

Analysing processes of inclusion and use of natural hazard information in iwi and hapū management plans: case studies from the Bay of Plenty

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ABSTRACT

This report provides case studies of iwi and hapū management plan's (IHMPs) inclusion of natural hazard information in the Bay of Plenty region. by addressing the relationship between IHMPs, council policies and actions, and the accessibility of science knowledge to inform IHMPs. This report consists of three components, the first provides an outline of the research methodologies, kaupapa Māori research principles, project design, participants and research questions (section two). The second, (section three) summarises the key research findings from an iwi/hapū perspective, council perspective and consultant perspective. Based on those findings, the final section of this report provides recommendations on how iwi/hapū and council relationships can be enhanced in the development and implementation of IHMPs to both better incorporate natural hazards information; and ensure that IHMPs are useful, usable and used by all parties.

KEYWORDS

Iwi Hapū management plans; Iwi; Bay of Plenty; Councils; Resource Management Act 1991 (RMA); Planning consultants; Planning; Policy

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1.0 INTRODUCTION

This report forms 'Part 3a' of a four-stage research programme investigating the role of iwi and hapū management plans (IHMPs) in natural hazard management (see Figure 1.1). IHMPs have the potential to provide a valuable strategic tool for natural hazard management. However, although they are legislative documents under the Resource Management Act 1991 (see Saunders, 2017), their potential influence and role is uncertain.

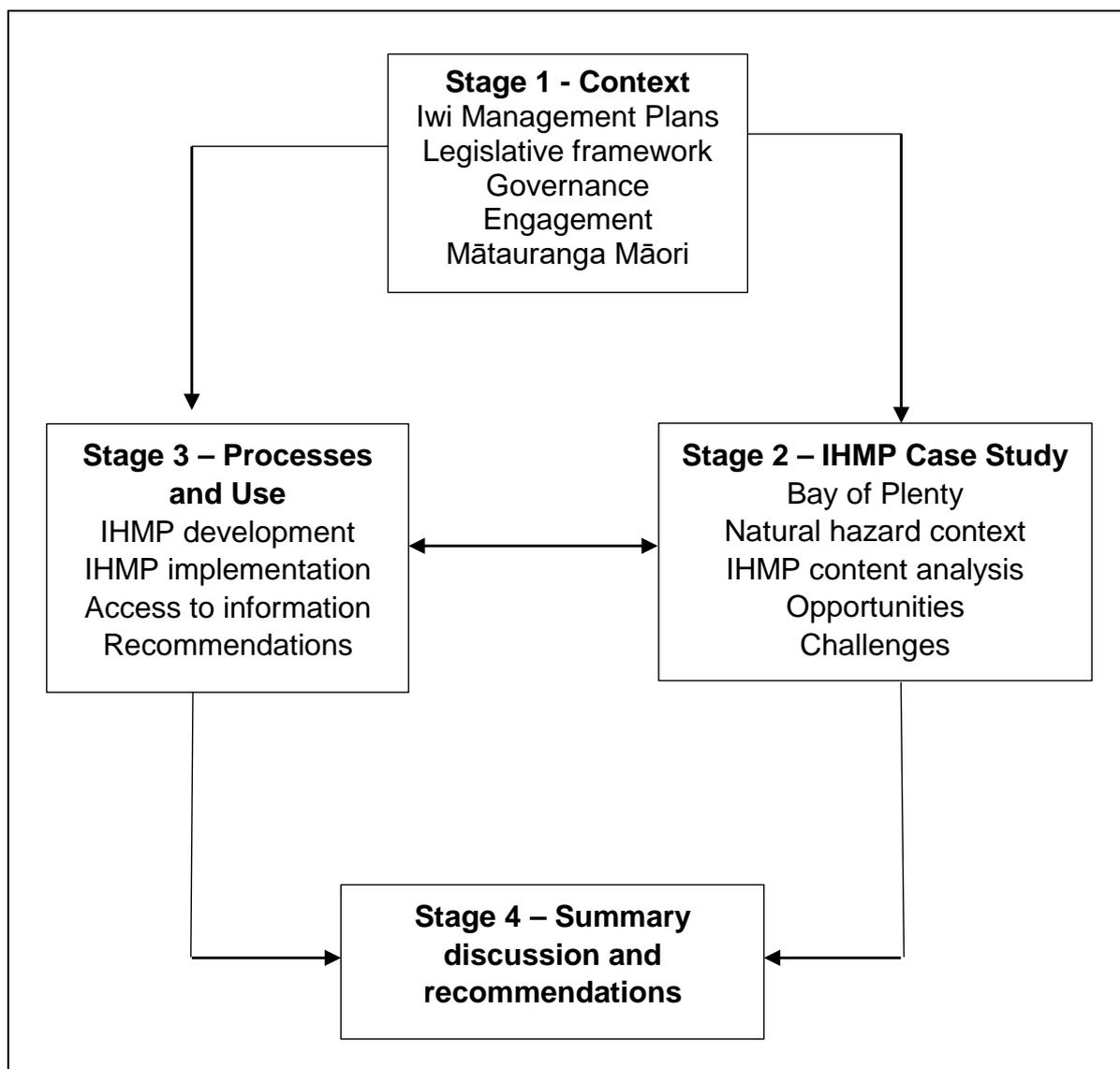


Figure 1.1 Research programme investigating the role of IHMPs in natural hazard management.

Funded through the National Science Challenge “Resilience to Nature’s Challenges” Mātauranga Māori research theme, Stage 3 of the research project builds on the Stage 2 case study of IHMPs in the Bay of Plenty region. The objective of Stage 3 is to verify the findings of Stage 2, by: exploring the relationship between IHMPs, council policies and actions, and the accessibility of science knowledge. Stage 3 has been divided into two parts. Stage 3a (this report) explores the relationship between iwi and hapū and regional and district councils in the development and implementation of IHMPs, while Stage 3b explores the potential for IHMPs to inform science direction, and how science outputs are aligned with IHMPs.

The Stage 1 report (Saunders, 2017) provides the context for the subsequent stages and outlines what IHMPs are; their legislative context; how IHMPs contribute to co-governance and co-management arrangements; the role of HMPs as an engagement tool; and the inclusion of Mātauranga Māori in IHMPs.

The Stage 2 report (Saunders 2018) assessed IHMPs in the Bay of Plenty region for their natural hazard provisions and provided case studies of four IHMPs that included natural hazards and/or climate change provisions. It also outlined how councils within the Bay of Plenty acknowledge IHMPs within their plans.

From the findings of the previous stages, Stage 4 will test the hypothesis of an alternative planning framework that links Mātauranga Māori, IHMPs, science, and council responsibilities. It will present final recommendations made in the previous stages, including a recommended way forward for future research to improve and encourage the role of IHMPs in disaster risk reduction.

1.1 Outline of Report

The report begins by providing an outline of the research methodologies, kaupapa Māori research principles, the project design, participants involved and research questions that formed. Section 3 summarises the key research findings from both iwi/hapū and council perspective. Based on those findings, the final section of this report provides recommendations on how iwi/hapū and council relationships can be enhanced in the development and implementation of IHMPs to both better incorporate natural hazard and risk information; and ensure that IHMPs are useful, usable and used by all parties.

2.0 METHODOLOGY AND RESEARCH DESIGN

The objective of this research stage was to verify the findings of the Stage 2 report (Saunders, 2018), and gain a deeper understanding of the relationships and process undertaken by iwi/hapū and councils in the development and implementation of IHMPs. Further insight was obtained through a series of interviews with iwi/hapū representatives and the IHMP writers who had incorporated natural hazard information into their IHMPs, as well as with key representatives from councils within the Bay of Plenty.

2.1 Research Underpinned by Kaupapa Māori Principles

This research was designed and led by Māori researchers, and follows a kaupapa Māori framework. A cultural advisor with strong connections throughout the Bay of Plenty region accompanied the research team to ensure that cultural protocols were appropriately followed while engaging with iwi and hapū. This position was fully funded by the project, highly valued by the researchers, and resulted in a good start to building (and on-going) positive relations with the iwi and hapū involved in the project. Additionally, iwi and hapū participants have been regularly updated and given opportunities to review throughout the process of this research through a member checking process.

In 2018, the Social Science team at GNS Science developed a set of kaupapa principles to guide research as part of their Vision Mātauranga Strategy and Action Plan (Carter, 2018). This included the over-arching Māori principles of *tika* (upright, just, fair), *pono* (genuine, sincere) and *aroha* (caring, compassionate), all of which have been applied to this research. In addition to this, the researchers agreed upon some specific kaupapa to help guide engagement and hui with iwi and hapū. These principles comprise: whakawhanaungatanga, tino rangatiratanga and kia tūpoto as described below.

Whakawhanaungatanga

This principle asserts the value of building trusting and enduring relationships (Moorfield, 2019). Engaging with iwi and hapū for the purposes of this project is a first step for building an enduring and active relationship. In doing so, it is important that the appropriate tikanga and protocols were followed for hui including koha and karakia and that there was an emphasis on kanohi ki te kanohi (face-to-face, in person engagement). To ensure this, the Māori researchers were accompanied by a Māori cultural advisor with links into the community to help bridge engagement.

Tino Rangatiratanga

This principle asserts the importance of sovereignty and autonomy as Māori. The autonomy and rights of participants will be respected throughout all aspects of the research process (Moorfield, 2019). Hui were treated as an opportunity to raise and support the mana of everyone involved. The principles of Te Tiriti o Waitangi, under which iwi and hapū are partners as opposed to just participants, were upheld.

Kia Tūpoto

This kaupapa asserts that the researchers will take care, be cautious and be vigilant in conducting research that adheres to institutional and Māori ethical research principles. As

such, all research components underwent ethical peer review¹. A cultural advisor connected to the iwi and hapū was present at all hui to ensure the research was conducted in good faith. Draft versions of the reports have been circulated for review by participants to ensure that participants views were captured in an appropriate manner.

2.1.1 Project Design

The project team devised a logic map to guide the duration of the research process and ensure that there were clear links between the project goals, inputs, activities and outcomes (see Figure 2.1 below).

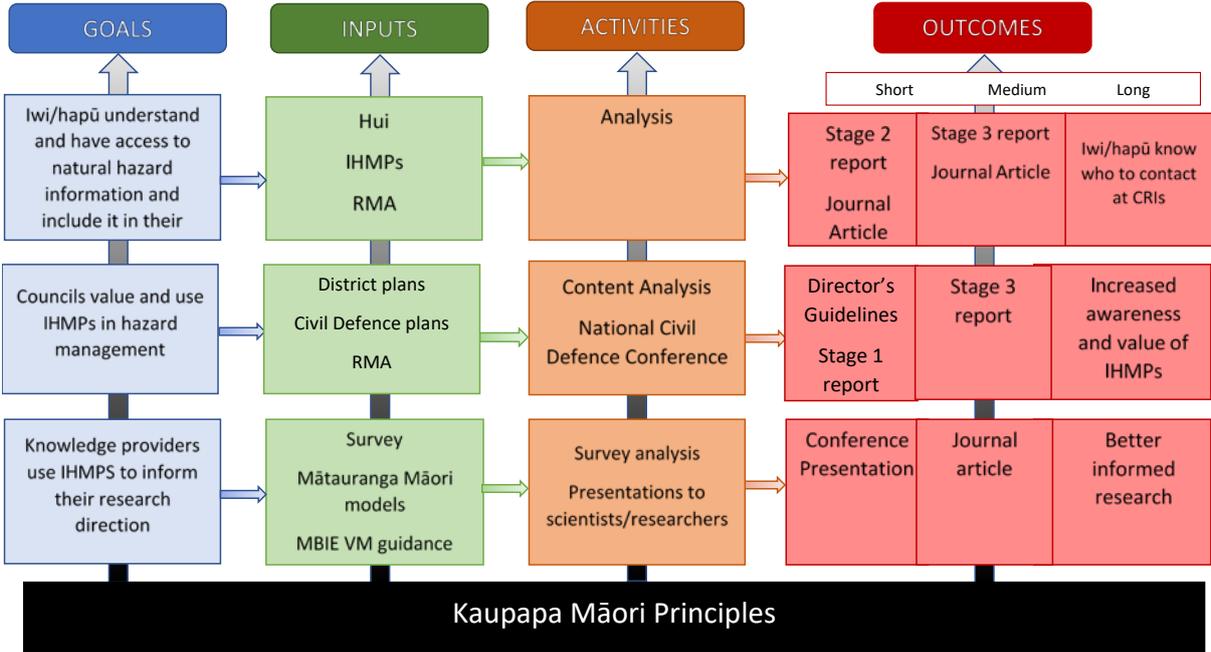


Figure 2.1 Project plan.

The researchers designed an additional visual metaphorical representation of the project in the form of “waka rangahau” or research waka. The project itself is the hiwi (or hull) of the waka. It is underpinned by a taurapa (stern) representing our research Kaupapa. Using the three paddles of “inputs”, activities” and “goals”, the waka rangahau is driven forward by our tauihu (prow) in the form of our project outcomes (see Figure 2.2).

¹ Peer review was conducted internally through GNS Science’s human ethics screening.

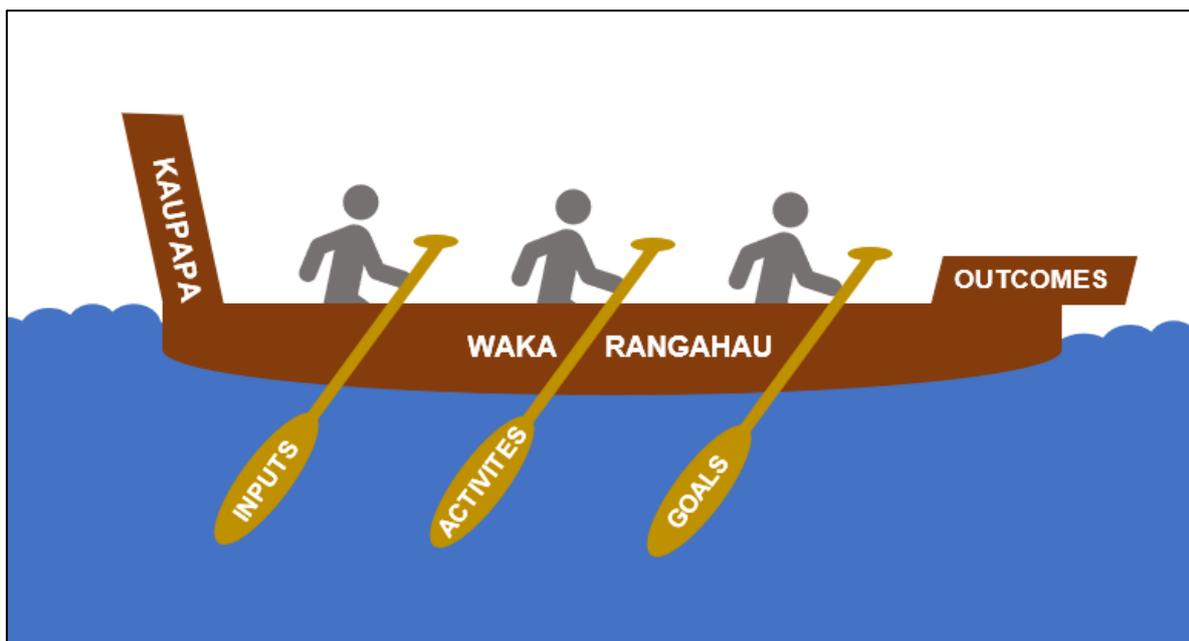


Figure 2.2 Waka Rangahau (research waka) example.

2.1.2 Interview and Hui Structure

Fourteen semi-formal interviews/hui were undertaken, with open-ended prompting questions that were adjusted depending on the participant group (iwi/hapū, district council, plan writer, emergency managers, etc). Hui/interviews were typically between one and one and a half hours. Written notes were taken during the interviews, and hui/interviews were recorded with the permission of all those present. The recorded interviews were not transcribed; rather, they were used to verify the notes taken and to enable quotes to be used in this report. A low risk ethics approval was applied for and granted for this research.

2.1.3 Iwi and Hapū

Iwi and hapū were selected based on the findings of the Stage 2 report (Saunders, 2018). That report identified four IHMPs as having included natural hazards explicitly and effectively. As a result, it was imperative that hui/interviews were conducted in order to better understand the decision-making and writing process. A hui request was sent out, with the support of our cultural advisor, to representatives from Raukawa, Ngāti Rangiwewehi, Ngāti Rangitahi, and Matakana and Rangiwaea Islands hapū. All iwi and hapū agreed to participate in hui/interviews with the research team.

Questions were adapted to the content and context of each IHMP, but, to allow comparison, were generally based on the following:

- What was the process for the development of the IHMP?
- How was the structure developed?
- Did you have any guidance to follow e.g. from a council?
- Did you receive funding for the development of the IHMP? If so, where from?
- What is the philosophy behind the format? E.g. useful to both iwi and councils?
- How it has been accepted and implemented by councils? Examples?
- Where did you get your natural hazard/climate change information from?

- What science needs do you have to implement the natural hazard section of the plan?
- Have you found it a useful tool for managing natural hazards?
- How would you like to receive/share natural hazard information?
- Are there any other opportunities you see for the plan to be used?

2.1.4 Councils

Interviews were requested through key informants within South Waikato District, Rotorua District, Western Bay of Plenty District, Tauranga City, Whakatāne District, Ōpotoki District, Bay of Plenty Regional and Waikato Regional Councils.

Policy and consent planners, Māori advisors and emergency management staff were invited to participate. Questions were adapted depending on responses to whether they used IHMPs or not. Standard questions were:

- Are you aware of the IHMPs?
- How / when does the council use the plan? Examples?
- How have you found it to use?
- How have you found the format and content of the IHMPs?
- Do you provide any funding for the development of IHMPs?
- Are IHMPs a useful tool for managing natural hazards?
- Do you have much contact with iwi/hapū regarding their IHMPs?

2.1.5 Consultant Plan Writers

In addition to iwi and hapū, two consultants who have supported the development of a number of IHMPs in the Bay of Plenty region were interviewed in order to gain a more generalised understanding of the writing and decision-making processes, but it is acknowledged the sample is by no means representative. Standard questions were:

- What is your experience of writing IHMPs?
- Where did you go to get information about natural hazards?
- What challenges (if any) did you encounter trying to access natural hazard information?
- What is your experience in applying/implementing IHMPs?
- Do you think IHMPs are a useful tool for managing natural hazards?
- How do you see iwi valuing IHMPs?
- How do you see councils valuing IHMPs?
- What challenges do councils (and others) face in implementing IHMPs?
- What opportunities do councils (and others) have to implement IHMPs?

3.0 FINDINGS & DISCUSSION

The section below summarises the key findings from the hui/ interviews with iwi representatives, council staff and consultant plan writers.

3.1 Iwi

All iwi and hapū participants saw the value of their IHMPs and provided a variety of recommendations to ensure that the plans would be useful, usable and used for both iwi/hapū and the councils. Where direct quotes are included, the specific iwi is not acknowledged to align with human research ethical standards.

3.1.1 Difference between Iwi and Hapū Management Plans

Under the Resource Management Act 1991, when preparing plans and policy statements, and when considering applications, councils must take into account any relevant planning document recognised by an iwi authority (e.g. s61(2A)(a); s66(2A)(a); s74(2A), s104(1)(c)); this could mean either a plan by an iwi or hapū. As one of the representatives explained:

There is a difference between iwi and hapū. Iwi provide a forum to engage, with triggers to engage with hapū. But iwi should not make decisions on behalf of hapū. A hapū-centric approach is needed as hapū know the environment and area the best, iwi are too over-arching and shouldn't be making decisions on behalf of hapū.

This distinction is important, as this Bay of Plenty research has found IHMPs are predominantly iwi based. Yet depending on how the IHMPs are developed (usually in full consultation with hapū), there may be an incorrect assumption that an iwi management plan represents the issues, priorities and actions of specific hapū. This reiterates the importance of recognising that IHMPs do not replace engagement with iwi or hapū; rather, they are a first step in the engagement process. There is an opportunity for future research to further investigate the challenges, opportunities and benefits for hapū to develop their own plans.

3.1.2 Development of IHMPs

IHMPs were either developed by representatives of the iwi or hapū, or by consultants who were Māori and very familiar with how they can be used within councils. It was mentioned various times that a planner had led the drafting, which is reflected in the second generation IHMPs that, as observed in some first generation IHMPs, are written in a 'planning' format.

The process through which an IHMP is developed is often dependent on where the iwi was in the Treaty settlement process. For example:

The IMP was very externally focused due to the context [our iwi] were in. The IMP was written following the Land Court processes and the iwi had not yet completed their Treaty Settlement. Due to this, the IMP was largely treated as an external consultation/engagement document providing guidance as an iwi dealing with external requests. The next iteration probably needs to be more internally focused as a reflection that we are now in a post-Treaty settlement context. After we completed the document I had a moment- oh my goodness- where's the foreshore? It's missing in our IMP! The IMP is in many ways, a reflection of the journey of our iwi.

For some iwi, getting through the Treaty Settlement process is a priority, and they do not have the resources (e.g. time, money, capacity, or capability) to develop an iwi management plan until their claim has been settled.

Many plans outline the consultation process that was undertaken to ensure iwi and hapū views were taken into account when developing the plan (e.g. the recently released Ngā Potiki Environmental Plan). In some cases, the development of the IHMP has led to a common vision within the iwi, which may not have been so apparent before drafting it.

3.1.3 How IHMPs are Valued as Statutory Planning Documents under the RMA

IHMPs are highly valued by the iwi themselves, with representatives from two different iwi explaining how their IHMP is the “bible” for their iwi – it keeps them focused on priorities, the future they are looking for, and provides a common narrative for their iwi to agree upon and follow. For example:

[Our people] see value in IHMPs for themselves — a bible which they can put in the middle of people to change their ways i.e. change activities, so they are in line with the IHMP. It is both an external and internal document. Asked the question of the people – what are our rules for development? Why don't we live in the forestry block? We need to explain that mātauranga. From the start to now, we see the real value in [iwi/hapū] management plans going forward. Not only for council bodies but also for ourselves. I guess it's like a bible that we put in the middle of our people...

Some found their IHMP useful as an internal focusing document — “I quote it back to our Board of Trustees all the time — look it is in the book — you all signed off on it”. However, the value of IHMPs may not be understood by iwi members, as indicated by the following two quotes from different representatives.

You have people who are fully tino rangatiratanga and “ooh, why should we do that” but then you have the next generation that are quite open-minded, they're more understanding and a lot more collective than we were in terms of working with their generation and all those things. So, our focus was on them moving forward... It's all about moving forward.

A participant ... suggested that she isn't actually sure that her own people understand this document, what is in it and what its value is. The fact that it is a statutory document is lost. However, the writers of the plan did receive a huge amount of input from the iwi through wānanga — the IMP covered issues that they were hugely passionate about.

Plans are valued by iwi not only by themselves but have more value if iwi can see they are being used in a meaningful way by iwi members and councils. Some iwi use their plans to underpin planning submissions (e.g. Rangitihī); however, if councils are not taking the opportunities to use them in their planning, then they are of little value to the iwi. For example, Matakana hapū have not seen their plan acknowledged in policy decisions. Capability within councils was identified as an issue which may lead to IHMPs not being used to their fullest potential, as articulated by a representative that:

Once ratified by council, the staff are not understanding the plans.

This is disappointing considering the effort that Western Bay of Plenty District and Tauranga City councils appear to be making to raise the profile and use of IHMPs (see section 3.2.3 for more discussion). A way of overcoming this capability deficit was raised within an emergency management context:

Having a Māori staff member to join the council emergency management team would be great, as currently there is not representation of Māori in emergency management decision making.

3.1.4 Funding of IHMPs

Iwi and hapū can apply for financial and technical support through the Bay of Plenty Regional Council (BOPRC) to develop a new IHMP, or update, review or renew an existing IHMP (Bay of Plenty Regional Council, n.d.). Formal policies and procedures have been developed by the Māori Policy Section of BOPRC, to provide clear expectations of the funding arrangements, including the application process, assessment of application, funding arrangements, consultation requirements, staff assistance, lodgement requirements, and acknowledgement of IHMPs (Bay of Plenty Regional Council, 2011). The funded value awarded depends on BOPRC's Annual Plan allocation. Further details are provided in Section 3.2.1.

3.1.5 Access to Natural Hazard Information for IHMPs

We were interested in understanding where iwi/hapū accessed their natural hazard information from. Only four IHMPs included sections on natural hazards and/or climate change, so it needs to be understood if this lack of natural hazard information within plans was due to challenges associated with accessing information. For the Matakana plan, it was noted that information was sourced from:

... Google, regional council, existing relationships, family connections.

In addition, it was noted that increased awareness of some natural hazards has prompted further thinking. For example, the Matakana representative noted that:

Coastal hazards are a new issue for our hapū, triggered by international events (i.e. tsunami). They need spatial planning, tsunami evacuation response plans/warning systems. There are no tsunami inundation maps for the island [Matakana].

This is reinforced by what is included in their IHMP, it explicitly identified the need for a tsunami warning system for Matakana Island. However, other options for tsunami risk reduction also need to be discussed with hapū. A warning system only forms part of a wider tsunami risk reduction plan or initiatives that need to be developed – for example, tsunami evacuation maps, community response plans, and recovery plans all need to be considered when designing an end to end warning system. There is an opportunity for the emergency management office to work with the Matakana Islanders to progress this concern, as highlighted in their hapū management plan.

Other iwi found research providers useful to gain information from, for example:

Information was extremely easy to get from GNS compared to the council. We felt like kids in a candy store with access to all this information.

From the lack of natural hazard information overall in IHMPs, it can be assumed that more needs to be done to make information accessible and in a form that is useful for iwi and hapū. This includes project-based research findings as well as programme-based research. This is the focus of the Stage 3b report, where more in-depth discussion and analysis will be presented and the knowledge provider/iwi/hapū interface.

3.2 Councils

The perceived value of IHMPs amongst councils is mixed, ranging from no knowledge of IHMPs, to a very clear understanding of their value and potential to the incorporation of a training session on IHMPs into staff inductions.

3.2.1 Funding of IHMPs by Councils

Local authorities often make a budgetary commitment to assist iwi/hapū participation in policy statement, plan-making and resource consent processes. This may involve for example funding or part-funding a planner to work with iwi/hapū, providing training, office space or financial support (Ministry for the Environment, 2018).

According to Ministry for the Environment’s (MFE) 2016/17 report on Māori participation (Ministry for the Environment, 2018), after a period of reduced funding (2015/16), funding then increased by 10% across local authorities for iwi/hapū participation in policy statement and plan making processes. While this increase is noted, it is still 12% below the 2014/15 budgetary commitments. In addition, there has been a 9% reduction in funding by local authorities for assisting iwi/hapū to be involved in resource consent processes. This data is presented in Table 3.1; while not specific to IHMPs, it does provide an indication of budgetary commitment by councils to iwi/hapū participation.

Table 3.1 Local authority budgetary commitment to assist iwi/hapū (Ministry for the Environment, 2018).

| | 2014/15 | 2015/16 | 2016/17 |
|--|---------|---------|---------|
| Local authorities that had a budgetary commitment to assist iwi/hapū participation in policy statement and plan-making process | 58% | 36% | 46% |
| Local authorities that had a budgetary commitment to assist iwi/hapū participation in resource consent processes | 42% | 36% | 27% |

In addition to BOPRC funding, some territorial authorities also provide funding, although these funding opportunities were not mentioned by the iwi representatives. Tauranga City Council has funding for IHMPs. In 2014/2015, \$30k was allocated for the development of IHMPs. The purpose of the fund is to:

- Assist in developing Council’s relationship with iwi/hapū;
- Build capacity and empower iwi/hapū- to become more proactive particularly in dealing with resource management issues;
- Provide the opportunity to share knowledge and have up to date information; and
- Record iwi/hapū aspirations and position on issues affecting them, in particular land use issues e.g. Papakainga development and Cultural Heritage sites (Tauranga City Council, 2014, p2).

A guideline was produced and includes information on eligibility; council application priorities; assessment process; funding process; and some additional information (i.e. the difference between iwi/hapū protocol agreements and management plans).

A guideline was produced and includes information on eligibility; council application priorities; assessment process; funding process; and some additional information (i.e. the difference between iwi/hapū protocol agreements and management plans).

Similarly, Western Bay of Plenty District Council has funding available to allow IHMPs to be developed, reviewed or updated. However, the exact amount available is not specified. Criteria is provided in the publication “Information on Hapū/Iwi Management Plans: He korero whakamōhio mō ngā Mahere Rautaki ā-Hapū ā-Iwi hoki”. This publication also includes information on the council preference for content; application process; assessment process; lodging of plans; and acknowledgement and taking into account the plans (Western Bay of Plenty District Council, 2014).

3.2.2 Use of IHMPs within Councils

There is a very clear inconsistency in the way councils within the Bay of Plenty region use IHMPs. In one council, the staff were aware of IHMPs, but the participants interviewed had either not looked at them in the last year, or not at all — even if there was an opportunity to do so (i.e. processing consents, plan development). For another council, the relevant IHMP was dated and no longer relevant; it was easier to “walk across the road” and talk directly to the iwi representatives, rather than require the under-resourced iwi and council to develop an IHMP.

Where IHMPs were written by planners for planners, council staff found them easier to use, as they could be aligned with the planning framework. However, there was still some uncertainty about the best way to use the plans, how to interpret them, and when to use them. The more recent IHMPs were more useful for informing policy and consent decisions, as they had specific policies that could be aligned with council policies.

A publication by the Western Bay of Plenty District Council was provided by a participant at the interview, in which there is a section on acknowledging and taking into account IHMPs. It states (Western Bay of Plenty District Council, 2014, p10):

Each completed plan will be presented to Council via one of the lodgement options identified above. Once lodged with Council the Plan will be distributed internally to Group Managers and relevant staff.

Council will engage with hapū/iwi through workshop/s to identify how Council will ‘take into account’ the Plan. The result of the workshop/s may include specific methods for giving effect to the Plan, such methods may include informing Council’s work programmes, Annual Plans or Long-Term Plan process, or requiring a plan change or the development of relationship protocols.

In addition, IHMPs are referred to in the joint Western Bay of Plenty District Council (WBOPDC)/Partnership Forum’s 2016 publication “Te Ara Mua”. This publication has been developed to (Partnership Forums & Western Bay of Plenty District Council, 2016, p3):

... provide the means by which the Partnership Forums will achieve their objectives. This plan provides Ngā Whetu — a framework for identifying issues of significance for Māori in line with Treaty of Waitangi principles that have been adopted by Council and the clear statutory obligations Council has to Māori. The plan also outlines Ngā Kaihoe, an annual work programme for the Partnership Forums to drive actions that address issues of significance. The aim is to assist Māori to form effective partnerships with Council so that issues of significance,

capacity building opportunities and Treaty issues that have been identified, are addressed in the decisions Council makes.

An outcome of this is that IHMPs are mentioned four times as a key way to meet desired outcomes through a work programme, as summarised in Table 3.2.

Table 3.2 IHMPs as a key resource for meeting Partnership Forums/WBOPDC work programme outcomes (emphasis added).

| Treaty Principle | Desired Outcomes | Action |
|--|--|---|
| Tino rangatiratanga and kawanatanga — Enhanced leadership and meaningful participation | Tangata Whenua are involved in planning processes. Tangata Whenua are involved in resource consent processes. | <ul style="list-style-type: none"> • Council take account of Iwi and Hapū management plans in the development of new plans. • Council review the way in which Hapū and Iwi management plans are funded, emphasising the need for those Hapū and Iwi to reflect their tikanga within those documents. • Consider a protocols/relationship document with Hapū and Iwi. • Seek Partnership Forum advice on how to engage Hapū and Iwi in the development of plans • Engage with Hapū and Iwi in the development of plans. |
| Ōritetanga and kaitiakitanga — Our future is sustainable and secure | Improved Tangata Whenua participation in Resource Management processes | Support Hapū and Iwi to map cultural heritage sites and sites of significance within Hapū and Iwi management plans. |
| | Support kaitiakitanga obligations to the environment having due regard to the importance of land and water resources | Take account of Hapū and Iwi management plans in relation to their kaitiaki role for the environment. |

While IHMPs can inform planning decision making, their influence can also extend beyond the RMA requirements and into other areas, such as CDEM. During the interview process with Bay of Plenty Civil Defence Emergency Management (CDEM) staff, it became apparent that they had just realised the potential of IHMPs to inform their activities, for example:

... if [iwi/hapū] are saying they are interested in tsunami then maybe we could tie in one of those community events with them ... how it works at the moment is we'll sit down and say we have eight community events we can do this year, this is what we've done, where do they want us to go? ... it could be better informed by IMPs.

This emphasises the value these plans can provide for councils, across many departments and functions.

3.2.3 Tauranga City Council and Western Bay of Plenty District Council Joint Approach

It was raised at both interviews with Western Bay of Plenty District and Tauranga City councils that they have partnered together to resource the understanding and use of IHMPs. As part of

this arrangement, a report was commissioned in 2017 called “Effective use of recognition of iwi and hapū management plans” (Conroy & Donald Consultants Ltd, 2017), which found that:

A lot of time, energy and resourcing goes into developing IMP’s. They are a source of pride for iwi and hapū and as such, should be afforded the mana and legislative weight that comes with these documents. There are expectations that IMP’s will be valued and recognised to influence better outcomes for, and foster better relationships between, Council and iwi/hapū (pi).

This statement is verified by the findings of this report. In addition, the Conroy & Donald Consultants (2017) report identified three key barriers to the effective use of IHMPs, being (pii):

- Clarity and structure of IHMPs — Council staff cannot use a plan effectively if they don’t understand the content or know where to find information. They also need to have contact with IHMP writers to understand the intent of the IHMP – at a high level – and implications, specifically, for their work.
- Awareness and accessibility of IHMPs — Council staff cannot use an IHMP effectively if they don’t know that they exist; know where to find them or know that they should be using them.
- Ownership and Monitoring of IHMPs – A coordinated approach is needed to actively monitor and report on council progress in relation to relevant IMP actions.

The associated recommendations are based around three desired outcomes and 10 actions, presented in Table 3.3 (Conroy & Donald Consultants Ltd, 2017, pii).

Table 3.3 Outcome and action-based recommendations for TCC and WBOPDC to improve the implementation of IMPs in council projects, processes and decisions.

| Outcome 1 | | Outcome 2 | | Outcome 3 | |
|--|---|---|---|--|--|
| Effective IMPs are developed that meet the needs of iwi/hapū and are clear, directive and easy to understand for Plan users | | Council staff (at all levels) are clear on the implications of newly lodged IMPs | | Council can demonstrate that IMPs are valued and recognised within resource management plans, processes and decisions | |
| Action 1 | Identify the key components of an effective IMP | Action 5 | Have a clear process for lodgement | Action 8 | Tracking and implementation of IMPs |
| Action 2 | Provide clear information about IMPs for iwi and hapū | Action 6 | Ensure that staff are aware of, and can access all IMPs | Action 9 | Management of IMPs |
| Action 3 | Provide clear and updated information about lodged IMPs | Action 7 | Ensure that all staff understand the implications of IMPs | Action 10 | Work with iwi and hapū regarding implementation and review of IMPs |
| Action 4 | Provide support and guidance to iwi/hapū plan writers | | | | |

The Councils should be highly commended for undertaking this review, and for the subsequent actions taken, e.g. training on IHMPs is conducted at Tauranga City Council as part of staff inductions.

While the Conroy & Donald Consultants (2017) report and its recommendations are for the two councils involved, the outcome and action-based recommendations could be applicable to other councils around New Zealand.

3.3 Insights from Consultants

As a component of our research project, the research team interviewed two consultants who have been involved in writing a number of IHMPs in the Bay of Plenty region. Consultants are commonly used by iwi and hapū to assist in the drafting of IHMPs as in some cases, iwi and hapū lack the internal capacity that would be required in order to get the plan written. Both consultants had experience working within council and planning and policy realms as well as working for iwi and hapū. Their perspectives are unique as they are situated at the boundary of planning and policy, and Te Ao Māori:

It's much easier now as you often have people coming from a planning background preparing plans, whereas when they were first written, they were written by people from education and health and social services areas. A little bit later they would second someone so the plans were written on their behalf, so they often read like a council document, but they didn't have the essence and now they are being written by Māori practitioners... It's sort of a good middle ground. They may get even more specialist as we move forward.

From a consultant position, the value of IHMPs for iwi and councils has grown over the last 5–10 years. Previously they were primarily seen as documents written just for councils; now they are additionally seen as internal focusing documents for iwi and hapū:

It's wider than just plan changes- there's an element- [IHMPs] are so valuable to guide your engagement with iwi- if you wanted to engage with iwi, the first place you'd go to is the plan- to find out who they are and what's important to them. It's essential. There's amazing information that comes in these plans... it's a way to be more proactive to things coming along. They have a common vision.

One interviewee suggested that the value for iwi was dependent on several factors including the level of internal capacity iwi and hapū have for writing plans:

The world is a better place now that there are IMPs, they're really helpful, especially the more recent ones. There's a large growing body of these. They really articulate the views of the iwi, that's really helpful. Especially going into meetings, you always have someone saying, "have you read the iwi management plan? — yes we have". Oh ok, that just saved half an hour of the meeting and we're addressing each of the relevant areas in the document.

Interviewees also reported variance in the level to which councils value and use IHMPs:

I think every council is different depending who they have on board and their experience- the amount of time and understanding as well as their relationship with iwi. You can have all of the IMPs you like but if the relationship isn't good, nothing's going to happen.

Interviewees reported that getting hold of natural hazard information could be challenging at times. Primarily, this information was obtained through councils and existing networks. The local relevance of hazard information was an important concern identified by the interviewees:

Some of the challenges include mapping information, of knowing what climate change and hazards mean to this particular rohe, what's the local relevance? It took a bit of hunting around trying to piece together a narrative.

It was also suggested that iwi and hapū could use information on natural hazards to create an entirely separate and comprehensive disaster response plan:

Hazards are unique, in an IMP it would be about building resilience, being restrictive about where people can build and where to avoid. Often in an IMP you're trying to be enabling...so this is a bit contradictory sometimes. In an ideal world you would have separate plans for a specialist issues, natural hazards sit in this box, ideally, you'd have an iwi policy or response to natural hazards as a complete issue rather than just a section in the plan, it could be an entirely new document.

The consultants interviewed identified several challenges for councils in implementing IHMPs. Firstly, accessibility — not all council websites are up to date, some IHMPs that have been lodged are yet to appear on the website. This can have important flow on effects if people are unknowingly picking up and using old or draft versions of IHMPs with missing sections.

What's being said in the iwi management plan is actually being contradicted by representatives of the people depending on the priorities of the day... it's tricky because on one hand we're doing quite in-depth analysis of the plans because they're so relevant to what we're doing and the resources that are being considered. But these priorities are often being contradicted so we're having to say, "well in the plan it says this, is that what you mean? Or are you meaning something else?" Or there's just gaps.

Additionally, there was a challenge identified for consultants, researchers or anyone who wants to access IHMPs:

Accessibility... Some of the councils hold iwi and hapū management plans but they're not necessarily up to date. I know of quite a few that are missing [online] that I know have been lodged with council. And I could assume that if you were a consultant you'd use that website to source the plans. There are a few examples of draft plans being up instead of the most up to date version, there's a few that are missing sections.

The consultants identified several opportunities for increasing the use and value IHMPs. Some of these opportunities are already identified within the IHMPs, namely laying out what councils could do to support iwi members:

We include a lot of stuff around the kind of support that councils could be providing — training, workshops, funding, to help building understanding at the level of what councils do.

The interviews conducted with the consultants provided important insight into the writing and implementation of IHMPs. Particularly of value were the recommended actions for councils to improve the visibility and accessibility of IHMPs. By including key information for how iwi and hapū envision the councils' role for supporting better uptake of plans within IHMPs, iwi and hapū are able to clearly set out their expectations for councils to guide what action might be taken.

In regard to obtaining natural hazard information, it is important to note that councils and personal networks are the mechanism through which information is obtained for plan writing. Engaging with plan writers may provide an additional mechanism for sharing up to date and best practice natural hazard, risk and resilience research and information with iwi and hapū.

4.0 RECOMMENDATIONS

This section provides recommendations to improve the knowledge and use of IHMPs for councils, nationally, and for researchers. No recommendations have been made specific to iwi or hapū, as IHMPs are their plans; they have autonomy over how the plans are developed, their content, and structure. These recommendations are based on findings from the Bay of Plenty region only and may not be appropriate in all contexts.

4.1 Councils

The following recommendations for councils are generalised; they do not take into account the context of the relationship a council may have with their iwi and hapū, or their resources to act on these recommendations. Notwithstanding this, the following recommendations are made for councils:

- IHMPs should be included in the orientation of new staff in councils;
- Include relevant IHMPs (and their current status) on their webpage (e.g. Tauranga City: <https://www.tauranga.govt.nz/community/tangata-whenua/resource-management-processes/iwi-hapu-resource-management-plans>, and include a link to iwi and hapū contact details);
- Provide a 'hot desk' for an iwi/hapū representatives to support the drafting of IHMPs, and to support council in implementing IHMPs, both within planning and policy, and emergency management;
- Align long term financial planning with iwi priorities and challenges identified in IHMPs;
- Ensure natural hazard information is shared with iwi, to help inform their plans;
- Ensure any council-led natural hazard planning / strategy is informed by iwi priorities and gaps, and is shared with iwi; and offer funding (or co-funding) and support for the development of IHMPs, thus empowering and enabling iwi to produce high quality IHMPs;
- Advise consent applicants to look at relevant IHMPs;
- Assess how an IHMP influences/informs a decision from the start of a process (i.e. policy development, consent decisions);
- Increase funding opportunities for iwi/hapū involvement in RMA processes;
- Councils should employ Māori staff in emergency management offices to work with communities and understand their needs – not just as a response partner but in all DRR planning;
- CDEM staff should refer to IHMPs to help identify priorities, gaps and challenges; and
- Councils should encourage and support iwi to include readiness, response, recovery, and reduction measures in their IHMPs;

4.2 National

Due to the limited scope of this research (i.e. Bay of Plenty region only), the following national recommendations are in response to the findings from Bay of Plenty, but are considered to require a national response:

- Include a session on IHMPs in New Zealand Planning Institute 'Making Good Decisions' programme for Commissioners (this would be a dedicated session that extends the learnings from Module 3, Module 4 and Appendix 4 (Maori Values supplement);

- Ministry for the Environment or Quality Planning should provide guidance on how to apply IHMPs;
- IHMPs should be included in the National Civil Defence Emergency Management Plan and associated strategic documents;
- IHMPs should be provided for in university planning programmes (in the form of an overview in undergraduate programmes, and specific lectures and assignments in master's programmes); and
- Ministry for the Environment, Local Government New Zealand, the Ministry of Civil Defence and Emergency Management, and other agencies should actively encourage and support councils to become aware, implement and value IHMPs by including them in guidelines and templates.

4.3 Further research

A national review of all IHMPs should be undertaken, based on the methodology outlined in this report. This should also include a review of how council policies and plans take into account IHMPs. The purpose of this national review would be to:

- Gain an understanding of how IHMPs are taken into account by council policies and plans;
- Provide a baseline data set for how IHMPs are taken into account by council policies and plans (so changes can be measured through time); and
- Improve the value, use and implementation of IHMPs.
- Extend this research on natural hazards, to disaster risk reduction including climate change adaptation; and
- Provide a baseline data set for how natural hazard and climate change are provided for in IHMPs (so changes can be measured through time).

5.0 CONCLUSION

IHMPs are statutory documents under the Resource Management Act 1991. While not mandatory for iwi or hapū to produce, they do provide a mechanism for Māori to have a voice within the complex planning system in Aotearoa-New Zealand. Critical to the development of IHMPs is funding; in the Bay of Plenty, BOPRC and some territorial authorities provide crucial funding to support the development of IHMPs.

This report has provided a snapshot into the challenges and opportunities for addressing natural hazards and climate change in IHMPs, and the relationship between IHMPs and council policies and actions. Due to the Bay of Plenty focus of the research, the findings are not necessarily applicable to all regions across New Zealand. However, they do provide an insight into issues, challenges and opportunities for the development and use of IHMPs.

The research design and findings are built on previous research (Saunders 2017, Saunders 2018), and involved hui with representatives from four iwi/hapū, eight councils, and two independent consultants, to further explore the challenges and opportunities of developing, and then implementing, policies and actions within IHMPs. It is important to note that IHMPs may not represent all iwi/hapū issues, priorities, or actions; they are a first step in the engagement process with iwi and hapū. Demonstrating that aspects of an IHMP have been taken into account for a project as well as providing intentions for further engagement going forward are both important factors for building good relationships.

The research found that IHMPs are highly valued by those iwi/hapū we spoke to, as they set out issues for them to collectively focus on, as well as a tool to influence and inform decision making within councils. While some councils are very proactive in their use of IHMPs, for other councils their use and perceived value could be increased. Challenges some councils face for using IHMPs include resourcing, staff turnover, and a lack of understanding of how IHMPs can be used; for some councils, existing relationships are more valuable than an outdated plan.

Further research is required at a national level to assess how natural hazards and climate change are incorporated into all IHMPs, and how IHMPs are taken into account by council policies and plans. This additional research would allow a baseline dataset to be collected to measure changes (i.e. improvements) in council policies and plans; and how natural hazard and climate change issues are being recognised with IHMPs.

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