadly to Tongariro National Park is the Convention on Biological Diversity which seeks to sustain life on earth through promoting nature and human well-being.



## 7.2 Glossary

### Rārangi Whakamārama

<b>Actively managed historic resources</b>	Actively managed historic resources are individually managed. Each resource is required to have a conservation management plan if work is proposed that is more than stabilisation, or a change of use is proposed.
<b>Advocacy</b>	The collective term for work done to promote conservation to the public and outside agencies by the Department of Conservation, conservation boards and the New Zealand Conservation Authority. Advocacy includes taking part in land-use planning processes and using a range of methods to inform and educate the public and visitors on conservation issues.
<b>Amend</b>	In relation to conservation management strategies, conservation management plans, freshwater fisheries management plans and sport fish and game management plans, any change that does not affect the objectives of the strategy or plan. Such a change may not require a full public process. <i>(Conservation Act 1987)</i>
<b>Amenity values</b>	Those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, cultural and recreational attributes. <i>(Resource Management Act 1991)</i>
<b>Animal pest</b>	Introduced animal that impacts on natural values.
<b>Archaeological site</b>	Any place in New Zealand that either was associated with human activity that occurred before 1890 or is the site of the wreck of a vessel where that wreck occurred before 1900, and which does or may be able to, through investigation by archaeological methods, provide evidence relating to the history of New Zealand. <i>(Historic Places Act 1993)</i>
<b>Atua</b>	Gods
<b>Biodiversity/ Biological Diversity</b>	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. <i>(United Nations Convention on Biological Diversity 1992)</i>

<b>Biological community</b>	A group of plants or animals of distinctive character related to a particular set of environmental requirements. The term is used in a general collective sense.
<b>Board, the</b>	Tongariro/Taupō Conservation Board
<b>CMS, the</b>	<i>Tongariro/Taupō Conservation Management Strategy</i>
<b>Companion dog</b>	A dog certified by the Top Dog Companion Trust as being a companion dog or a dog under training as a companion dog.  <i>(National Parks Act 1980)</i>
<b>Concession</b>	A lease, licence, permit or easement, granted under Part IIIB of the Conservation Act 1987 with reference to section 49 of the National Parks Act 1980, to enable the carrying out of a trade, occupation or business.  <i>(General Policy for National Parks 2005)</i>
<b>Concessionaire</b>	The holder of a concession.
<b>Conservancy</b>	The Department of Conservation has 13 conservancy offices. Each of these is responsible for a geographic region called a conservancy.
<b>Conservation</b>	The preservation and protection of natural and historic resources for the purpose of maintaining their intrinsic values, providing for their appreciation and recreational enjoyment by the public and safeguarding the options of future generations.  <i>(Conservation Act 1987)</i>
<b>Conservation area</b>	All land, foreshore and interest in land held under the Conservation Act 1987.  <i>(Conservation Act 1987)</i>
<b>Conservation boards</b>	Conservation boards are established under section 6L of the Conservation Act 1987. The primary functions and powers of conservation boards are set out in the Conservation Act 1987 and National Parks Act (sections 6M and 6N Conservation Act 1987, section 30 National Parks Act 1980).  <i>(Conservation Act 1987)</i>
<b>Conservation management plan</b>	A plan for the management of natural and historic resources and for recreation, tourism and other conservation purposes which implements the conservation management strategy and establishes detailed objectives for integrated management within any area or areas specified in a conservation management strategy.  <i>(Conservation Act 1987)</i>

<b>Conservation management strategy</b>	<p>A strategy which implements general policies and establishes objectives for the integrated management of natural and historic resources and for recreation, tourism and other conservation purposes. The strategy is reviewed every ten years.</p> <p><i>(Conservation Act 1987)</i></p>
<b>Consultation</b>	<p>A genuine invitation to give advice and genuine consideration of that advice. To achieve consultation, sufficient information must be supplied and sufficient time allowed by the consulting party to the consulted to enable it to tender helpful advice. It involves an ongoing dialogue. It does not necessarily mean acceptance of the other party's view, but enables informed decision-making by having regard to those views.</p> <p><i>(Adapted from McGrechan decision in Air New Zealand –v- Wellington International Airport – CP403/91, 6 January 1992)</i></p>
<b>Cultural take</b>	Historic use of plants or animals by tāngata whenua.
<b>Department, the; DOC</b>	Department of Conservation
<b>District plan</b>	<p>This is prepared and changed by the territorial authority according to the requirements of the Resource Management Act 1991 for the purpose of sustainable management of natural and physical resources. District plans indicate what uses are permitted for land within the district.</p> <p><i>(Resource Management Act 1991)</i></p>
<b>Ecology</b>	<p>The study of organisms in relation to one another and to their surroundings.</p> <p><i>(New Zealand Pocket Oxford Dictionary)</i></p>
<b>Ecosystem</b>	<p>A biological system comprising a community of living organisms and its associated non-living environment, interacting as an ecological unit.</p> <p><i>(General Policy for National Parks 2005)</i></p>
<b>Ecosystem Services</b>	<p>A wide range of conditions and processes through which natural ecosystems, and the species that are part of them, help sustain and fulfil life.</p> <p><i>(General Policy for National Parks 2005)</i></p>



<b>Effect</b>	Includes any positive or adverse effect, any temporary or permanent effect, any past, present or future effect, any cumulative effect arising over time in combination with other effects regardless of scale, intensity, duration or frequency, and also includes potential effects of high probability and potential effects of low probability but high potential impact. <i>(Resource Management Act 1991)</i>
<b>Endangered</b>	A plant or animal in danger of extinction and whose survival is unlikely if the causal factors continue. <i>(Red Data Book of New Zealand 1981)</i>
<b>Endemic</b>	A species which is native to, as well as restricted to, a particular area. <i>(General Policy for National Parks 2005)</i>
<b>Environment Waikato</b>	Trading name of Waikato Regional Council
<b>ERLAWS</b>	Eastern Ruapehu Lahar Alarm Warning System
<b>Fauna</b>	Animal life of a place or time. <i>(Collins Concise Dictionary)</i>
<b>Fishery</b>	One or more stocks or species of freshwater fish or aquatic life that can be treated as a unit for the purposes of conservation or management. <i>(Conservation Act 1987)</i>
<b>Flora</b>	Plant life of a place or time. <i>(Collins Concise Dictionary)</i>
<b>Freshwater fish</b>	Species of finfish (classes <i>Agnatha</i> and <i>Osteichthyes</i> ) and shellfish (classes <i>Mollusca</i> and <i>Crustacea</i> ) that spend all or part of their life histories in freshwater. <i>(Conservation Act 1987)</i>
<b>General policy</b>	A guide for decisions based on general approaches. General policy is used to mean a statement, directive or guide adopted by the Minister of Conservation or the New Zealand Conservation Authority following a statutory process under the Conservation Act 1987, National Parks Act 1980, Reserves Act 1977, Wildlife Act 1953, Marine Reserves Act 1977, Wild Animal Control Act 1977, Marine Mammals Protection Act 1978 and/or the New Zealand Walkways Act 1990. Conservation management strategies are required to implement statements of general policy. <i>(Management Planning Guidelines, Department of Conservation)</i>

<b>Gift, the</b>	The nucleus of Tongariro National Park gifted by Te Heuheu Tukino IV (Horonuku) in 1887.
<b>Guide dog</b>	a dog certified by the Royal New Zealand Foundation of the Blind as being a guide dog or a dog under training as a guide dog. <i>(National Parks Act 1980)</i>
<b>Habitat</b>	The environment in which a particular species or group of species lives. Includes the physical and biotic characteristics that are relevant to the species concerned, e.g., the habitat of the blue duck consists of swift water with an abundance of freshwater insects.
<b>Hapū</b>	Subtribe <i>(Waitangi Tribunal Report - Wai 27, 1991)</i>
<b>Historic area</b>	An area of land that (a) contains an interrelated group of historic places, and (b) forms part of the historical and cultural heritage of New Zealand and (c) lies within the territorial limits of New Zealand. <i>(Historic Places Act 1993)</i>
<b>Historical and Cultural Heritage</b>	Any building or other structure, archaeological site, natural feature, wāhi tapu, or object, associated with people, traditions, events or ideas, which contribute to an understanding of New Zealand's history and cultures. <i>(General Policy for National Parks 2005)</i>
<b>Historic place</b>	(a) Means <ul style="list-style-type: none"> <li>(i) any land (including an archaeological site); or</li> <li>(ii) any building or structure (including part of a building or structure); or</li> <li>(iii) any combination of (i) and (ii) –that forms part of the historical and cultural heritage of New Zealand and lies within the territorial limits of New Zealand; and</li> </ul> (b) includes anything that is in or fixed to such land. <i>(Historic Places Act 1993)</i>
<b>Historic resource</b>	Means an historic place within the meaning of the Historic Places Act 1993, and includes any interest in a historic resource. <i>(Conservation Act 1987)</i>
<b>Horizons Regional Council</b>	Trading name of Manawatu-Wanganui Regional Council
<b>ICOMOS</b>	International Council on Monuments and Sites

<b>Indeterminate (species)</b>	<p>A plant or animal known to be extinct, endangered, vulnerable, or rare, but where there is not enough information to say which of the four categories is appropriate.</p> <p><i>(Red Data Book of New Zealand 1981)</i></p>
<b>Indigenous</b>	<p>Refers to plants or animals which were established in New Zealand before the arrival of human beings and includes species which are unique to New Zealand (endemic) as well as those which are also found elsewhere in the world.</p>
<b>Integrated management</b>	<p>The management of activities, existing or potential, in a manner which ensures that each is in harmony with the other and that priorities are clear.</p>
<b>Interpretation</b>	<p>Conveying information about the origin, meaning or values of natural or cultural heritage via live, interactive or static media. Occurs in the vicinity of the subject and is designed to stimulate visitor interest, increase understanding and promote support for conservation.</p>
<b>Intrinsic value</b>	<p>This is a concept which regards the subject under consideration as having value in its own right independent of any value placed on it by humans. Elements of intrinsic value with respect to ecosystems can include their integrity, form, uniqueness, functioning interrelationships and resilience (also see <i>Biodiversity</i>).</p>
<b>IUCN</b>	<p>International Union for Conservation in Nature</p>
<b>Iwi</b>	<p>Tribe, people</p> <p><i>(Waitangi Tribunal Report - Wai 27, 1991)</i></p>
<b>Iwi authority</b>	<p>The authority which represents an iwi and which is recognised by that iwi as having authority to do so.</p> <p><i>(Resource Management Act 1991)</i></p>
<b>Kai</b>	<p>Food</p>
<b>Kāinga, kaika</b>	<p>Village, settlement, home</p> <p><i>(Waitangi Tribunal Report - Wai 27, 1991)</i></p>
<b>Kaitiakitanga</b>	<p>The exercise of customary practices of guardianship, protection, stewardship and sustainable use by the tāngata whenua in relation to ancestral lands, waters, sites, wāhi tapu and other taonga</p> <p><i>(General Policy for National Parks 2005)</i></p>
<b>Kaupapa</b>	<p>An abstract word with many meanings. Within the department it is generally used in the sense of vision, philosophy, cause, idea or theme.</p>

<b>Kawenata</b>	Covenant.
<b>Lease</b>	<p>A lease is a grant of an interest in land that gives exclusive possession of the land and makes provision for any activity on the land that the leasee is permitted to carry out.</p> <p><i>(Conservation Act 1987)</i></p>
<b>Licence</b>	<p>A licence is either a profit à prendre (the right to take produce from land and/or a grazing right) or other grant that gives a non-exclusive interest in land, or a grant that makes provision for any activity on the land that the licensee is permitted to carry out.</p> <p><i>(Conservation Act 1987)</i></p>
<b>Local extinction</b>	No longer present within Tongariro National Park.
<b>Mana</b>	<p>Authority, control, influence, prestige, power</p> <p><i>(Waitangi Tribunal Report – Wai 27, 1991)</i></p>
<b>Mana whenua</b>	<p>Customary rights and authority over land.</p> <p><i>(Waitangi Tribunal Report – Wai 27, 1991)</i></p> <p>Customary authority exercised by iwi or hapū in an identified area.</p> <p><i>(Resource Management Act 1991)</i></p>
<b>Management planning</b>	<p>The process of setting and confirming objectives for the management of natural and historic resources, and recreation, tourism and other conservation purposes, and specifying the actions and resources necessary to achieve those objectives.</p> <p><i>(Management Planning Guidelines, Department of Conservation)</i></p>
<b>Mauri</b>	<p>Essential life force, the spiritual power and distinctiveness that enables each thing to exist as itself</p> <p><i>(General Policy for National Parks 2005)</i></p>
<b>Mining</b>	<p>To take, win or extract by whatever means a mineral existing in its natural state in land, or a chemical substance from that mineral, for the purpose of obtaining the mineral or chemical substance. Does not include prospecting or exploration.</p> <p><i>(Crown Minerals Act 1991)</i></p>
<b>Minister, the</b>	The Minister of Conservation
<b>Natural resources/ Natural values</b>	<p>Includes plants and animals and their habitats, landscape and landforms, geological features, and systems of interacting living organisms and their environment.</p> <p><i>(Conservation Act 1987)</i></p>

<b>New Zealand Conservation Authority</b>	<p>A national body of 12 appointed members established under section 6 of the Conservation Act 1987. Amongst other functions, it has the statutory responsibility for approving general policy, conservation management strategies and plans and national park management plans.</p> <p><i>(Conservation Act 1987)</i></p>
<b>Objectives</b>	<p>Statements of intended results. These can be broad or narrow in scope and should be accompanied by implementation provisions (policies for the purposes of this plan).</p> <p><i>(Management Planning Guidelines, Department of Conservation)</i></p>
<b>Park, the</b>	Tongariro National Park
<b>Passively managed historic site</b>	All historic places and sites not 'actively managed'. This approach accepts some natural deterioration but aims to minimise avoidable harm.
<b>Permit</b>	<p>A written order giving permission to act, especially for entry into a place.</p> <p><i>(Concise Oxford Dictionary)</i></p> <p>A grant of rights to undertake an activity that does not require an interest in land.</p> <p><i>(Conservation Act 1987)</i></p>
<b>Plan, this</b>	Tongariro National Park Management Plan
<b>Plant pest</b>	Introduced plant that impacts on natural values.
<b>Podocarps</b>	A predominantly southern hemisphere family of coniferous plants which include the kahikatea, totara, Halls totara, matai, miro, rimu, tanekaha or celery pine and mountain pine.
<b>Policies</b>	Specific statements on how objectives are to be achieved. These may include criteria for assessment.
<b>Preservation</b>	<p>In relation to a resource, means the maintenance, as far as is practicable, of their intrinsic value.</p> <p><i>(Conservation Act 1987)</i></p>
<b>Protection</b>	<p>In relation to a resource, means its maintenance, as far as is practicable, in its current state but includes restoration/rehabilitation to some former state and augmentation, enhancement or expansion.</p> <p><i>(Conservation Act 1987)</i></p>

<b>Public conservation land</b>	<p>All land held, managed or administered under the Conservation Act 1987 and other acts administered by the Department of Conservation.</p> <p><i>(First schedule of the Conservation Act 1987)</i></p>
<b>Rahui</b>	<p>A restriction on access, prohibition</p> <p><i>(Waitangi Tribunal Report - Wai 27, 1991)</i></p>
<b>Rangatiratanga</b>	<p>Sovereignty, chieftainship, authority, and in the context of this plan refers to the authority of the iwi with traditional territorial interest in this conservancy.</p>
<b>Rare</b>	<p>Species with small world populations that are not at present endangered or vulnerable but are at risk.</p> <p><i>(Red Data Book of New Zealand 1981)</i></p>
<b>Regional councils</b>	<p>Locally elected councils which have primary responsibility for management of water, soil and geothermal resources and pollution control. They are also responsible for regional aspects of hazard mitigation, soil conservation and hazardous substances.</p>
<b>Regional plans</b>	<p>The purpose of these is to assist regional councils to carry out their functions. They are designed to address specific resource management issues for which regional councils are responsible. Councils must decide what regional plans they will prepare. Plans may cover matters such as water management, soil conservation, natural hazard mitigation and air pollution</p> <p><i>(Resource Management Act 1991)</i></p>
<b>Rehabilitation</b>	<p>To return a degraded ecosystem or population to an undegraded condition, which may be different from its original condition.</p> <p><i>(IUCN 1991)</i></p>
<b>Restoration</b>	<p>The active intervention and management of modified or degraded habitats, ecosystems, landforms and landscapes in order to restore indigenous natural character, ecological and physical processes and their cultural and visual qualities. For historic heritage: to return a place as nearly as possible to a known earlier state.</p> <p><i>(General Policy for National Parks 2005)</i></p>

<b>Review</b>	In relation to conservation management strategies and management plans, means to reconsider objectives and policies and, following a process of public comment, to approve a new strategy or plan, having regard to increased knowledge or changed circumstances.  <i>(Conservation Act 1987)</i>
<b>Road</b>	Means: (a) a road that is formed and maintained for vehicle use by the public; (b) a route that is marked by the department for vehicle use by the public or identified in a conservation management strategy or national park management plan for use by vehicles generally or for a particular type of vehicle (for example a bicycle) or as a vehicle parking area.  <i>(General Policy for National Parks 2005)</i>
<b>Rohe</b>	Boundary, tribal region  <i>(Waitangi Tribunal Report - Wai 27, 1991)</i>
<b>Rongoa Māori</b>	Māori medicinal purposes
<b>Skiing</b>	Encompasses traditional skiing, telemark skiing, ski touring and snowboarding.
<b>Species recovery plan</b>	A plan of action intended to halt the decline of a threatened species and increase its population.
<b>Sustainability, ecological</b>	The use of the components of an ecosystem in ways that allow for the perpetuation of the character and natural processes of that ecosystem.
<b>Sustainable management</b>	Managing the use, development and protection of natural and physical resources in a way or at a rate which enables people and communities to provide for their social, economic and cultural well-being and for their health and safety while (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations, (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems and (c) avoiding, remedying or mitigating any adverse effects of activities on the environment.  <i>(Resource Management Act 1991)</i>
<b>Taking</b>	In relation to plants this includes breaking, cutting, destroying or digging up, gathering, plucking, pulling up and removing of the plant. In relation to fish it means fishing.  <i>(Conservation Act 1987)</i>

<b>Tāngata whenua</b>	<p>People of a given place [<i>Waitangi Tribunal Report – Wai 27 – 1991</i>]. In relation to a particular area, means the iwi or hapū that holds mana whenua over that area.</p> <p><i>(Resource Management Act 1991)</i></p>
<b>Taonga</b>	<p>Valued resources or prized possessions held by Māori, both material and non-material. It is a broad concept that includes tangible and intangible aspects of natural and historic resources of significance to Māori, including wāhi tapu and intellectual property.</p> <p><i>(General Policy for National Parks 2005)</i></p>
<b>Tapu</b>	Sacred
<b>Tau iwi</b>	<p>Strange tribe, foreign race</p> <p><i>(H.W. Williams M.A. “Dictionary of the Maori Language”, 2003)</i></p>
<b>Threatened (species)</b>	A term used loosely to include rare, vulnerable, endangered and indeterminate species.
<b>Tikanga Māori</b>	<p>Māori customary values and practices</p> <p><i>(Resource Management Act 1991)</i></p>
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation
<b>Vehicle</b>	<p>Vehicle means any device that is powered by any propulsion system and moves on rollers, skids, tracks, wheels, or other means; and includes any device referred to previously from which the propulsion system has been removed; or the rollers, skids, tracks, wheels, or other means of movement have been removed; and does not include:</p> <ul style="list-style-type: none"> <li>(d) a pushchair or pram;</li> <li>(e) a child’s toy;</li> <li>(f) a personal mobility device used by a disabled person.</li> </ul> <p><i>(General Policy for National Parks 2005)</i></p>
<b>Vulnerable</b>	<p>A plant or animal believed likely to move into the endangered category in the near future if the causal factors continue.</p> <p><i>(Red Data book of New Zealand 1981)</i></p>
<b>Wāhi tapu</b>	<p>Sacred place</p> <p><i>(Waitangi Tribunal Report – Wai 27, 1991)</i></p>



<b>Walkway</b>	<p>An area of land that has been declared a walkway or an area of land over which a walkway has been established under the New Zealand Walkways Act 1990.</p> <p><i>(New Zealand Walkways Act 1990)</i></p>
<b>Water conservation order</b>	<p>Made to recognise and sustain those characteristics of a water body which afford outstanding amenities or intrinsic values. Made by the Minister for the Environment on the recommendation of a special tribunal and/or the planning tribunal.</p> <p><i>(Resource Management Act 1991)</i></p>
<b>Wetland</b>	<p>Permanent or intermittently wet areas, shallow water and land/water margins. Wetlands may be fresh, brackish or saline, and are characterised in their natural state by plants or animals that are adapted to living in wet conditions.</p> <p><i>(New Zealand Wetlands Management Policy 1986)</i></p>
<b>Whakapapa</b>	<p>Recounting of genealogical lineage; genealogy.</p> <p><i>(General Policy for National Parks 2005)</i></p>
<b>Wild animal</b>	<p>Deer, chamois, thar, wallaby, possum, goats and pigs that are living in a wild state. Except for deer kept in captivity for farming, does not include animals kept in captivity or rats, mice, rabbits, stoats, ferrets, or weasels.</p> <p><i>(Wild Animal Control Act 1977)</i></p>

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### **Selected Papers**

The following discussion papers were prepared for the 1985 *Turoa Ski Area Management Plan*. These papers contain much useful background information but they must be considered in the context of the time they were written. They do not necessarily represent the current views of the department.

- Turoa Ski Area Planning Study Brief, May 1982
- Turoa Ski Area Planning Study Progress Report, July 1982
- Ohakune Mountain Road, September 1982
- Revised Long-Term Development Alternatives, November 1982
- User Survey Report, November 1982
- Slope Modifications and Rock Grooming, December 1982
- Vehicular Access to Turoa Ski Area above Roadend, December 1982
- Building Usage at End of Summer 1983, December 1982
- User Survey Report Addendum, January 1983
- Provision of Beginners' Facilities, June 1983

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