

Discussion Paper

Integrative Iwi Planning: preparing for the next iteration of iwi planning with a focus on freshwater planning

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1. Introduction

The Resource Management Act 1991, pursuant to sections 66 and 74, requires regional councils and local authorities, in developing or changing their plans, to take into account any relevant planning document recognised by an iwi authority (Te Wai Maori 2010). These are usually known as Iwi Management Plans (IMPs). The effective participation of tangata whenua in resource management is dependent upon establishing and maintaining robust relationships with agencies in the decision making roles. Mutual respect, effort and understanding from all parties must be integral to the relationship. Formulating and implementing iwi plans, which describe the vision and set the direction for sustaining the environment within which tangata whenua live, for today's and future generations, is seen as one means of giving effect to the aspirations of tangata whenua, and aiding resource managers in fulfilling their statutory obligations.

Iwi and hapu management plans are developed by tangata whenua for a number of purposes¹, including to:

- Record traditional kaitiakitanga;
- Develop awareness of how kaitiakitanga can be exercised in the world today;
- State clearly environmental bottom lines;
- Identify areas of manawhenua (customary authority);
- Propose processes for consultation and engagement; and
- Address specific resource issues managed by statutory agencies.

In this paper we comment briefly on current iwi planning approaches. We record our observations in relation to the structure and content of iwi management plans that are accorded that status under the RMA 1991. We believe that many of the existing iwi management plans (IMPs) fall within this category. We then process to outline a process that could enable a broader iwi water planning focus that is more closely aligned with Maori conceptualisations that are typically holistic incorporating social, economic, cultural and environmental. We proffer a description of a possible process

¹ See http://seanet.org.nz/index.php?option=com_content&task=view&id=149&Itemid=57

in the belief that it integrates many of the initiatives currently undertaken by whanau, hapu and iwi within a wider iwi water planning framework. Importantly we believe that the next iteration of iwi plans need to be cognisant of and integrate the economic aspirations of Maori. Given its centrality to Maori culture and its increased prominence at national, regional and local levels, the focus is on freshwater planning and the formulation of FWIMPs.

2. The purpose and scope of this document

Although the later sections of this discussion paper focus on freshwater, the paper does not discuss issues relating to the ownership of water. It is, however, acknowledged that the issue of ownership of freshwater remains unresolved, and needs to be discussed and debated in the appropriate forum. The focus of this paper is the management of natural resources.

The discussion in this paper is not meant as a comprehensive treatment of the subject of iwi planning and IMPs. Rather, it seeks to provide a process to structure the participation of tangata whenua (in this instance Kai Tahu) in contemporary resource management. It responds to the stated values of mana whenua and recognizes that a Kai Tahu perspective of the environment is fundamentally different in its treatment of human/nature interactions. This process, we believe, is essential to firstly, understanding the depth and complexity of Kai Tahu's relationship with lands and waters within a takiwa or catchment, secondly, integrating these values within a culturally derived framework and finally advocating their aspirations in an assortment of resource management forums and ensuring statutory plans are responsive to these aspirations. The remainder of the paper outlines the various parts of the proposed integrative process.

Te Wai Maori Trustee Ltd (2010) outlines some of the possible ways in which the issues of Tangata whenua can be addressed in judicial, political and administrative forums. The process in this paper complements these by proposing a planning approach. A starting point however is a review of current iwi planning processes

3. A background to iwi planning.

Iwi management plans provide a 'window of insight' into the aims and aspirations of the iwi, and an opportunity to minimise confusion, uncertainty and ignorance at this interface (Matunga, H 1992).

IMPs are planning documents that consolidate iwi knowledge on resource management issues. Some IMPs address economic, social, political and cultural issues as well. IMPs are intended to provide a framework for the sustainable development of natural and physical resources by providing goals, and a combination or all of the following: objectives, tasks, actions, indicators and measures.

The Ministry for the Environment's guide, *Te Raranga a Mahi* (BECA 2000), identifies several reasons why IMPs are prepared, specifically:

- to avoid reactive responses to resource management consent applications or issues and policies (including resource management plans) that affect iwi in a particular rohe;
- to clearly state iwi kaupapa on environmental issues;
- to enable whānau, hapū, iwi or Rōhanga to exercise their tino rangitiratanga over resources in their rohe; and
- to state how whānau, hapū, iwi or Rōhanga intend to participate in resource management processes.

IMPs pursuant to the RMA 1991 are accorded statutory recognition. Section 66 of the Resource Management Act 1991 (RMA) states that when preparing or changing any regional plan, regional councils shall have regard to any relevant planning document recognised by an iwi authority affected by the regional plan. However, the scope of recognition may be widened to apply in the processing of resource consents through policy provisions in many of the Regional Policy Statements. For example Policy 3.4.7(v) of the Auckland Regional Policy Statement which states:

In relation to resource consents, the ARC and TAs shall take into account where relevant any planning document recognized by an Iwi authority affected by a resource consent.

If the IMPs fail to reflect the range of social, cultural, economic and environmental aspirations of tangata whenua that are encapsulated within the expression “cultural aspirations” then this failing may cascade and fail to be reflected in the plethora of statutory plans formulated at national, regional and district levels.

Te Wai M ori (2007) describes a potential IMP - a freshwater iwi management plan (FWIMP) that deals, as the name suggests, with an iwi’s interests in freshwater. A freshwater management plan might be a stand alone document (like Ng i Tahu’s 1999 Freshwater Policy Statement) or incorporated as a section within a broader IMP. Like other IMPs, the FWIMPs will seek to influence the decisions of both regional and district plans, which pursuant to the RMA 1991 will need to “have regard to” the FWIMP. At the time of writing the Ministry for the Environment and Ministry of Fisheries have no record of other FWIMPs having been formally recognised. However one plan that Wai Maori reference which relates more generically to iwi and hap water planning is the “Kahungunu ki uta, Kahungunu ki tai: Marine and Fresh Water Fisheries”.

This strategy aims to integrate management of fisheries, fresh water and coastal resources within the Kahungunu rohe and to develop management practices which are holistic and inclusive.

It is noted however that this plan has not been ratified by the hapu of Ngati Kahungunu. Specific goals within this strategy include:

- Developing a strategy on maintaining, restoring and enhancing the mauri of inland and coastal waters and engage with local authorities on the basis of that strategy.
- Develop co-ordinated rohe moana/wai M ori management plans.

Despite the apparent lack of dedicated FWIMPs there are many iwi planning documents that identify water quantity/allocation and water quality as issues.

Although, the plans consider policies to reduce the risk around these issues it is clear that there is a general lack of understanding of the range of actions needed to address these issues.

We identify in the next section a critique of current plans, before proposing a more integrative process as a guide for the next iteration of iwi plans, Using water as a case study. The intent is not to criticise existing plans, which we know are the result of considerable time, effort and resources. Rather, we hope that the discussions below are of value to the next iteration of iwi plans or the preparation of FWIMPs.

4. Current Iwi Planning including Iwi Resource Management Plans.

Boffa Miskell (2009) provide a summary of best practice in respect of iwi plans and iwi planning initiatives. These are summarised in Box 1.

Box 1: Examples of good practice

Regional policy statements and regional plans

As part of this review a number of key elements were identified in developing good RPSs and RPs that address M ori participation in freshwater management. These included:

- having a specific section of t ngata whenua or iwi matters
- where there are many iwi and hap interests, articulating the diversity of values at a local level
- where a generic or a broad-brush approach is being used, there is a need to have well linked issues, objectives, policies and methods.

Iwi planning documents

The following iwi planning documents were identified as best practice examples:

- Tuwharetoa – articulates Ng ti Tuwharetoa values and principles to various water classes and bodies
- Ng ti Maniapoto – includes a broad range of outcomes for the environment based on protection and enhancement. Includes a resource inventory
- Ng i Tahu Freshwater Policy Statement – includes detailed policy related to freshwater and provides a range of methods for inclusion in regional policy statements and plans. Also includes a contact list of local representatives
- Hauraki Iwi Management Plan – uses traditional principles and Matauranga M ori and includes a range of water quality and quantity standards with sets of specific tasks/actions.

Governance and management models

- Te Arawa Lakes Trust – a landmark settlement that saw the return of 13 lakebeds to Te Arawa ownership, co-management of Te Arawa Lakes, a range of statutory acknowledgements and considerable work to improve the lakes' water quality
- Te R nanga o Ng i Tahu – one of the most significant settlements of its time, with a strong focus on the freshwater lakes

- Environment Bay of Plenty – the only council in the country with specific M ōri constituencies and representation. This was established as a result of The Bay of Plenty M ōri Constituency Empowering Bill.

Iwi capacity and capability

- Murihiku – a partnership between local Papatipu Runaka to service local councils in Southland
- Te R ōnanga o Ng ōi Tahu – employs professional staff with responsibilities for environment, planning and statutory acknowledgements
- Waikato Raupatu Lands Trust – employs a dedicated professional team for environmental and local government issues.

Monitoring

The Cultural Health Index stands out as a freshwater monitoring tool. It has been developed by M ōri for M ōri.

Combinations for good relationships

As part of this review, a number of key elements were identified in developing good relationships between councils and iwi. These were:

- high levels of M ōri participation at governance, management and operations
- training for councillors eg, Making Good Decisions Programme
- relationship building through projects. This builds momentum, trust and working relationships based on outcomes
- strong personal relationships between management staff and t ōngata whenua representatives
- well-developed formal relationships and service contracts. This provides more certainty and sustainable participation deployment of skilled staff across council which increases the capacity of a council to respond to M ōri issues
- administrative support for meetings between iwi, local government and the wider community
- robust policy and guidelines which institutionalises intent of relationships, legislation and expectations
- joint management arrangements on parks and reserves adjoining water bodies. This gives relevance on the ground to the relationships between M ōri and a water resource
- ongoing training for governance members to up skill and provide opportunities for succession
- iwi-based membership of council committees and governance structures

A review of the effectiveness of IMPs was undertaken in 2004 for the Ministry for Environment (KCSM 2004). The review concluded that the IMPS varied in style, content, format and presentation. Most had been prepared to facilitate a more effective working relationship with external agencies by identifying “resource management issues of the iwi and hapu”. Both the review by KCSM and that by Boffa Miskell confirm the environmental / resource management focus of the current IMPs. But this focus can create a number of concerns.

These concerns are summarised as follows:

1. The driver for the preparation of many IMPs has been the enabling provisions of the RMA 1991 where resource managers are required to have regard to such plans.
2. As a consequent of the RMA focus, the structure and content of many iwi plans follow the structure of statutory planning documents by setting out a vision, objectives and policies – in other words they establish a policy framework strongly aligned to natural resource management often with a focus on resource protection rather than use and development as envisaged in section 5 of the RMA 1991.
3. Preparing an IMP is a major undertaking and whanau, hapu and iwi are justifiably proud of their planning endeavours and the final output.
4. Few IMPs however provide specificity in the form of measurable targets, standards, rules – or in the context of flow setting - the flows in specific river reaches that are sought by tangata whenua. This may make it difficult for planners, river users and developers to understand what tangata want in relation to a specific context, a specific location, or a specific cultural use. Similarly with respect to water quality, standards and targets are often not prescribed in IMPs. Without a comprehensive knowledge of tangata whenua values, the risk for misinterpretation of needs between the parties exists.
5. The IMPs seek to develop a policy framework that will afford a level of control over inappropriate resource use and development. But it is often implied that these uses and developments will be by “others”. It is not always clear how the IMPs, which describe the environmental outcomes sought by tangata whenua, accommodate or balance the social, economic and cultural aspirations of whanau, hapu and iwi, especially how the policy framework in the IMP impacts tangata whenua wanting to develop and use resources.
6. Without consideration of tangata whenua development aspirations, the IMP could create a tension between the economic aspirations of tangata whenua and tangata tiaki charged with implementing the plan.
7. As such, the current IMPs, focus on achieving a limited range of outcomes. Although tangata whenua advocate for a holistic perspective, arguably the IMPs

(prepared within the confines of RMA) do not reflect this by integrating social, economic and environmental aspirations of whanau within a cultural framework.

In summary, we contend that the current range of plans represent a blend of philosophies in order to fit within the RMA framework. However, as a result they represent a compromise in the sense that they do not truly reflect iwi planning needs or iwi conceptualisations where economic considerations are not arbitrarily divorced from customary and cultural considerations. Similarly IMPs without the specificity of targets and outputs cannot be easily accommodated into statutory planning contexts and may be problematic for resource managers to have regard to. As a result initiatives to implement the iwi management plans may be disjointed, approached on a project by project basis, and may not represent the best use of human and financial resources.

In the next section we focus on a process whereby tangata whenua could undertake planning (or in our example, water planning) in an integrative way. In this process we have deliberately sought to integrate many of the initiatives that are currently being undertaken by tangata whenua around the country that could and should, but do not always, inform water planning.

5. The nature of the customary right

Te Wai Maori Trustee Ltd (2010) contend how customary rights can have both non-commercial and commercial components and further explain how a “commercial component of a customary right is in the nature of a proprietary interest in water and may include interests in fisheries, agriculture, aquaculture, tourism and transportation”. Although the current water management regime does not recognise or provide for customary commercial interests, Whitehead and Annesley (2005) noted that

M ori economic development and the growth of the New Zealand economy are closely intertwined. Improvements in one will have positive benefits for the other. both are underpinned by the same key drivers: skills and talent, innovation and technological change, investment, entrepreneurship, and sound institutions.

Thus it appears to follow that both commercial and non-commercial interests of Maori need to be accommodated in freshwater iwi management plan (FWIMP).

6. FWIMPs

Te Wai Maori Ltd (2007) describes a FWIMP, which they confirm is a specific type of IMP that deals, as the name suggests, with an iwi's interests in freshwater.

However, their description of the FWIMP confirms many of the concerns that are listed in the preceding section:

- They limit the role of the FWIMP somewhat by saying it will be useful when making submissions on individual resource consent applications, regional pest management strategies (prepared by regional councils), LTCCPs (prepared by all local authorities), conservation management strategies and reserve management plans (for public conservation estate) and similar documents prepared by public authorities.
- They describe the contents of the FWIMP
 - issues (discussed earlier)
 - objectives and/or outcomes
 - policies/actions

But suggest that it include a description of:

- *the physical area/river systems to which the plan applies*
- *whose plan it is (e.g. iwi, hapu, whanau)*
- *the mana whenua of that group, its whakapapa, iwi affiliations and the ancestral association with the area*
- *the freshwater taonga of the area and the social, economic and cultural values the iwi/hapu/whanau have for those resources*
- *the overall vision the iwi/hapu/whanau has for the rivers, lakes, and wetlands of the area*
- *the principles that the plan applies (and wants others to apply) to the management of freshwater taonga (e.g. rangatiratanga, kaitiakitanga, whanaungatanga etc)*
- *matauranga Maori and how it is relevant to the areas freshwater resources*
- *current iwi or hapu management structures, including Runanga, tribal authorities, marae committees etc*

- *how plan developed, who was involved and the general process of consultation followed.*

This type of FWIMP appears to be consistent with the current structure and content of IMPs but fails to address the concerns stated in section 4 or accommodate the wider definition of customary rights (accommodating both commercial and non-commercial interests). This is explicitly addressing the process that is described in the next section.

7. Preparing an FWIMP

This section now proceeds to describe one response that could be taken by tangata whenua i.e. development of an iwi plan. Specifically we describe a process that would enable tangata whenua to formulate FWIMP that could help attain their goals with respect to freshwater, while (hopefully) avoiding some common shortcomings in iwi contemporary planning processes. We acknowledge however that it represents only one possible planning model and therefore want to record explicitly that the following discussion is not intended to be a comprehensive treatise on the subject of preparing iwi plans.

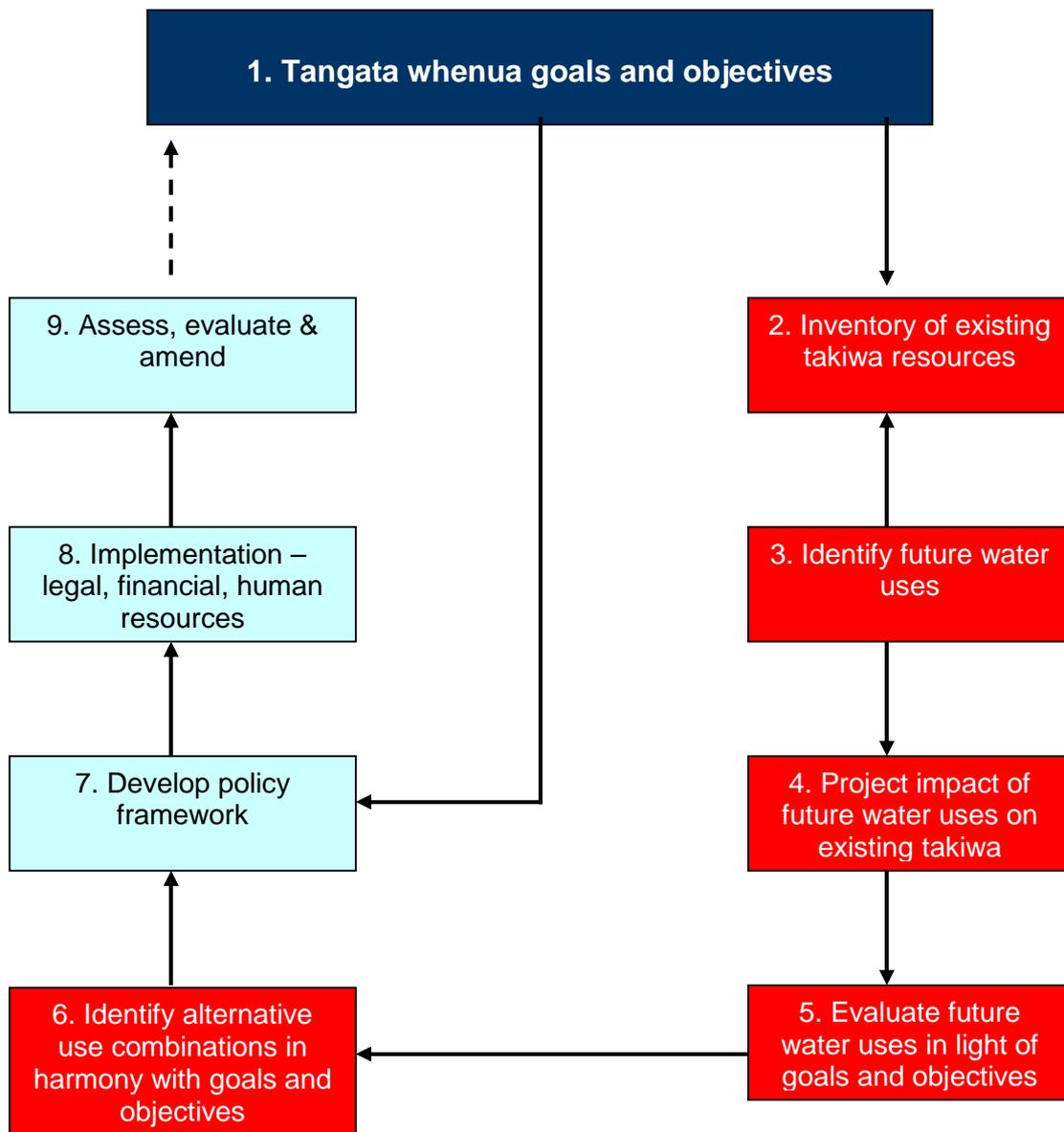
A planning approach, as illustrated in Figure 1, could consist of;

1. a definition of the vision, goals and objectives of tangata whenua;
2. an inventory of existing Tangata whenua resources;
3. the identification of potentially feasible water uses within defined catchments and takiwa (including uses of Maori lands, reserves, easements);
4. an impact assessment - the projection of potentially feasible use impacts on existing Tangata whenua resources;
5. the identification and progressive elimination of all those water use activities that are inconsistent with stated goals and objectives of tangata whenua because of their impacts of values and resources;
6. an evaluation of the remaining activities in light of economic, legal and political contexts and the goals and objectives of tangata whenua; and
7. a choice of specific combinations of water use activities for implementation alongside initiatives to conserve, protect, maintain and enhance.

8. the development of a policy framework to manage the use, development and protection of freshwater.
9. implementation
10. monitoring

Arguably, existing iwi management planning is limited to steps 1 and 7. We acknowledge whanau also engage in monitoring but are not convinced that it is part of an integrated process (i.e. that it would represent steps 8 and 9 of Figure 1). Importantly the boxes shaded red represent steps that may not usually be undertaken as part of the planning process.

Figure 1 – Developing a Iwi Freshwater Management Plan to deliver Cultural Outcomes



7.1 Defining tangata whenua goals and objectives

At the initial stage, planning should be seen as a *means* to achieve some fundamental goals and objectives that are identified by tangata whenua. Before making decisions as to *how* water resources should be managed it is critical that Tangata whenua understand *why* they may want to support or undertake the protection, use or development of particular waters or any other resources within their takiwa.

We have not recommended a process for determining tangata whenua goals and objectives which may be formulated by tangata whenua members, by elected leaders, or by kaumatua.

To satisfactorily attain the stated goal, the self-sufficiency and the self-capability of tangata whenua must be enabled. This, however, requires a certain level of compatible economic development. Therefore a fundamental principle behind the formulation of tangata whenua policy frameworks must be that the policies provide tangata whenua with the opportunity to develop in order to generate enough income to attain its wider social and environmental goals and objectives without threatening their cultural sustainability.

The primary reason for identification of goals, objectives and principles is to ensure that the tangata whenua fully understand why particular water objectives are developed. Such information is critically important at later stages of the planning process - once resources have been inventoried, future resource uses have been identified, and the impacts of future uses on existing inventories have been predicted. We note that tangata whenua currently identify goals and objectives as part of their iwi planning process so with this step we are not recommending a significant departure from contemporary practice. However, suggesting that FWIMPs explicitly consider economic development may be a departure.

7.2 An inventory of existing resources

One prerequisite for good planning is good information. We note that many whanau, hapu and iwi are already compiling resources inventories. We make no comment on the quality and utility of these but instead discuss how these inventories can aid the preparation of FWIMPs. Tangata whenua need an inventory of existing resources within their rohe. Harmsworth (1997) describes inventories as a “stock take” of tribal

resources” and explains that the concept of resources encompasses “people, natural resources, and economic assets” or more specifically:

- *Human/Social*: understanding human resources, people resources, human capital, human capacity, human capability, population size, age composition, geographic distribution, health status, cultural practices and institutions he tangata he tangata.
- *Cultural*: understanding cultural resources, cultural vibrancy, cultural integrity, M ori values, tikanga M ori.
- *Physical*: understanding
 - wahi tapu and wahi taonga lands including vegetation, wildlife, fisheries, minerals, waters, air quality etc physical resources, natural resources,
 - access to natural resources,
 - physical state and condition,
 - land, water and coastal characteristics, condition,
 - nature and extent of use.
- *Economic*: understanding
 - available economic resources, economic capital, investments, and economic potential.
 - financial resources – income statistics, relationships with the external financial community,
 - legal status of control over resources, relationships with government etc.

As noted above, many wh nau, hap and iwi are in the process of preparing inventories. Some have progressed to the development of GIS (Geographic Information Systems) and computerised databases.

Some inventories attract external funding. There are other examples where an agency has sought to develop an inventory of resources significant to tangata whenua to facilitate more effective communication e.g. some forestry companies (Zinsli 2003) and Transit NZ.

The inventory of natural resources is accomplished by creating as complete a description as possible of the condition of resources in the takiwa. With regard to water resources, this will include a historical baseline that tangata whenua can help compile. Ideally it will include elements of a hydrological survey to determine the location, quantity, quality, and interaction of ground-surface water supplies. This minimum data set is essential to inform tangata whenua participation in the management of such resources. It is at this stage where we start to depart from contemporary iwi management planning.

Formulation of a policy framework for inclusion in IMPs typically responds to the experiences, knowledge, and perceptions of manawhenua. The engagement of Maori with a river catchment is experiential. Maori living with a catchment experience a range of aquatic conditions. Monitoring and assessment of environmental condition and flow appropriateness is sensory and perceptual. Maori interpret signs in the environment (such as indicator species or natural events) to understand ecological conditions and/or changes, and in turn use this information to assess resource health and well-being (Crengle 2002). Despite the richness of this information, iwi planning may be undertaken in the absence of hydrological data and a comprehensive understanding of takiwa freshwater resources.

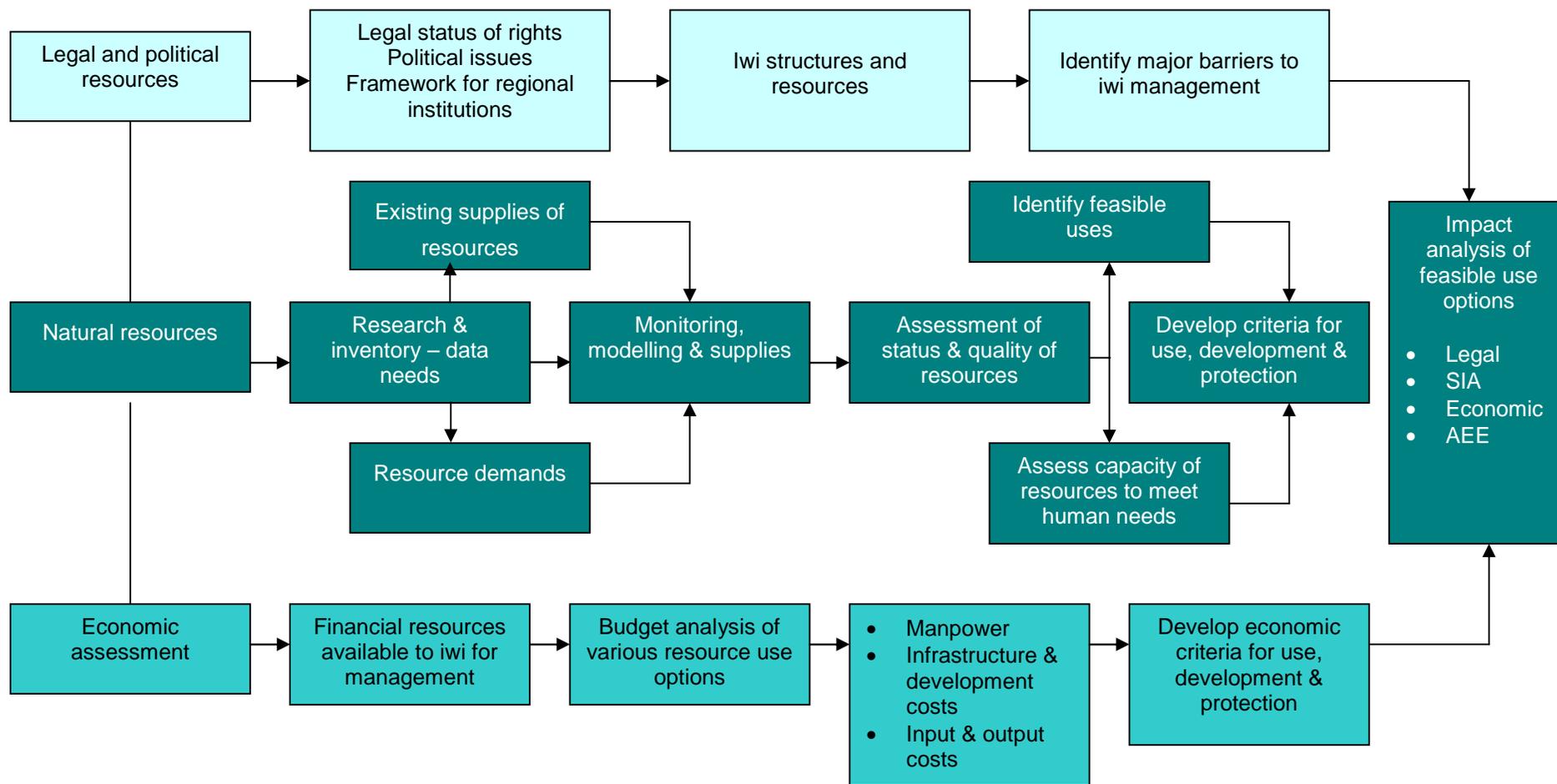
The human resource inventory involves a close look at composition of the membership of the whanau, hapu and/or iwi. How large is the membership base? How are the members distributed? Is the whanau, hapu or iwi growing, becoming smaller or staying the same size? Is there a concentration of a specific age group e.g. tamariki or kaumatua? Which percentage of members live outside their takiwa? Is this percentage growing or declining? Do significant health problems exist within whanau, hapu or iwi? What cultural practices and institutions are seen as vital to the continued existence and self identity of tangata whenua? Once the composition of the iwi is understood, dependencies of this population on water can be explored.

The financial inventory includes an examination of tangata whenua accountability to manage its natural resources, the legal status of water and other natural resources; and the relationship of tangata whenua with local regional and national governments. An economic survey requires a review of iwi assets and sources of revenue; a review of

income sources of tangata whenua members; and a look at trends in the economy that might influence tangata whenua well-being. Again dependencies on water can be identified. Figure 2 represents an example of a possible process of preparing an inventory of human/social, cultural, physical, and economic resources.

Although this level of specificity within an inventory may appear daunting and costly, government agencies will be able to provide much of the information sought by tangata whenua. Assembling the data on natural, human and financial resources in one place at one time is however essential. Further it will immediately be of benefit beyond the formulation of IMPs.

Figure 2 – Preparing the resource inventory



Changes in water policy inevitably impact each of these areas. Impacts may be seen by tangata whenua as positive, negative or neutral; may be direct or indirect; may be profound, moderate or insignificant, may be short-term or long-lasting. Regardless of the water use proposed, some level of impact will occur and tangata whenua, by having access to information, will be well placed to assess the impact, to benefit from the positive impacts and to minimize the negative ones. However, the extent to which current resource inventories incorporate human and financial resources is unknown, although as noted earlier the development of natural resource inventories is being progressed by many hapu and iwi.

7.3 Identifying potential water use activities

Once the resource inventory is completed the next step is to identify all potential uses of water within a takiwa. This step is not limited to a consideration of potential uses of Maori lands and Maori owned assets. The intent is to be as broad as possible at this stage. Future uses are not evaluated in terms of whether they are in keeping with goals and objectives. Initially the kinds of water uses that *could feasibly be undertaken* are determined. Various water activities are likely to be examined. At this point the focus is on creating a list of possibilities and subjecting them to an initial scrutiny for feasibility, which includes technological, legal and economic feasibility:

- technological - does the hydrological survey indicate there's enough water to support a specific future use? What technologies and management practices are necessary to make a proposed future use possible? Can tangata whenua personnel be trained to make use of these technologies and practices?
- Legal - Do tangata whenua have a sustainable legal right to the water to devote to the future use? Will consents, concessions, licences or other forms of authorisations / agreement be needed? If so, how difficult will it be to obtain such authorisations? Do tangata whenua have or can they develop the capability to oversee the proposed new use of water resources responsibly?
- Economic - Will it be possible to obtain funding for developing a proposed future use? Is there a market for the products or services arising from the possible use of water? Can the operation be made profitable or at least of self-sustaining?

At the initial feasibility stage each of these questions or some variation of them must be asked of all potential uses of water.

The time, effort and money that tangata whenua can afford to commit to development of the initial feasibility studies will vary between whanau, hapu and iwi. A comprehensive assessment however is needed at the initial feasibility stage to ensure that iwi resources and capacity are not wasted on ideas which ultimately prove unworkable. Some clearly infeasible proposals may be eliminated at this stage and attention can then be focused on potential uses which appear technologically, legally and economically workable.

7.4 Predicting the impact of water use activities on resources within a takiwa

Once the list of potential water uses is identified, the next step is to evaluate the probable impacts of such uses on the existing resources identified in the resource inventory, and the cultural values, beliefs and practices of tangata whenua. To repeat an earlier observation, no change in water use is possible without some level of impact. Whether these impacts will be seen as positive, negative or neutral depends on the perspective of those participating in the impact assessment. Many existing CIAs record cultural values but a possible criticism could be the limited identification of **impacts** within the assessment, which is often subsumed within a comprehensive discussion of cultural values².

7.5 Eliminating water use activities inconsistent with tangata whenua goals & objectives

Having identified the potential impacts on tangata whenua, the next step is for tangata whenua to determine whether any potential uses will prevent attainment of their goals and objectives. For instance

- Would any future use threaten the ability of tangata whenua lands and water resources to continue to sustain valued ways of life?
- Will any proposed new use create serious long-term public health effects?

² This is a personal observation of the authors.

- Would any proposed use or development have a serious negative impact on tangata whenua cultural or social organization, on wahi taonga, wahi tapu, or on any Maori lands?
- Would any future uses involve giving over control of resources to non-Maori and result in tangata whenua authority being weakened?
- Is the future use reversible?
- If an agreement with an outside user / developer / community is made, but not kept, is there any possibility that the tangata whenua could lose control of any of its existing resources?

If the answer to any of these questions is “yes” then tangata whenua need to decide if that use should be removed from further consideration in the planning process. This stage is intended to ensure that inconsistencies between objectives and uses are weeded out.

This stage also then becomes a valuable “tool” as the analysis can also assist tangata whenua participating in statutory planning processes at regional and district levels by identifying the categorisations (permitted, controlled, discretionary, non-complying, prohibited) that tangata whenua want to see accorded to particular resource activities and uses. This level of specificity is also likely to be of advantage to statutory managers who are to have regard to iwi plans.

7.6 Identifying use options & the water needs of existing Maori lands and assets

Before participating in environmental flow and allocative deliberations, and formulating policies, actions and targets, tangata whenua need to be aware of what their own water needs are. Although this will have been answered in part during the assessment of potential uses, we contend that three specific assessments are warranted:

1. Identifying possible uses to maximise the value of Maori assets;
2. Identifying flow needs; and
3. Identifying any required water quality standards

Identifying areas that could be used if water resources were made available can be a complex and costly process. However, a simple process could consist of the following steps:

- Identify Tangata whenua lands that can be sustainably used – now and in the future;
- Determine the range of feasible uses for these lands – using initially the land capability maps;
- Calculate the amount of water needed by the respective possible uses;
- Design and cost a means to deliver the required water that can be included in the estimated cost of production in order to establish if it is economical to use water in this way; and
- Compare water demand to water availability in the catchment.

Once again this task is intended to inform the formulation of the policy framework of tangata whenua. It recognises that it cannot be assumed that all water users will be non-Maori. Maori aspirations are likely to include economic development which may or may not be dependent on an allocation of water.

7.7 Developing the policy framework

Tangata whenua are experienced in developing objectives and policies to address their issues. By adding in Steps 1 -7 to the iwi planning process, tangata whenua will be drawing from a more comprehensive data set when developing their policy frameworks. They will also be able to provide a greater level of specificity when identifying actions, measures, indicators, targets or standards.

7.8 Implementation, Monitoring and Review

While there are currently concerns about the level of implementation of IMPs, greater specificity can facilitate more effective engagement and responsiveness from resource managers. From the perspective of tangata whenua it also enables greater accountability.

7.9 Integrating the many initiatives of tangata whenua

Although we have proposed a nine step process in Figure 1, as we have discussed each step, we have identified where iwi are already undertaking similar activities (e.g. preparing resource inventories). However we have deliberately widened the parameters of iwi planning beyond the confines of the RMA and natural resource management. If FWIMPs and indeed IMPs are to be consistent with tangata whenua aspirations it is essential that they integrate social, economic, cultural and environmental aspirations. Rather than promoting a plethora of plans, our contention is that the next iteration of iwi plans needs to be integrative. In the absence of such an advancement in iwi planning, the risk is that iwi resource management will be divorced from iwi development aspirations. Of greater concern, and another interpretation of this scenario would be that iwi, while limiting their planning to an RMA and natural resource focus could be complicit in advancing a commercial / customary (non-commercial) divide that has emerged within the fisheries sector. We believe the process we propose helps to minimise this risk.

8. Conclusion

This discussion paper had its origins in the iwi forums where there appeared to be almost a confrontational relationship between iwi resource management and iwi economic interests. An “us” and “them” atmosphere appeared to be evolving. This was accompanied by a perceived growing ecological / protectionist ethos when replying to resource consents or initiatives to use and develop natural resources. If unchecked this ethos could severely undermine iwi development aspirations, and without an economic base, potentially the future of the iwi itself.

An examination of iwi plans and a review of secondary sources confirmed the focus of IMPs on natural resource management and an underlying assumption that development would be by “others”. Separating iwi environmental interest from their economic development aspirations seems to be contrary to the concept of customary use and to the stated aims of tangata whenua for holistic integrated management.

This paper therefore proposes an nine step process to do things differently. It is simply a discussion piece to get the discussion – and no doubt the debate – started.

However, it is proffered in the belief that iwi aspirations, if they are to be realised, are dependent on iwi economic development and iwi resource management progressing in tandem.

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