

Nga Kaitiaki Taonga o Wairarapa
Planning response and Project proposals

Wellington Regional Council – Annual Plan 2000/0 1

Ngati Kahungunu ki Wairarapa Maori Executive Taiwhenua Inc.
March 2000

The Environment Division

3. Wairarapa Division

Within the Wairarapa Division there are two departments likely to be of direct interest to the Taiwhenua:

- Operations;
- Planning and Consents.

From the perspective of the Taiwhenua there is ample opportunity for the staff to be 'encouraged to be proactive and innovative' so that the Division is able to 'steadily improve.' This is particularly so when dealing with local iwi and hapu issues. We would certainly welcome and endorse a 'proactive and innovative' approach from the staff of the Wairarapa Division. In recent times, such an approach as seen some real benefits accrue to both organisations.

3.1 Operations – River Management

To Maori, the issue of riverways, water, sand, rock and gravel is surrounded by a vortex of historical and contemporary associations, legal rights, traditional roles and monetary and non-monetary values.

Rivers have had a long pedigree in the history of Maori tradition, in particular within the Wairarapa. It exists in our creation stories, in our whakapapa, in our traditions and in our present-day customs. As a taonga, rivers and their associated resources have been used in the Wairarapa throughout the generations right through to the present day.

The Wellington Regional Council in considering the way in which it might to seek to manage the rivers of the Wairarapa need to be mindful of two matters:

1. The recognition of and provision for this relationship under the RM Act;
2. The protection of rangatiratanga over a taonga as guaranteed by the Treaty of Waitangi.

The intent of the Taiwhenua is to establish a Partnership relationship between the Wellington Regional Council and tangata whenua which involves mutual respect and co-operation. This can be reflected, at an initial level, by the active and meaningful participation of the Taiwhenua in the activities of river management.

Outcomes: Long-term

Major Activity 3 : Investigations

outputs:

Comprehensive reviews of river management scheme performance, development of appropriate future river management strategies, preparation of flood hazard maps, and increased community awareness of flood hazards.

Iwi Outputs:

The Council has clear information to enable it to prepare policies, workprogrammes and flood protection schemes that are consistent with the expectations, relationships and values held by tangata whenua.

To maintain an appropriate, constant and high-quality level of water along specific stretches of water within the Wairarapa region.

To ensure the preservation of particular relationships of tangata whenua with specific stretches of water within the Wairarapa.

To develop Iwi river management plans to accompany the long-term river management approach of the Wellington Regional Council to ensure 'normal' river management activities do not negatively impact upon tangata whenua values.

To ensure iwi participation in the overall management and control of ways in a manner consistent with Partnership.

Investigation

The Wairarapa is known as a rivers area. Tangata whenua have always held an important and enduring relationship with rivers and streams throughout the region. Many retain the history and traditions of our early exploration and settlement of the area, others are important seasonal occupation or recreational sites, others are a source of kai, others still, remain as important venues for spiritual and customary practices.

Water is a fundamental component of the relationship between Maori and the environment. The maintenance and in some cases the enhancement of certain river courses remains an important environmental concern of tangata whenua within the Wairarapa.

It is imperative that the Wellington Regional Council are able to manage control waterways knowing that their activities are not detrimental to the relationship between tangata whenua and the any particular riverway. Ensuring effective Maori input into the management process can be achieved by:

1. the development of iwi/hapu river management plans.
2. the inclusion of iwi in river management decisions through adequate representation and appropriate management structures.

Iwi Major Activities:

The identification and collation of rivers sites or riverways of importance to tangata whenua. Particular information will include:

- traditional food resources (mahinga kai);
- traditional natural resources;
- indigenous flora and fauna;
- natural habitats;
- sites of cultural and traditional importance.
- traditional, cultural and social relationships with waterways;
- water quality (including important water quality indicators);
- recreational values.

Iwi/hapu river management plans for culturally significant stretches of rivers or streams. These plans will outline the history, values and importance of the area, the reason for the plan and the expectations of the iwi/hapu. The content will also include planning and management directives to ensure that:

- Sites of Significance are adequately recognised and protected;
- Important traditional and/or customary activities are preserved and protected;
- Mahinga kai sites are enhanced and developed;
- Appropriate iwi/hapu/whanau are involved in decision-making.
- There is confidentiality in any sensitive information held by iwi/hapu.

Management and participation structures are established to ensure tangata whenua interests and concerns are accurately conveyed. The development of effective structures is dependent on the following:

- Meaningful and genuine participation of tangata whenua;
- Constructive and deliberate recognition of Maori tribal, customary and traditional preferences;
- Initiation of projects to facilitate in the implementation and recognition of kaitiakitanga over the Wairarapa rivers system;
- Training, capability building and information sharing between all parties;
- Decision-making by consensus;
- Progressive development of operational and management roles between the Wellington Regional Council and tangata whenua (including co-management opportunities);
- Provision of training, support and assistance to iwi/hapu;
- Funding support that develops in conjunction with any increasing roles, functions or responsibilities of iwi/hapu over time;

The establishment of a management committee under the provisions of the Local Government Act to consider all activities relating to river management. Such a committee may with time and development become subject to a section 33 delegation of power manage and control river activities within the Wairarapa.

That protocols be developed between the Wellington Regional Council and the Taiwhenua to ensure the development of iwi/hapu plans, the establishment of appropriate management structures and management committees.

Iwi Outputs: Short-term

Major Activity 5: RMA and Consents

Provide training and capability building amongst iwi/hapu to ensure that river management activities are better understood and appreciated by iwi/hapu members.

Provide training and capability building amongst Council officers to ensure that traditional, customary and cultural river activities are better understood and appreciated by Council staff.

To educate, advise and provide information to resource consent applicants on the relationships, values and concerns Maori hold in relation to rivers and water in general.

To encourage resource consent applicants to consult with iwi/hapu before considering an activity on a riverway.

3.2 Planning and Resources

3.2.1 Planning and Policy

As discussed in earlier, the daily interactions between iwi and the Wellington Regional Council are predominantly related to the arenas of policy and resource consents. To recap, it has been the experience of the Taiwhenua that current resource management plans and policies have been unable to accurately convey Maori standards and expectations in relation to the environment.

It is suggested that the Wairarapa Division of the Wellington Regional Council has a role to understand and reflect the values and expectations of Wairarapa tangata whenua in all policy and planning fields. This may be achieved via the development of separate iwi planning documents or through the incorporation of iwi values in existing documents.

3.3.2. Resource Consents

To date, the Wellington Regional Council's consent management regime has been less than satisfactory. Much of this contention between the Council and the Taiwhenua has been the result of the poor consideration of Maori concerns in the consent management process. The process needs a radical revamp to ensure that iwi are no longer excluded from the consent process.

Iwi Key Issues

Treaty of Waitangi

It is noted that there current relationship between the Council and iwi is undergoing some degree of reform. While relationship may be an evolving one, the Taiwhenua is keen to shift the relationship to that which is more representative of Partnership.

Once again, for clarity, the Taiwhenua see no value or advantage to itself in the Council appointing a iwi liaison officer for the Wairarapa region. This proposal has been consistently opposed by the Taiwhenua.

Ownership of Resources

With increasing pressure on our natural and physical resources the issue of ultimate ownership and rights to access are never far below the surface. While the Wellington Regional Council is legislatively empowered to manage and administer many of these resources, any resolution on the question of ownership may eventually supersede this power.

Meantime, the Taiwhenua is eager to establish management regimes that:

- do not hinder any future recognition of Maori ownership;
- make some cognisance of the responsibility to protect Maori tino rangatiratanga over natural and physical resources;
- make some progress towards recognising a possible residual right to manage or at least participate in the management and administration of those resources.

Discharges to water

As relayed previously, the purity of water is a matter paramount to the relationship of Maori with the environment. With a number of applications for domestic sewerage discharge and agricultural effluent discharge arising in the near future, the Taiwhenua will expect to be heavily involved in the development and consideration of these applications.

Diffuse and Cumulative Influences on the Environment

Having such a long association and relationship with the Wairarapa region, Wairarapa iwi are particularly aware of the gradual change in the state of our environment.

Much of this change has been slow and, at times, almost indiscernible. However, tangata whenua have been monitoring the environment and have maintained a traditional record for some time. As a result, tangata whenua are particularly and painfully aware of the impact and effect a number of activities have had over time.

The Taiwhenua appreciates the inter-connectedness of all elements within the environment and would support a more comprehensive and diverse approach in addressing these progressive environmental issues. Water quality in particular is subject to a diffuse range of contaminants each of which serves to impact on the over all quality of our waters

Education

It remains important that Wellington Regional Council officers and the general public are able to understand and appreciate the unique position Maori occupy in relation to environmental issues. This position is generated out of a long history and interaction with the New Zealand environment and is enshrined in an agreement struck under the Treaty of Waitangi.

Much of the difficulty and tension that arises between parties is a result of poor understanding. The Wellington Regional Council can do much to generate a better understanding amongst its rate-paying public.

Financial Stability

Like any community orientated organisation, the struggle for funds is an unceasing one. Often times more energy can be spent simply raising the necessary funds than on undertaking the actual work.

In much the same way as Council allocates costs against private interest, the Taiwhenua too wishes to make its client more accountable for their direct cost upon the organisation. It is anticipated that the Wellington Regional Council will both support and assist in the adoption of a cost-recovery policy for the Taiwhenua.

Outcomes: Long-term

Major Activity 2: Policy and Planning.

Outcomes:

The Council promotes sustainable environmental management and meets the reasonable needs of resource users by providing an effective policy and regulatory framework.

The Division and the community are aware of the requirements of the Resource Management Act 1991 and the requirements of associated Regional Plans.

Iwi Outcomes:

The Council establishes sustainable environmental management in a manner consistent with the values and perspectives of importance to 'tangata whenua. This may be achieved by incorporating Maori environmental values and imperatives into Council policy and regulatory frameworks or by producing Maori environmental plans as written by tangata whenua.

That current Council policies and plans be review and made consistent with those matters of importance to tangata whenua.

The Division and the community understand and appreciate the unique position tangata whenua occupy in relation to the management of New Zealand's natural environment.

That iwi and Council have clear information on Maori sites and resources of importance to ensure accurate and appropriate consultation and effective planning.

That consent applicants have better information available to them to ensure they consult with appropriate parties, clearly identify sites and concerns of interest to Maori and are able to develop a more complete and considered assessment of environmental effects.

Major Activity 3: Consents and Compliance

Outcomes:

The Council promotes sustainable environmental management and meets the reasonable needs of resource users by providing an exemplary resource consents service.

Iwi Outcomes:

The Council promotes sustainable environmental management and establishes a consents service which is cognisant and supportive of the irzforznation needs, consultation requirements and finzeframes of iwi organisations.

The establishment of an consents application process that avoids the pro-forma approach and ensures that applicants fully consider or explore the impacts of their proposal on Maori interests.

The establishment of an consents application process that encourages applicants to consult with iwi as a necessary part of completing their application form.

The establishment of an consents application process that accepts consent applications only once all the necessary information on Maori concerns has been completed and whereby any application which fails to meet this threshold is deemed incomplete.

The establishment of an consents application process whereby any consent application that fails to provide the requisite information and is there fore deemed incomplete, may be completed by the officer or the iwi concerned at a direct cost to applicant.

The establishment of an consents application process that provides iwi sufficient tinze to provide information to assist in the completion of any consent application.

The establishment of an consents application process whereby iwi are considered to be affected parties to all consents (notified or non-notified) unless iwi specifically determine otherwise.

The establishment of an consents application process that ensures consent officers undertake direct follow-up consultation with iwi submitters when assessing a response to a consent or when preparing officers reports for hearings.

The generation of a clear understanding between Council, iwi and consent applicants on the expectations of iwi and the thresholds of good and effective consultation.

Outputs: Short-term

Major Activity 2: Policy and Planning

outputs:

Promote and maintain regional plans.

Iwi Outputs:

Produce and promote iwi plans (including input and production of any 'regional users' guides produced by the Wellington Regional Council).

Promote and educate Wellington Regional Council officers and resource users on the environmental matters of importance to tangata whenua.

Major Activity 3: Consents and Compliance

Resource Monitoring

Outputs

A programme of monitoring riverbeds is undertaken and the information made available for assessing the impacts of gravel extraction.

Iwi Outputs

A training programme is developed to enable iwi/hapu to monitor specific riverbeds and provide assessments to the Council on the impacts of gravel extraction.

Public Advice

outputs

Consent applicants are provided with one hour's advice on consent requirements and the consent process without charge.

Iwi Outputs

Consent applicants are provided with one hour's advice on consent requirements and the consent process without charge.

Major Activity 4: Resource Investigations

Water Resources Monitoring

Output

Monitor, investigate and report on ground water in the Wairarapa

Monitor, investigate and report on the quality of freshwater in the Wairarapa including Lake Wairarapa.

Monitor, investigate and report on the quality of coastal water in the Wairarapa.

Iwi Output

A training programme is developed to enable iwi/hapu to monitor and investigate ground water in specific areas of the Wairarapa and to report to the Council.

A training programme is developed to enable iwi/hapu to monitor and investigate the quality of freshwater in specific areas of the Wairarapa (including Lake Wairarapa) and to report to the Council.

A training programme is developed to enable iwi/hapu to monitor and investigate the quality of coastal water in specific areas of the Wairarapa coastline and to report to the Council.

4. Iwi Sponsored Projects

4.1 Kahungunu Resource Management Planning

OBJECTIVES/OUTCOMES

To create a comprehensive environmental management plan for the Kahungunu-ki-Wairarapa region. The plan will be fully integrated with and used by regional and district council planners (and will include mechanisms for effective iwi participation). It aims to place Ngati Kahungunu-ki-Wairarapa on the map in relation to Wellington region's environmental planning.

The project seeks to address a neglected area of Resource Management Act implementation: Maori participation. In particular:

1. Poor Maori participation in local government;
2. Lack of useful information on tangata whenua interests;
3. Inconsistency in consent management including delays, uncertainty and sub-standard consultation with tangata whenua;
4. Poor communication and relationships between local and regional councils, iwi, hapu and other iwi.

A 'user-friendly' plan that considers both the physical resource per se and the wider systemic issues will be of great benefit to both iwi and the Councils.

PROJECT DURATION

Three years: 2000-2003

OUTPUTS

Core Deliverables:

1. Iwi Regional Policy Statement/Plan
Activity: Consult, Draft and Integrate Iwi Policy Statement/Plan
2. Iwi/hapu/marae District Plans (e.g. Masterton, Carterton and South Wairarapa areas)
Activity: Consult, Draft and Integrate Iwi/hapu/marae District Plans
3. Strategic Management Plans (to national, regional and district levels)
Activity: Develop mechanisms, processes and practices for iwi & council interaction

4.2 Marae Mapping

Marae mapping is designed to provide clarity on the iwi consultation process. It is intended to include all interests at the outset. Consultation may need to happen at an iwi, hapu and marae level, and with other iwi, hapu and marae. The aim is to get the 'up-front' process right in order to prevent protracted hearings and appeals in the final stages before timeframes and heightened expectations start to provide additional pressure.

The key purpose of marae mapping is to provide clarity and surety on consultation and the 'environmental' interests of local hapu and marae.

Clearly, it is a consultation format aimed at rationalising processes to avoid messy surprises later on. This should greatly enhance RMA process and, in the long run, be of great benefit to the community in general.

OBJECTIVES/OUTCOMES

1. Geographical Mapping

Marae are invited to declare their boundaries of interest. They may be based on traditional tribal lines or maybe of a more contemporary nature. The boundaries are simple 'indicators of interest'. The intent of marae mapping is not to define who has *most* interest in an area but to identify who has *an* interest i.e. it is inclusive rather than exclusive.

The purpose of this is three-fold:

- a) it ensures that all interested iwi/hapu/marae are notified of an activity in their areas
- b) it prevents councils and consent applicants having to decide for themselves who has an interest (they all have so they all should be notified/consulted)
- c) it provides opportunity for iwi/hapu and marae to work co-operatively for the benefit of the area or the resource itself

This will eliminate the quandary most councils and consent applicants face as to whom they should consult with and it also encourages iwi, hapu and marae to become more involved in local environmental issues.

2. Identity and Location

Having identified areas of interest it is important to identify who to talk to and where they are located. This basic personnel information can be easily stored on a database and updated regularly. Copies can easily be made available to iwi, hapu, marae and the Council. The basic information would include the name of the hapu and or iwi, its representative(s) and contact details.

Additional information may also include:

- a) a brief history on the marae and/or hapu;
- b) any environmental plan that has been developed by the relevant hapu;
- c) a basic guideline for appropriate consultation procedure;
- d) consultation costs;
- e) past environmental issue of relevance to the particular hapu.

PROJECT DURATION

One Year: 2000/2001

OUTPUTS

A geographic map outlining the areas of interest for each hapu within the Wairarapa area, including up to date contact details and an outline of the environmental history that may be relevant for each.

The intent is to provide a means for the Councils and developers to ascertain the concerns of tangata whenua by firstly identifying who the tangata whenua are. Marae mapping aims to remove the mystery and fear from successful consultation with tangata whenua

4.3. Heritage Planning

Both the Resource Management Act and the Historic Places Act have distinct requirements relating to Maori land values and archaeology respectively.

From a management and planning perspective, the current sources of information relating to Wairarapa heritage are vastly inadequate. As a result heritage issues within the Wairarapa region are only occasionally recognised and are seldom actively planned for.

This project would like to establish:

1. a database containing information on all of the land based archaeological, historical and native resources within the Wairarapa region;
2. a management plan that would outline the planning and management options available to the Council in appropriately protecting Maori heritage.

OBJECTIVES/OUTCOMES

1. The database

- a comprehensive information base in Maori heritage;
- core information held by hapu (or iwi where appropriate);
- contact details for affected Maori parties, tangata whenua or neighbouring Maori landowners.

2. The heritage management plan

- describes the nature and importance of Maori heritage;
- adopts a comprehensive approach towards heritage and heritage protection;
- outlines what is expected of the Council in respect of Maori heritage generally (including protocols, agreed processes, consultation advice, and assessment requirements);
- recommends a range of heritage management tools and protection options for the Council, developers and landowners.
- invites the production of localised heritage plans and policies.

PROJECT DURATION

Two Years: 2000-2002

OUTPUTS

1. Complete land-based inventory of Wairarapa heritage sites including management and protection options;
2. Varying levels of information to protect the security of sensitive tangata whenua information;
3. Valuable planning tool for the Wellington Regional Council when considering any activities involving soil disturbance;
4. Database capable of adoption into GIS mapping format.

