4. MANA WHENUA VALUES OVERVIEW AND ASSESSMENT

4.1 MANA WHENUA

Taranaki Whānui and Ngāti Toa are recognised as exercising mana whenua in the Project area.

WIAL acknowledges the long-standing association of these iwi with the Project area. In recognition of this, WIAL has engaged closely with the PNBST on behalf of Taranaki Whānui and Te Rūnanga on behalf of Ngāti Toa throughout the development of the Project to ensure that the values and interests of these iwi are appropriately respected in the Project's design and delivery.

WIAL has also consulted other organisations which represent the interests of Taranaki Whānui, including the Wellington Tenths Trust ("**Wellington Tenths**") and Te Ātiawa ki te Upoko o Te Ika a Māui Pōtiki Trust, which is a mandated iwi organisation for the purposes of the Māori Fisheries Act 2004 ("**Te Ātiawa fisheries trust**").

4.2 TREATY SETTLEMENTS AND MACA APPLICATIONS

Both Taranaki Whānui and Ngāti Toa have Treaty settlements and applications for recognition of rights under the Marine and Coastal Area (Takutai Moana) Act 2011 ("**MACA**") that cover the Project Area.

In terms of Treaty settlements:

- The Treaty settlement legislation for Taranaki Whānui is the Port Nicholson Block (Taranaki Whānui ki Te Upoko o Te Ika) Claims Settlement Act 2009. This settlement provides for the following matters, which are relevant to the Project:
  - A statutory acknowledgement over the coastal marine area adjoining the Taranaki Whānui area of interest (which includes the Project area).
  - A letter of engagement to be written to WIAL inviting WIAL to meet Taranaki Whānui to discuss issues of common interest. This letter was sent and WIAL now meets regularly with Taranaki Whānui, including pursuant to a memorandum of understanding that provides for the parties to work together on items of mutual interest.
- The Treaty settlement legislation for Ngāti Toa is the Ngāti Toa Rangatira Claims Settlement Act 2014. This settlement provides for the following matters, which are relevant to the Project:

- A statutory acknowledgement over the Cook Strait (which includes the Project area).
- Poutiaki redress which enables Ngāti Toa to prepare a poutiaki plan and lodge it with relevant councils, following which relevant councils must take the plan into account to the extent it has a bearing on RMA issues of relevance to the coastal marine area. As far as WIAL is aware, Ngāti Toa have not so far prepared a poutiaki plan.

- In addition, both Taranaki Whānui and Ngāti Toa are members of Te Upoko Taiao – Natural Resources Plan Committee of GWRC. This Committee was made a permanent committee of Council through the Ngāti Kahungunu ki Wairarapa Tāmaki nui-a-Rua Claims Settlement Act 2022.[51] The Committee includes six councillor members and six non-councillor members appointed on recommendation of the relevant iwi authorities within the Wellington region (which includes Taranaki Whānui and Ngāti Toa). The committee's purpose is to promote the sustainable management of the region's natural and physical resources by overseeing the review and development of regional plans under the RMA.[52]

In terms of MACA applications:

- The Te Ātiawa fisheries trust has applied on behalf of Te Ātiawa (which forms part of Taranaki Whānui) to the High Court for recognition of customary marine title and protected customary rights (CIV-2017-485-260). The trust has had part of its application heard in the Southern Wairarapa hearing (in the area around Turakirae Head), however, the remainder of its application (which includes the Project area) has not yet been determined by the High Court.
- Te Rūnanga has applied on behalf of Ngāti Toa to the Crown for recognition of customary marine title and protected customary rights (MAC-01-12-021). The Crown has not yet made a decision in relation to this application or whether a recognition agreement will be entered into.

[51] Ngāti Kahungunu ki Wairarapa Tāmaki nui-a-Rua Claims Settlement Act 2022, section 90.

[52] Terms-of-Reference-for-Te-Upoko-Taiao-Natural-Resources-Plan-Committee.pdf

4.3 TRADITIONAL HISTORY[53]

Māori have been associated with the Airport and Lyall Bay area since the very first arrival in Aotearoa of the Polynesian explorer, Kupe, who is said to have visited around 850AD.

Kupe left a heritage of names which are still in use today in the area. For example, Kupe named many places around the Miramar Peninsula:

1. Te Tangihanga a Kupe (Barrett's Reef);
2. Te Aroaro o Kupe (Steeple Rock);
3. Te Ure o Kupe; and
4. Te Turangānui o Kupe (Worser Bay).

In Kupe's time, the site on which the Airport now sits was either beneath the sea or part of the island called Motu Kairangi. A waterway known as Te Awa a Tāia flowed through the embayment of Hue te Para or Lyall Bay, forming a channel that served as a second entrance to Wellington Harbour. A pā called Akau-tangi was located near where Vallance Street is today. Following the Haowhenua earthquake, estimated to have occurred around 1450, the land was uplifted, and the island of Motu Kairangi was connected to the mainland. This tectonic uplift created the isthmus that is now Kilbirnie and Rongotai.

4.4 SITES OF SIGNIFICANCE[54]

WIAL acknowledges that the following sites within the Project Area are of significance to iwi:

> Moa Point is the name for the rocky outcrop which was formerly at the eastern end of Lyall Bay, and which now lies under the current runway. Moa Point lent its name to other locations in the vicinity, including the southern end of Hue Te Taka (see below). Moa bones discovered in this area likely date back to the time when Motu Kairangi was an island.

> Taputerangi Pā site (reference R274/554) is within the proposed location for the George Bolt Yard.

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[53] Informed by the cultural impact report prepared by Raukura consultants regarding the South Runway Extension Project in association with PNBST, Wellington Tenths, Te Rūnanga and Te Ātiawa fisheries trust, March 2016 (**2016 CIA**).

[54] Informed by the cultural impact report prepared by Raukura consultants regarding the South Runway Extension Project in association with PNBST, Wellington Tenths, Te Rūnanga and Te Ātiawa fisheries trust, March 2016 (**2016 CIA**).

Both these sites are already significantly modified by historical development. Moa Point is now underneath the airport runway and Taputerangi Pā is within a heavily modified commercial/industrial environment.

In addition to the above, there are also a number of sites of significance located near the Southern Seawall, including:

> Hue Te Taka Peninsula is significant as part of the nearby Rangitatau Pā on the headland above Tarakena Bay, overseeing the Project area from the headland to the east. Hue Te Taka becomes an island at high tide and extends into a large reef as it projects into Te Moana o Raukawakawa/Cook Strait. It provides shelter for the embayment, which historically received Wellington's untreated sewage, and serves as a launching point for spear fishermen who hunt butterfish and other species from the shore.

> Tarakena Bay has long been associated with Rangitatau and Poito Pā and has historically served as a Tauranga waka, similar to its present day role, where a well-used boat ramp is available for recreational fishers and safety craft for the Airport.

From the earliest times of Māori settlement around Te Whanganui a Tara, the Project area has provided a great source of food including kaimoana and, historically, moa. The area was once rich in fisheries habitat with koura/rock lobster and paua being common, along with various finfish species. Although Te Moana o Raukawakawa/Cook Strait posed challenges for fishers in waka, these were offset by easy access to shellfish and seaweed from the shore.

The strong traditional associations with shell fishing and fin fishing remain today.[55] Both Taranaki Whānui and Ngati Toa have significant interests in commercial fishing operations in the Cook Strait.

4.5 ENGAGEMENT BETWEEN MANA WHENUA AND WIAL REGARDING THE PROJECT

WIAL has engaged with both PNBST (on behalf of Taranaki Whānui) and Te Rūnanga (on behalf of Ngāti Toa) regarding the Project. This engagement has included site visits, meetings and presentations and discussions about the Project. In particular, both iwi have had the opportunity to review the Project description, a draft of this section of the application, the proposed conditions, and any draft technical assessments or management plans of interest to them.

[55] 2016 CIA, at [20].

WIAL has offered both PNBST and Te Rūnanga the opportunity to provide a cultural impact assessment for the Project. However, both organisations have indicated that, following the engagement processes referred to above, they were happy to provide letters of support for the application, which are included in **Part F** of these application documents.

WIAL has also consulted with other organisations which represent interests of Taranaki Whānui, including the Wellington Tenths and Te Atiawa fisheries trust.

The Tenths Trust has also provided a letter of support for the Project, which is included in **Part F** of these application documents.

As at the date of lodgement, no response had been received from Te Atiawa fisheries trust. If any response is received, WIAL will update the panel as appropriate.

The letters of support received for the Project, indicate that iwi support the Project on the basis that the conditions provide for the following:

- **Kororā** – establishing two kororā colonies, re-homing kororā before the Southern Seawall works and training an iwi representative to assist with this re-homing process and providing for ongoing involvement of iwi in the implementation of the KPMP.[56]
- **Terrestrial ecology** – specific measures to protect avifauna and lizards, implemented through the avifauna and lizard management plans with ongoing involvement of iwi.[57]
- **Marine species** – specific protection and restoration measures in line with the marine ecology report.[58]
- **Kōiwi tangata and taonga tūturu** – if archaeological material is discovered, the on-call protocol in the archaeological management plan will be -followed.[59]
- **Mana whenua advisory group** – an advisory group will be established before construction to facilitate ongoing involvement with mana whenua during Project implementation.[60]

In addition to the above, specific feedback on kororā was provided by PNBST. The context for this feedback is that in April 2025, mandated by Taranaki Whānui, WIAL engaged [redacted] to assist with the Project and WIAL's existing seawall maintenance schedule.

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[56] See letters of support from PNBST, Te Rūnanga and Wellington Tenths.

[57] See letter of support from PNBST and Te Rūnanga.

[58] See letter of support from PNBST and Te Rūnanga.

[59] See letters of support from PNBST, Te Rūnanga and Wellington Tenths.

[60] See letters of support from PNBST, Te Rūnanga and Wellington Tenths.

[redacted] has since been an actively involved in WIAL's recent (and ongoing) seawall maintenance works and has provided input to the kororā management protocols adopted during those works. Those protocols have been further refined and developed for the Project and integrated into the kororā assessment and KPMP included in **Parts B and G** (respectively) of the application. [redacted] will remain an integral part of WIAL's project team during construction and WIAL has offered for him to be formally trained as a penguin handler for the Project.

[redacted] has prepared the following summary regarding cultural perspectives on kororā management for the Project, and text from a brief report Mr Rudd prepared for this purpose is reproduced below. This text overlaps with other sections of these application documents, but is reproduced in full here to reflect [redacted] words:

1. ***Introduction***

   This report consolidates reflections, scientific assessments, and cultural considerations regarding WIAL's proposed management strategies for kororā (little penguins). It recognises the importance of integrating tikanga Māori principles of kaitiakitanga, manaakitanga, and whakapapa, emphasizing that kororā are taonga, precious treasures and their protection must be approached with care, respect, and a Māori worldview.

2. ***Project and ecological context***

   The Project involves the reconstruction of approximately 400 meters of the southern seawall at Moa Point, Wellington. This work is aimed at protecting vital Airport infrastructure from coastal erosion, climate change, and storm surge over a multi-year period of 6 - 8 years, with construction activity lasting approximately 24–30 months (Bioresearches, 2025a). The existing seawall and adjacent rubble slopes provide habitat that is of relatively low quality to kororā, with assessments identifying approximately 50 potential nesting or roosting sites affected by the Project footprint (Cockrem, 2025a).Kororā (Eudyptula minor) are classified as At Risk Declining nationally and Threatened, Endangered at a Wellington regional scale (Crisp, 2023). Their nesting preference includes natural cavities, earth banks, and artificial nestboxes, but their natural habitat along the Wellington coast is under increasing threat from sea level rise, storm events, predation, and disturbance.The species' importance as wāhi tapu and taonga is embedded within Māori tikanga, reflecting their role as guardians and symbols of resilience in the coastal environment. The ongoing threats, predation by introduced predators (cats, mustelids, rats), habitat loss, and disturbance, highlight the urgency for protective measures that align with Māori values and principles of kaitiakitanga.

3. ***Assessment of effects and proposed mitigation measures**:*

The effects of the Project include (1) the permanent loss of some existing habitat, and (2) the potential for disturbance and injury during construction activities. The Project's efficacy hinges on implementing measures that follow the Effects Management Hierarchy, prioritizing avoidance, minimisation, and remediation before addressing residual effects through biodiversity offsetting or compensation (Maseyk, 2015; Ministry for the Environment, 2023).

The core mitigation strategy involves:

- ***Habitat Creation and Enhancement**: Establishment of two purpose-built kororā colonies, one prior to construction (Stage 1) on WIAL land and one after the main construction (Stage 2), each designed with high-quality habitat features, including predator-proof fencing, native planting, nestboxes, and secure landforms. These colonies will extend the total available habitat, resulting in a net ecological gain (Baber, 2021b).*
- ***Habitat and Effect Management Measures**: Implementation of site-specific surveys, planned exclusion zones, staged habitat removal with close monitoring, predator control, native planting, installation of predator-proof fences, and environmental design features such as underground underpasses with appropriate lighting and sound systems. These measures reduce disturbance and prevent injury or death.*
- ***Monitoring and Long-term Management**: The project emphasises ongoing monitoring of the colonies, habitat restoration, predator control, and adaptive management over at least 10–20 years, ensuring that the long-term outcomes align with Māori principles of mauri and wairua, spiritual life force and essence of taonga.*

*The scientific application of the Biodiversity Compensation Model ("**BCM**") indicates that, after applying assumptions on occupancy rates and risk multipliers, the creation of the new colonies will generate a net positive impact on kororā populations in the long term (Baber, 2021b). This aligns with legal and policy frameworks that promote achieving no net loss and, preferably, a net gain in indigenous biodiversity (Ministry for the Environment, 2023; Department of Conservation, 2010).*

4. ***Cultural and Māori perspectives***

From a tikanga Māori perspective, the protection and celebration of kororā are acts of whanaungatanga (relationship and kinship) and manaakitanga (care) and hospitality. The Project must go beyond technical mitigation to embody principles that uphold te mana o te taiao, te mana o te tangata, and the sacred role of kororā as taonga tuku iho (treasures handed down).

Our key recommendations include:

- ***Embedding Māori protocols**: Incorporate karakia, tikanga kawa, and wānanga throughout planning, construction, and ongoing management*

phases, ensuring the project reflects Māori worldview and tapu (sacredness). This sacred approach affirms te mana o te taiao and provides a cultural backbone for caring for kororā as taonga.

- ***Early and Continual Engagement**: Maintain active participation of tāngata whenua, enabling shared decision-making that respects Māori tino rangatiratanga and ensures that mātauranga Māori informs habitat management, effect mitigation, and ongoing guardianship practices.*
- ***Establishing Wāhi Tapu and Heritage Values**: Identify wāhi tapu in the project area, respecting their mana and tapu status, and integrate these Māori values into habitat restoration and effect management plans to enhance the spiritual connection and collective guardianship.*
- ***Celebrating Taonga as Sacred Guardians**: Reframe the project's narrative from merely "studying" or "mitigating" to "celebrating" kororā as taonga tuku iho, sacred treasures whose mauri and wairua must be protected through processes that uphold tikanga Māori, foster whanaungatanga, and reinforce manaakitanga.*
- ***Minimising Intrusive Scientific Actions**: Limit handling, tagging, and device attachment to only those actions that are absolutely necessary and are carried out in a manner consistent with manaakitanga and mana atua. Prioritise habitat enhancement, native planting, predator control, and creating safe, natural environments that foster kororā's spiritual and biological well-being.*

5. ***Conclusion**:*

   This Project exemplifies an opportunity to honour the principles of kaitiakitanga, manaakitanga, and whanaungatanga, integrating mātauranga Māori alongside scientific methodologies. By fostering true partnership based on mana whenua, tikanga Māori, and scientific best practice we can ensure kororā thrive as taonga tuku iho, safeguarding their mauri and wairua for future generations. The emphasis on habitat creation, effect mitigation, and genuine engagement ensures the project is not just infrastructural, but a shared act of guardianship that enriches cultural, environmental, and spiritual wellbeing.

4.6 POTENTIAL EFFECTS ON CULTURAL VALUES

Taranaki Whānui and Ngāti Toa have provided information on the cultural values and interests present in the immediate and wider Project area through direct engagement as well as previously through the cultural impact assessments that both iwi prepared for WIAL's

earlier runway extension project.[61] These earlier assessments relate directly to the current Project area.

This engagement and information provided by Taranaki Whānui and Ngāti Toa has provided an understanding of the cultural values within the Project area and an assessment of the Project's potential or actual effects on those values.

The following measures are proposed to address effects on cultural values:

1. **Kororā (little blue penguins)**: As detailed above and in Sections 7 and 8, mitigation measures include the establishment of two kororā colonies and re-homing practices prior to the commencement of the Southern Seawall works, in accordance with the KPMP Plan in **Part B** of these application documents. In addition, as discussed above, WIAL is working closely with [redacted] on the full suite of measures to manage potential effects on kororā (which include agreeing to train an iwi representative in the handling of kororā so that this person can assist with any re-homing activities).
2. **Terrestrial ecology**: As detailed in Section 8 of these application documents, mitigation measures include specific measures to address potential effects on avifauna and lizards, in accordance with the AMP and LMP at **Part B** of these application documents.
3. **Marine species**: If constructed in accordance with the recommendations in the Marine Ecological Impact Assessment at **Part B**, the renewed seawall is expected to be recolonised by marine species within five years post-construction. This will help mitigate any habitat loss during the construction phase.
4. **Koiwi tangata and taonga tūturu (human remains and artefacts)**: In the unlikely event that archaeological materials are discovered, the on-call protocol outlined in the ASMP at **Part G** will be followed.
5. **Mana whenua advisory group**: The conditions provide for the establishment of a mana whenua advisory group prior to the commencement of construction. The purpose of the advisory group includes to facilitate ongoing engagement with Taranaki Whānui and Ngāti Toa during the implementation of the Project.

Neither nearby sites of significance nor customary and commercial fisheries are expected to be adversely affected by the Project.

[61] This includes the 2016 CIA referred to above, as well as individual cultural impact reports prepared by both iwi, including the cultural impact report by Te Rūnanga, for the Runway Extension Project dated October 2015.

Accordingly, the cultural effects of the Project are understood to be appropriately addressed through the proposed conditions and management plans.