AND

IN THE MATTER of a hearing by Independent Commissioners on behalf of Waikato District Council

of the

Waikato -Tainui Submission to the Proposed Waikato District Plan

Hearing 4 Tangata Whenua

STATEMENT OF EVIDENCE

PROVIDED BY

Gavin Rhys Donald

ON BEHALF OF

WAIKATO – TAINUI

AND ENDORSED BY SUBMITTERS

TURANGAWAEWAE MARAE TRUST BOARD AND JACKIE COLLIAR

1.0 Introduction

- 1.1 My name is Gavin Rhys Donald and I hold the position of Managing Director at GMD Consultants Limited. I have over 15 years' experience in the field of resource management and environmental planning. This experience has been gained in both council and consultancy settings, in both New Zealand and the United Kingdom.
- 1.2 Having represented Waikato-Tainui on different issues for nearly 10 years, I have significant experience with Waikato River legislation and in particular the Vision and Strategy for the Waikato River. This experience has been gained through assisting regional and district councils address the Vision and Strategy for the Waikato River through policy development and the review of resource consent applications.
- 1.3 I hold a Bachelor of Planning degree from the University of Auckland. I am also a full member of the New Zealand Planning Institute.

2.0 Expert Witness Code of Conduct

2.1 I can confirm I am familiar with the Code of Conduct for Expert Witnesses as set out in the Environment Court Practice Note 2014. I have read and agree to comply with the Code. Except where I state that I am relying upon the specified evidence or advice of another person, my evidence is within my area of expertise.

3. SCOPE OF EVIDENCE

- 3.1 This evidence is presented on behalf of Waikato-Tainui and supported by Turangawaewae Marae Trust Board and Jackie Colliar.
- 3.2 This evidence is provided to address the Tangata Whenua Chapter of the Proposed Waikato District Plan.
- 3.3 The process to which Waikato-Tainui have arrived at this point, in relation to this plan review process, has been a collaborative one.
- 3.4 Waikato-Tainui seek amendments to the Proposed Waikato District Plan. These amendments are sought to both improve usability of the proposed plan and to ensure the plan provides appropriate environmental protections, as sought by the Waikato-Tainui Environmental Plan, Tai Tumu, Tai Pari, Tai Ao.
- 3.5 The amendments sought by Waikato-Tainui on some occasions may be provided for in the S42A Reports for Hearing 1 (Introduction to the Waikato District Plan) and 2 (All of Plan). The ability to provide this evidence in a combined manner was provided for by the Hearings Panel, following a request from Waikato-Tainui.

3.6 My evidence brief covers:

- Waikato-Tainui areas of focus;
- Waikato-Tainui submission points that are attributed to Hearing 4 Tangata Whenua;
- The S42A as it applies to the Waikato-Tainui submission; and
- Submissions that Waikato-Tainui have further submitted to.

4.0 WAIKATO-TAINUI AREAS OF FOCUS

- 4.1 The Waikato-Tainui Submission to the Proposed Waikato District Plan was more allencompassing and detailed than the tribe had imagined. It became obvious at an early stage of drafting the submission that there were significant gaps, oversights and general confusion as to what was being proposed in the Waikato District Plan.
- 4.2 Waikato-Tainui, as a responsible Joint Management Agreement Partner, have been available to Waikato District Council to provide assistance and guidance on issues relating to iwi throughout the process. This offer remains and the hearings panel will see at topic hearings that Waikato-Tainui are not only identifying problems or issues but are seeking to provide a way forward through mutually beneficial solutions.
- 4.3 Whilst the submission was broad in nature, the rationale behind changes sought are focused on key aspects of the Proposed Waikato District Plan. These being the concerns around unplanned development and the associated effects on receiving environments, the treatment of Maaori freehold land, the lack of recognition and protection of the Waikato River Mana o Te Awa and the lack of recognition of iwi as kaitiaki and Mana Whakahaere.

5.0 WAIKATO-TAINUI SUBMISSION POINTS TO THE TANGATA WHENUA CHAPTER

- 5.1 The Waikato-Tainui submission to the Proposed Waikato District Plan sought to ensure that Tangata Whenua and Maatauranga Maaori values are wound through the plan (submission number 286.10). The submission also sought greater recognition and understanding of the Waikato-Tainui Environmental Plan, Tai Tumu, Tai Pari, Tai Ao.
- 5.2 The promotion of 2.11 Strategic Objective Tautoko te Whakatupuranga to the introduction, 1.13.1 Strategic Objective Tautoko te Whakatupuranga, is viewed as a positive amendment. This change provides for an iwi focused objective, that groups it with all other objectives and provides the reader with an understanding that this objective applies across the plan.
- 5.3 The Tangata Whenua chapter stands in isolation from remainder of the plan. There does not appear to be good linkages to it throughout the plan and users may be mistaken that it only applies to Sites of Significance to Maaori and Maaori freehold land. In my opinion clear linkages should be made obvious throughout the plan including through specific reference by way of cross referencing to content that is included in the Tangata Whenua chapter.
- 5.4 Furthermore, I anticipate that Te Ture Whaimana the Vision and Strategy for the Waikato River, maatauranga maaori and tikanga provides context for these linkages. However, there have been some recommended amendments and explanations in S42A reports for Hearing 1 (Introduction) and Hearing 4 (Tangata Whenua and Maaori Freehold Land) that do not provide for a consistent approach. An example of this is in the strikethrough version of the Introduction Chapter where 1.6.4 Values of Importance, 1.6.4.1 Kaitiakitanga, 1.6.4.2 Manaakitanga, 1.6.4.3 Tikanga have all been recommended for relocation to Chapter 2 Tangata Whenua. However, the S42A for this topic does not indicate this shift. In other terms, the S42A reports simply do not speak to each other in this regard. As a result, through this S42A report, values of importance to iwi may be inadvertently removed from the Proposed District Plan.
- 5.5 In my opinion the hearings panel should direct S42A report authors to clearly show any recommendations made in previous hearings relevant to the content of the topic at hand. The Strategic Objectives S42A report demonstrates how this can take place.

- 5.6 A further concern that is carried through from the Introduction Chapter but influences the Tangata Whenua Chapter is the recommended deletion of and lack of referencing of the Vision and Strategy for the Waikato River. The Introduction chapter S42A recommends deleting 1.7.2.2 Vision for the Waikato River, 1.7.2.3 Strategy for the Waikato River, 1.7.2.4 Issues Health and wellbeing for the Waikato River, 1.7.2.5 Objectives and 1.7.2.7 Definition of Waikato River and catchment areas. These deletions become more important when considered in conjunction with the Tangata Whenua chapter, where amendments sought by Waikato-Tainui and iwi have been recommended for rejection in the S42A Report.
- 5.7 Paragraph 41 of the S42A report for this hearing acknowledges the importance of settlement legislation, however it recommends rejection of increased reference to it in this chapter on the basis that it is addressed in the Introduction chapter. But considering the above referenced deletions this recommendation does not remain consistent with what remains in the strikethrough version of the plan.
- 5.8 I am of the opinion that the status of the Vision and Strategy for the Waikato River has been undermined by a series of deletions and relocations that have not been accurately recorded through into the Hearing 4 S42A report. Furthermore, in my opinion that there is a need to include as a minimum, the objectives of the Vision and Strategy for the Waikato River at 2.5 of the Tangata Whenua Chapter. This amendment will leave the readers in no doubt as to the importance of this legislation in this rohe. This amendment is also consistent with the approach in the Operative District Plan (Waikato and Franklin Sections).
- 5.9 This will address the need for improved visibility of the Vision and Strategy for the Waikato River, at the front end of the proposed district plan. This visibility and referencing needs to occur throughout the plan. I consider the Waipaa District Plan a good example of how this can be achieved, whilst not perfect, the Waipaa District Plan provides an objective in zones that could potentially affect the Waikato or Waipaa Rivers. These objectives inform resource users and consenting staff alike of the relevant matters, when considering the Vision and Strategy for the Waikato River. Below is an example of how the Waipaa District Plan provides for this:

Objective 15.3.12 - Giving effect to the Waikato River Vision and Strategy

To ensure that the Waikato River Vision and Strategy is given effect to by all development and subdivision.

Policy 15.3.12.1 - Maintaining the health and well-being of land and water bodies

To give effect to the directions and outcomes in the Waikato River Vision and Strategy and the Waipā River Accord, by ensuring that all development and subdivision shall include the following elements:

- (a) Low impact design for stormwater, drainage and earthworks; and
- (b) Building setbacks from lakes and water bodies; and
- (c) Access to water bodies where appropriate; and (d) Provision for the Te Awa Cycleway, where relevant; and
- (e) Minimal indigenous vegetation removal and requirements for restoration and enhancement of indigenous vegetation and natural character; and
- (f) Restricting locations of earthworks, building and wastewater systems within cultural landscapes.

- 5.10 The objectives referenced in paragraph 5.9 above provide for recognition of the Vision and Strategy for the Waikato River, maatauranga Maori, cultural values and tikanga. I am of the opinion that this is a specific amendment that can be provided for in the proposed district plan. This amendment will be addressed at specific zone and topic hearings. Included as an appendix to this evidence, is a comparison of neighbouring local authorities inclusion of maatauranga Maori and Maori values in their district plans. Submission point 286.26 provides for this conversation to occur.
- 5.11 Waikato-Tainui committed significant time and resourcing in an effort to better understand Concept Management Plans, the tool proposed by council to replace the previous Paa zoning in the Waikato District Plan. However significant confusion remains as to this tools application in relation to Maaori freehold land.
- 5.12 Waikato-Tainui sought clarification from Waikato District council in its submission to the proposed plan, on a number of issues. These issues ranged from simple information requirements to the legal standing of Concept Management Plans. In submission point 286.19 Waikato Tainui sought amendment to the Tangata Whenua and Maaori land provisions as follows:
 - 1. Amend the Proposed District Plan to provide greater clarity as to what information must be provided when developing a Concept Management Plan.
 - 2. Provide further information as to how Concept Management Plans will be implemented as part of a Resource Management process.
 - 3. Provide greater clarity as to the application of the plan if a Concept Management Plan is not developed.
 - 4. Provide greater clarity as to who resources the development of Concept Management Plans and what council information and assistance will be provided to and / or trusts.
- 5.13 The above requests were also made by Turangawaewae Marae Trust Board and Jackie Colliar. It was anticipated that these amendments would be provided for and the intended greater flexibility on Maaori freehold land would be achieved. However, councils S42A response has not achieved that and in fact created more confusion.
- 5.14 Paragraph 75 of the S42A report states that there is sufficient explanation of Concept Management Plans in 2.8 and 2.9 and that information is better sourced on the council website and other channels. These information channels are subject to third parties and potentially non RMA based information, which are not able to capture the Waikato District Councils intent when drafting the tangata whenua chapter, in relation to the Concept Management Plans.
- 5.15 Paragraph 76 of the S42A report states that it is not the place of the district plan to provide explanations of other legislative organisations or make rules which are covered under other jurisdictions. I am of the opinion that it entirely appropriate that the council and district plan provides explanation of how Concept Management Plans are provided for in the district Plan. It is the council that have offered up this tool in the district plan. I am of the opinion that if Waikato District Council see fit to include a new mechanism to manage specific land areas, they should be able to explain it and not divert queries to third parties.
- 5.16 I further note that in other sections of the Proposed Waikato District Plan there is additional contextual information which is integrated into the rule framework. An example of this is

- referencing in Zone Rules to urban design guides combined with their inclusion within the appendices section of the plan.
- 5.17 The following questions in relation to submission point 289.19 remain unanswered by the S42A report:
 - 1. How do approved Concept Management Plans relate to /or coherently fit into an RMA document like the Proposed Waikato District Plan?
 - 2. What benefits exist from Concept Management Plans over the previous Paa zoning?
- 5.18 If those administering Maaori freehold land do not develop Concept Management Plans and the underlying zone is residential or rural, is it anticipated that all marae activities will require resource consent. If so, I am of the opinion that these zone provisions will severely hinder the normal operations of marae throughout the district.
- 5.19 The above questions combined with the amendments sought in the Waikato-Tainui make for a confused picture. If those involved in the planning profession or iwi development have concerns around the necessary information and the purpose of Concept Management Plans, it is unlikely that the community in general will understand what is sought from this tool.
- 5.20 I am of the opinion that there is a place for Concept Management Plans in relation to the development of Maaori freehold land, but with the lack of information or direction provided, I am not sure that place is a district plan.
- 5.21 Waikato-Tainui submitted to the Proposed District Plan in relation to Hopuhopu and the ongoing development of the site. Two approaches were provided for through the submission and addendum to the primary submission. Both sought the same outcomes and are being developed currently as one, by Waikato-Tainui. Essentially this includes the development of specific zone / area provisions for Hopuhopu, based largely on the Paa zoning that exists in the Operative Waikato District Plan. Waikato-Tainui anticipated this discussion occurring in the zone hearings later in deliberations and whilst work is well advanced, this hearing is earlier that we had anticipated and if it had to be tabled at hearing 4, would be incomplete and most importantly not reviewed by the governors at the endowment college.
- 5.22 Paragraph 93 of the S42A report requests joint conferencing of the issues relating to Hopuhopu. I am of the opinion that this is an appropriate approach, provided parties who enter into the conversation are aware that Waikato-Tainui are seeking to reinstate lost permitted activity rights in the proposed plan along with a vision for the site into the future.
- 5.23 I would anticipate that Waikato-Tainui would reserve the right to present at the zoning hearing should conferencing not result in agreement with the invited parties.
- 5.24 Paragraph 247 of the S42A report for this hearing notes the following in regards to submissions made on the Marae complex definition (emphasis added):
 - Waikato-Tainui [286.22], Jackie Colliar [493.33], and Trustee Turangawaewae Trust Board G Raumati [984.6], **have quoted** the definition from the Proposed District Plan for Marae Complex, which defines activities that may exist in a Marae Complex.
- 5.25 The report then recommends rejection of these submission points. I note that the submission more than quoted this definition, and has provided requested amendments as shown in the submission summary. Given the explanation in Paragraph 247, it is unclear as to whether the S42A author has observed or considered the suggested amendments.

5.26 Notwithstanding, Waikato-Tainui have further considered the proposed definition and suggest that it be replaced with the following:

Definition of a Marae complex:

Marae

Facilities used for the provision of a focal point for social, cultural, and economic activity for Maaori and the wider community. Can include one or more of the following:

- Waharoa (archway entrance);
- marae aatea (sacred courtyard);
- tuaahu (sacred place for ritual practices);
- wharenui/wharehui (main building or meeting house may include conference facilities);
- wharemoe (sleeping house);
- kaauta (kitchen, cookhouse, cooking shed);
- wharekai (dining hall);
- whare whakairo and / or whare waka (carving and waka shed)
- maara kai, maara rongoa (food garden, medicinal garden)
- accessory dwellings (including kaumatua and papakaainga housing)
- whare oranga (Healthcare centre);
- koohanga reo (early childhood centre)
- waananga (Education facility);
- papa taakaro (organised sport and recreation);
- facilities to support overnight accommodation of visitors (ablution blocks and toilets)
- places of cultural or historical significance, including urupaa (burial ground).

6.0 RESPONSE TO FURTHER SUBMISSION POINTS

- 6.1 I acknowledge that a number of Waikato-Tainui further submission points generally relate to other issues raised in the Waikato-Tainui submission, and hence are addressed above I also acknowledge the further submission points of Waikato-Tainui that have been accepted in conjunction with the related primary submission points.
- 6.2 I note that Further Submission Point FS1108.33 appears in two separate locations in the table on page 14 of the S42A report for Hearing 4. Each submission point has a unique number so this should not be the case. I can only assume that the second entry relating to support of submission 300.1 is an administrative error and requires deletion from the table as Waikato-Tainui did not produce a further submission point to that effect.
- 6.3 Waikato-Tanui further submission point FS1108.178 supports the submission of Turangawaewae Trust Board (984.2) which seeks integration of objectives policies, principles and intent of the Tangata Whenua chapter across the plan. I am of the opinion that this is best addressed within the context of each zone and topic chapter. To that end Waikato-Tainui will present evidence in zone and topic hearings.
- 6.4 Notwithstanding, I have attached a table which demonstrates alternative approaches of two neighbouring councils, Auckland and Waipaa, in addressing Maaori values compared to the approach within the Proposed Waikato District Plan. Whilst some components of the plan integrate Tangata Whenua values (highlighted in green) there are a number of topics, zones or specific aspects of the Plan that fall short with little or no refence contained therein. The attached

table shows areas for improvement highlighted in (yellow) and areas where I consider there are more significant gaps (red). Gaps and areas for improvement include areas of the plan related to:

- Referencing and integration of the vision and strategy in objectives, policies and rules (e.g. those associated with building and earthwork setbacks);
- Recognition of cultural and Maaori values in matters of discretion;
- Recognition of paramount importance of maunga and cultural landscapes to Maaori within the objective, policy and rule framework;
- Provision for commercial development and economic aspirations of Maaori in association with Maaori land, papakaainga and marae;
- Recognition and integration of iwi management plans within objectives, policies and rules;
- Iwi involvement in resource management processes including the recognition of the rule of Iwi as a partner;
- Consideration and integration of Maaori values in regards to built heritage and archaeology;
- The recognition of the importance of fauna species to iwi;
- Broader integration and reference to Maaori values within rural and urban objectives, policies, effect rules, subdivision rules, building rules and activity rules including those beyond Maaori Sites of Significance, Maori Areas of Significance and Maaori Freehold Land.
- 6.5 The introduction to the Tangata Whenua chapter (s2.1(a) signals the intent to integrate of Maaori values throughout the Proposed District Plan:
 - 'The plan uses a holistic cultural and ethical approach to resource management and takes into account the principles of the Treaty of Waitangi, in particular the idea of active involvement. Partnership is approached through the recognition of iwi plans and ongoing consultation. The introduction of a Tangata Whenua section is to provide background and better understanding of Maaori issues. It is a new approach that is further supported by objectives, policies, rules and methods more specific to Maaori aspirations. It is thought that this approach will enable an improved presence of Tangata Whenua throughout the plan and the relevant objectives, policies, rules and methods to be given more consideration.'
- 6.6 In my opinion, and as demonstrated through my above comparison, the Proposed Waikato District Plan does not currently integrate the Tangata Whenua values across the plan, particularly at a zone and topic (overlay) level.
- 6.7 Waikato-Tainui further submission point FS1108, in support of submission point 984.4 which seeks the following:
 - Amend the Proposed District Plan to ensure that the Waikato-Tainui Environmental Plan, Tai Tumu, Tai Pari, Tai Ao has been included, following engagement with Turangawaewae Trust Board.
- 6.8 In attempting to integrate iwi management plans, the Waipaa District Plan provides an example of how this can be achieved, it explicitly states the following as an assessment criteria for all discretionary activities:

21.1.26.3 Iwi Management Plans

(a) the extent to which the activity supports outcomes in recognised lwi management planning documents.

7.0 SUMMARY

- 7.1 Waikato-Tainui are concerned with how the Vision and Strategy has been addressed both in terms of its recommended deletion from Hearings 1 (Introduction), and the subsequent lack of consideration in the S42A report for Hearing 4.
- 7.2 In my opinion important matters have not been considered in the Hearing 4 S42A report, as demonstrated through a lack of illustrating recommended amendments made within the context of the Hearing 1 (Introduction) S42A report.
- 7.3 Waikato-Tainui seek that the Proposed Waikato District Plan better integrate Tangata Whenua values in a holisitic manner as anticipated in s2.1(a) of the Tangata Whenua chapter. In my opinion this is achievable and I have demonstrated, via a comparison of other plans (Waipaa and Auckland), that this is achievable.
- 7.4 Waikato-Tainui remain committed to the Waikato District Plan review process, to ensure positive outcomes for the people of Waikato-Tainui and the community in general. I am of the opinion that Waikato-Tainui contributions will become increasingly relevant in specific chapters.

Appendix 1: Tangata Whenua and Maatauranga Maaori Plan Comparison

	Proposed Waikato District Plan	Auckland Unitary Plan	Waipa District Plan
Strategic	High level strategic objective which does	N/A - Does not contain strategic objectives.	Objective
Objectives	not capture holistic Maaori world view	Unitary plan includes the Regional Policy	1.3.3. To uphold, and assist tāngata whenua to
	(only captures people).	Statement which contains specific to	uphold, the partnership principles inherent within
		Mana Whenua objectives and policies.	Te Tiriti o Waitangi, by assisting tāngata whenua
	See suggested amendments in evidence		to maintain and enhance their culture, traditions,
	to encompass the broader Maaori world		economy and society, in order that their well-
	view.		being (mauri) and health (hauora) is maintained.
			Policy - Cultural and historic relationship
			1.3.3.1 To recognise and promote the cultural and
			historic relationships tāngata whenua have with
			the District.
			Policy - Role of marae and papakāinga
			1.3.3.2 To recognise that marae and papakāinga
			are the focus of, and an essential part of the
			development of Māori culture, traditions, society
			and economy.
			Policy - Functions of papakāinga
			1.3.3.3 To enable a diverse range of social and
			educational activities that meet the needs of
			people living within the papakāinga development,
			and to recognise the wider community function that marae and papakāinga serve.
			Policy - Planning for marae and sustainable
			papakāinga
			1.3.3.4 To encourage and assist in the integrated
			and holistic planning for marae and papakāinga
			developments and to ensure that marae and
			papakāinga developments are sustainable, and

			that any development is co-ordinated with
			infrastructure provision.
Recognition and	lwi management plans are not	lwi management plans are not	Assessment criteria for all discretionary activity
implementation of	recognised/referenced in the context of	recognised/referenced in the context of	includes:
iwi management	objectives, policies, or rules.	objectives, policies, or rules.	21.1.26.3 Iwi Management Plans
plans	objectives, policies, or rules.	objectives, policies, of fules.	(a) the extent to which the activity supports
pialis			outcomes in recognised lwi management planning
			documents.
Involvement in	Dian anh manidae fan Tanasta Whanus	December of in the Mane Mhouse shouter	
	Plan only provides for Tangata Whenua	Recognised in the Mana Whenua chapter	Tangata whenua recognised as a key partner in plan introduction.
resource	involvement under the broader heading	by way of objectives and policies and also	plan introduction.
management	of 'consultation'. Iwi management plans are mentioned in the context of	reflected at a topic level through matters of discretion and assessment criteria.	lui managamant plana alaustad and sa ta tha
processes and		of discretion and assessment criteria.	Iwi management plans elevated and so to the
decision making	partnerships but are not recognised. As	Ohiostivoo	vision and strategy.
	per Policy 2.14.1 (emphasis added).	Objectives:	
	a) Consult with Tangata Whanus where	Policies Contured at a regional notice	
	a) Consult with Tangata Whenua where	Policies: Captured at a regional policy	
	activities have the potential to adversely	statement level within the Unitary plan:	
	affect ancestral lands, water, sites,		
	waahi tapu, and other taonga and which		
	may include:		
	I. Establishing who should be		
	consulted;		
	II. Establishing formal		
	arrangements such as joint		
	management agreements or		
	memoranda of understanding;		
	III. Tangata Whenua involvement		
	with consent processes and		
	representation on hearings;		
	IV. Supporting the creation of Iwi		
	and hapuu management plans;		
	and		

	V. The exercising of kaitiakitanga		
	or stewardship.		
	VI. <u>Kaitiaki responsibility to ensure</u>		
	the mauri and the taonga		
	inherited from tupuna are not		
	negatively affected through		
	resource consent and activities		
	[suggested addition in 42A		
	report].		
	Unclear how this is integrated into the		
	broader rule framework beyond		
	identified sites, such as through		
	reference to cultural impact		
	assessments.		
Land	Iwi aspirations recognised at a strategic	Maori Purpose Zone (H27), along with	Addressed in strategic objective above.
Development and	objective level as well as particular	particular chapters with objectives, policies	
Economic	objectives of traditional resources and	and rule for Maaori Land (E20) and Treaty	Marae Development zone (mapped) which applies
Aspirations	relationships to ancestral land (1.13.1	Settlement Land (E21).	regardless of land tenure. Zone has clear
(including	and 2.13)		objectives and policies.
commercial		In regards to Maaori Land and Treaty	
activities)	Policies enabling management	Settlement Land, the underlying zone rules	Enabling rules including a permitted rule for 50m ²
	ustilisation and associated economic	apply unless specified otherwise.	of commercial activity.
	development including 2.13.1(C):		·
	Economic development supports the		
	occupation, development and use of	Objective H27.2 (5)	
	Maaori land.	Opportunities to establish supporting	
		economic activities of an appropriate scale	
	Enabling rules contained in Zone	are provided.	
	chapters for development of Maaori		
	Freehold Land including a permitted	Policy H27.3(3)	
	base line for papakaaing and marae	Enable a range of activities including	
	development.	dwellings for papakāinga, marae and	
	base line for papakaaing and marae	Enable a range of activities including	

	Rules (based on rural zone)	(1) The tangible and intangible values of scheduled sites and places of	To protect the integrity of Waipā's cultural sites from inappropriate subdivision, use and
	Bulga (broad on would rough	Objectives D21.2:	Objective 22.3.5 Protecting cultural sites
-	policies.	J	, , , , , , , , , , , , , , , , , , ,
Maori.	Values recognised in objectives and	heritage.	Vision and Strategy:
Significance to		Some sites also scheduled as historic	Objectives and Policies which link back to the
Areas of	or significance to ividaori.	Significance to ivialia villenda.	ividi de.
Mapped or Scheduled Sites or	Mapped and scheduled areas and sites of significance to Maaori.	Mapped and scheduled sites and places of significance to Mana Whenua.	Mapped Cultural Sites – generally Urupa and Paa/Marae.
	neid in te wherowhero title.		
	Tainui. For instance, settlement land held in Te Wherowhero title.		
	to other forms of land held by Waikato-		
	Maaori Land Court and does not apply		
	Requires land to be administered by		
	Riria Kereopa Drive].		
	amendments which provide for a limited range of commercial activities specific to	Restricted Discretionary Activity for commercial activities beyond that.	
	[Except for sS42 recommended		
	freehold land on or beyond Marae sites.	Produce stalls	
	provide a a clear direction or standards in relation to commercial use of Maaori	per site Markets	
	for commercial activities. Does not	Retail up to 100m² gross floor area	
	Does not provide a permitted baseline		
	commercial activities.	the following permitted commercial activities:	
	Waipa District plan, with exception of	Maori Purpose Zone provisions provide for	
	enabling than Auckland Unitary Plan and		
	marae development are generally more	zoned for Māori purposes.	
	Provisions relating to papakainga and	cultural and commercial activities on land	
		associated facilities, customary use, and	

Restricted discretionary activity for earthworks on an identified site or area of significance.

RD1 for subdivision of a site containing a Maaori Site or Area of Significance

Matters of discretion:

- (i)location of activity in relation to the site;
- (ii) effects on heritage and cultural values

Non complying activity for subdivision that divides a Maaori site or area of significance.

Rules limited to earthworks and do not address existing uses or building on these sites.

Activity rules are silent on Maaori Sites or Areas of Significance.

- significance to Mana Whenua are protected and enhanced.
- (2) Scheduled sites and places of significance to Mana Whenua are protected from inappropriate subdivision, use and development, including inappropriate modification, demolition or destruction.

Policies (D21.3 (1) to (11)) address a range of matters including

- specific mattes such as physical destruction in part or whole.
- Avoidance of significant adverse effects
- Where effects cannot be avoided then remedy or mitigate.
- Providing for outcomes articulated by mana whenua through AEE with Mana Whenua within iwi planning documents.

Rules (D21.4)

Permitted activities addressing noninvasive archaeological survey, minor work for the purpose of preservation or maintenance with detailed activity standards.

RD for temporary activities

development and give effect to the Vision and Strategy for the Waikato River by identifying and recording cultural items.

Policy 22.3.5.1 - Protection of cultural sites

To retain the integrity of cultural sites (Appendix N2) and give effect to the Vision and Strategy for the Waikato River, by requiring all development, in particular earthworks, buildings, access, and wastewater systems and their disposal fields to be set back from cultural sites.

Rules (based on Rural Zone)

Restricted discretionary for development involving these sites (buildings, earthworks or driveways) or wastewater treatments systems within 20m of the boundary of these sites.

Matters of discretion

- Location and;
- Integrity and values of the site.

		Discretionary for new buildings and structure and alterations where footprint is increased, subdivision resulting in site or place extending across multiple lots Infrastructure (E26) – (see infrastructure below) Land disturbance (E12) Separate policies and provisions including addressed in the context of Historic Heritage (see Historic Heritage below):	
Historic Heritage	PWDP does not provide recognition of Archaeological heritage sites and is limited to buildings and structures. No acknowledgement or reference to Maaori values or history in reference to redoubts and battlefields. Only broader culture values are recognised in heritage objectives and policies.	Built heritage chapter recognises that Maaori sites of significance can overlap with built heritage Land Disturbance (E12) Policy E12.3(2)(c): maintain the cultural and spiritual values of Mana Whenua in terms of land and water quality, preservation of wāhi tapu, and kaimoana gathering.	Archaeology and build heritage considered separately, permitted activity for demolition or modification with an Authority from Heritage New Zealand Pouhere Taoanga.
	PWDP does not acknowledge or note instances of overlapping built heritage and cultural heritage (Maaori Sites and Areas of Significance). Note heritage building 98 sits within an Identified Maaori Area of significance.	Policy E12.3(4): Manage the impact on Mana Whenua cultural heritage that is discovered undertaking land disturbance by: (a) requiring a protocol for the accidental discovery of kōiwi,	

	Note: Turangawaewae house is listed as a Category A building. No consideration or integration of Maaori values or Maatauranga in objectives, policies or rules associated with built heritage.	archaeology and artefacts of Māori origin; (b) undertaking appropriate actions in accordance with mātauranga and tikanga Māori; and (c) undertaking appropriate measures to avoid adverse effects, or where adverse effects cannot be avoided, effects are remedied or mitigated. Rules (including but not limited to) Earthworks for walking tracks and fences (RD) Earthworks for burial grounds and Ururpa (P) Accidental discovery General earthworks not specifically provided for addressed by volume/area.	
Biodiversity (provisions relating to areas beyond Maaori free hold land or treaty settlement land)	Flora, but not fauna Addressed in the Tangata Whenua chapter through policy 2.12.1. (a)Recognise the relationship of Tangata Whenua with areas of significance, including waahi tapu, urupaa, maunga and other landforms, mahinga kai, and indigenous flora through provisions which may include:	Addressed and recognised in objectives and policies applying across the plan. A matter of discretion which captures mana whenua values in regard to vegetation clearance (E15.8.1(1)(j)(i)): The effects on Mana Whenua values associated with a Significant Ecological Areas Overlay, Outstanding Natural Features Overlay, Outstanding Natural Character Overlay, High Natural Character	Recognition of Vision and Strategy and its associated objective regarding flora and fauna enhancement in the indigenous biodiversity chapter introduction (24.1.3). Zone specific objectives and policies relating back to vision and strategy.

- Cultural value assessments and/or cultural impact assessments;
- II. Accidental discovery protocols;
- III. Use of traditional place names;
- IV. Protection, enhancement and restoration of mauri;
- V. Use of appropriate plant species;
- VI. Use of archaeological information; and
- VII. Incorporation of traditional or sympathetic design elements.

Topic specific Objectives

Maaori values not reflected at an objective level.

Policy

3.2.7 (vii)

Providing for the role of Mana Whenua as kaitiaki and for the practical exercise of kaitiakitanga in restoring, protecting and enhancing areas.

Matters of discretion

Rural Zone Rule 22.2.8 RD1(b)(iv)Indigenous vegetation clearance outside a Significant Natural Area.

"The extent to which clearance affects Tangata Whenua Relationships with indigenous biodiversity on the site". Overlay or the Outstanding Natural Landscapes Overlay

As well as explicit consideration of Maatauranga and tikanga in the following assessment criteria (E15.8.2(1)(j)(i)):

(i) the extent to which any adverse effects on Mana Whenua values can be avoided, remedied or mitigated, and having regard to the objectives and policies in E20 Māori Land whether the proposed works are appropriate to provide for Mana Whenua, mātauranga and tikanga values.

Vision and Strategy, Water bodies and the Coast

Objective generally recognising the cultural significance of the district *(Objective 2.16)*.

Reflected in policy 2.16.1(a)

Recognise and maintain the cultural significance of wetlands lakes and other waterbodies, including the Waikato and Waipa awa (rivers), coastal areas of Whaingaroa (Raglan Harbour), Aotea, and Te Puaha o Waikato (Port Waikato).

Policy 2.16.1(a) not reflected in rule framework. e.g.

Waterbody setback rules do not include matters of discretion pertaining to maaori values. Setback rules are not supported by objectives and policies which relate to the Vision and Strategy.

Vision and strategy not referred to or implemented at an objective and policy level.

PDP does not specifically address s31 RMA function in regards to actual or potential effects of activities in relation to the surface of water in rivers and lakes.

[Note: Not Analysed for comparison given Auckland Unitary Plan provisions relating to water bodies and the coast are regional plan provisions.] The Vision and Strategy is integrated into the plan through specific reference in objectives and policies and in particular zones which provides a clear link to specific topic areas implemented through rules.

Reference to the Vision and strategy at the beginning of each zone chapter, which links back to the Strategic Policy Framework.

Objective - Waikato River Vision and Strategy 8.3.6

To ensure development and activities undertaken within the Lake Karāpiro Events Zone achieve the Waikato River Vision and Strategy.

Policy - Waikato River Vision and Strategy

8.3.6.1 To ensure that development within the Lake Karāpiro Events Zone gives effect to the Waikato River Vision and Strategy through building setbacks, controlling building size, appropriate mitigation of earthworks, and by not further restricting existing access to the Waikato River. Opportunities to enhance access will be supported.

Policy - Waikato River Vision and Strategy 9.3.2.7

To ensure that any development gives effect to the objectives and strategies in the Waikato River Vision and Strategy through building setbacks, appropriate mitigation of earthworks, and by not restricting existing access to the Waikato River.

			10
			Opportunities to enhance access will be
			supported.
			Rules
			23m setback (Section 26)
			Specific objectives and policies for and rules for
			lakes and waterbodies including addressing
			setbacks and surface water activities (Section 26).
			Assessment criteria for all discretionary activities
			includes:
			subdivision has particular regard to the
			Waikato River Vision and Strategy
			(21.1.1.1(a)).
Maunga and	Maunga not identified for associated	Maunga addressed as Maaori Sites and	Waipa Maunga, and particular battle sites
cultural	cultural values, but rather as a subset of	Places of Significance with associated	identified on planning maps as cultural
landscapes	landscape values (some being	objectives policies and rules (see above).	landscapes. Also, an Alert layer with policy
	Outstanding Natural Features and	Also view shafts recognised.	recognition and no associated rules in (generally
	Landscapes)		relates to particular rivers and associated 50m
	Landscapesy		margin).
	No identification of cultural landscapes		11101 81117.
	or associated values within the plan, but		Policy 25.3.6.3 'The relationship of Māori with
	· · · · · · · · · · · · · · · · · · ·		
	these feature within landscape		their ancestral lands, water, sites, wāhi tapu and
	reporting.		other taonga within alert level cultural landscapes
			will be assessed in the event that a resource
	Objective generally recognising the		consent is triggered within the cultural landscape.'
	cultural significance of the district		

	(Objective 2.16).		Objectives and Policies which recognise the values of cultural landscapes.
	Reflected in <i>Policy 2.16.2(b):</i> Recognise the historic and contemporary relationships of Ngaa iwi o Tainui to Karioi, Taupiri, Hakarimata Range, Hunua and Pirongia maunga. Rule framework does not reflect this. Unclear how this links to Outstanding Natural Features and Landscapes or other chapters in the plan.		Associated controlled activity rules addressing the construction of new buildings, earthworks and installing wastewater treatment systems. Provisions of National Environment Standard for Production Forestry specifically do not apply to cultural landscapes. Further Objectives and Policies applying to subdivision:
			Objective 15.3.7: To maintain the District's cultural landscapes, identified in this Plan.
			Policy 15.3.7.1: To maintain the values of the cultural landscapes identified in this Plan, the layout and design of development and subdivision should not result in buildings, earthworks and wastewater systems adversely affecting the cultural values of the landscape.
Outstanding Natural Features and Landscapes (ONF & ONL)	No specific reference to Maaori values at objective level in regards to ONF & ONL. Only cultural heritage value is recognised.	Addressed specifically in an objectives and Policies at a topic level as follows: Objective (D10.2(2))	Cultural values of each Outstanding natural feature and landscape are recognised in within objectives.
	Addressed generally in Policy 2.12.1 and specifically in Policy 3.3.4 as follows (emphasis added):	(2) The ancestral relationships of Mana Whenua with outstanding natural features and outstanding natural landscapes are recognised and provided for.	Cultural landscapes (maunga, rivers and battles sites addressed below)

a)Provide for the consideration of cultural and spiritual relationships of **Maaori** with Outstanding Natural Features and Outstanding Natural Landscapes as part of subdivision, use and development. (b)Provide for the development of Maaori Freehold Land, within Outstanding Natural Features and Landscapes, including within the Whaanga Coast Specific Area. (c)Provide for Maaori cultural and customary uses of natural resources, including land, water and other natural resources as an integral part of identified Outstanding Natural Features and Outstanding Natural Landscapes.

Policies (D10.3):

(3) Protect the physical and visual integrity of outstanding natural features, including volcanic features that are outstanding natural features, by:

...

- (c) avoiding adverse effects on Mana Whenua values associated with an outstanding natural feature
- (4) Protect the physical and visual integrity of outstanding natural features, while taking into account the following matters:
- (c) the historical, cultural and spiritual association with the outstanding natural feature held by Mana Whenua;

Rules

Matters of discretion include 'effects on Mana whenua values' (D10.8.1(7))

Assessment criteria includes 'the extent to which the proposed use or development will adversely affect Mana Whenua values' (D10.8.2(9))

Amenity	Policy 3.4.4 – The Relationships of	Volcanic Viewshafts and High Sensivitive	Maori values recognised in the following:
Landscapes	Maaori with their resources and land	Areas identified.	
(Significant			High Amenity Landscapes (Waikato River and
Amenity	(a)Provide for the cultural and spiritual	Matters of discretion also include 'Mana	Hydro Lakes)
Landscapes)	relationships of Maaori with Significant	whenua values associated with the	
	Amenity Landscapes during subdivision, use and development.	maunga'.	Objective 25.3.2 To maintain the high amenity landscape qualities and values of the Waikato
	(b)Provide for the development of Maaori Freehold Land within Significant		River and hydro lakes. The values of this landscape are:
	Amenity Landscapes. (c)Provide for Maaori cultural and customary uses of natural resources, including land, water and other natural		(a) The paramount significance of the River to River iwi, having very high cultural and spiritual values; and
	resources as an integral part of identified Significant Amenity Landscapes		Policy 25.3.2.4 Buildings shall be designed and appropriately set back from the Waikato River to recognise its associated cultural, amenity and natural character values.
	lwi values associated with these landscapes are not documented in the plan, yet noted within Waikato District		Significant Natural Features:
	Landscape Assessment.		Policy 25.3.3.1 To recognise that the volcanic cone of Mount Kakepuku is a highly distinctive landscape feature within the Waipā District. The value of this landscape is: (a) (b) The long history of association with tāngata
			whenua, recognised through the historic reserve status; and (c)
Natural Character	Maaori values not recognised in context	Mana whenua and maaori values not	Maaori values not recognised in context of natural
	of natural character objectives and	recognised in the context of natural	character objectives and policies.
	policies	character.	

Reserves	No policy reference to cultural values,	Policy H7.3(2) (Applies to all opens pace	Relevance of Vision and Strategy to this zone is
Zone/Opens paces	maaori values or maatauranga maaori.	zones):	addressed in introduction to Reserves Zone
Zones			
	No Permitted baseline for customary	Develop open spaces which reflect Mana	Policy 5.3.1.2
	use/cultural use of reserves such as	Whenua values where appropriate,	Buildings and activities on reserves are developed
	cultural events on reserves.	including through;	and managed in a manner which retains the
		(a) restoring and enhancing ecosystems	reserve's environmental, heritage and/or cultural
		and indigenous biodiversity, particularly	values, and supports the purpose of the reserve.
		taonga species;	
		(b) providing natural resources for	
		customary use; and	
		(c) providing opportunities for residents and visitors to experience Māori cultural	
		heritage, while protecting Māori cultural	
		heritage and sites and features of	
		significance to Mana Whenua.	
		Significance to mana innenda.	
		Open space - Conservation Zone	
		Objective H7.4.2(1) The natural, ecological,	
		landscape, Mana Whenua and historic	
		heritage values of the zone are enhanced	
		and protected from adverse effects of use	
		and development.	
		Policy H7.4.3	
		Manage the use of the open space to	
		protect and enhance Mana Whenua	
		values, and enable appropriate activities	
		which support and re-establish the	
		relationship of Mana Whenua and their	
		culture and traditions to their ancestral	

lands, water, sites, wāhi tapu and other taonga.

Open Space – Informal Recreation Zone

Objective H7.5.2 The open and spacious character, amenity values and any historic, Mana Whenua, and natural values of the zone are maintained.

Policy H7.5.3(3) Require development, including new buildings and structures, located near scheduled Sites or Places of Significance to Mana Whenua to recognise the relationship of Mana Whenua to the area.

Policy H7.5.3(9) Avoid use and development in locations adjoining the coast or water bodies where they will have more than minor adverse effects on any of the following:

•••

(d) Mana Whenua values.

Open space - Conservation Zone

Policy H7.6.3(7) Require activities and development in locations adjoining the coast or a water body to meet all of the following:

....

			1
		(d) recognise Mana Whenua values.	
		Rules	
		Customary use provided for as permitted	
		activity across all open space zones.	
		detivity deross all open space zones.	
		Marae Complex provided for as permitted	
		activity on Open Space – Community Zone.	
Urban	No reference to Maaori, Maaori values,	No reference to maaori, maaori values,	Resource management issue:
Environment	tikanga, kaitiakitangi or Maatauranga	tikanga, kaitiakitangi or Maatauranga	2.2.1
	maaori in Zone objectives and policies.	maaori in Zone	Development within the Residential Zone has the
And		objectives and policies.	potential to adversely affect the health and well-
			being of the Waikato and Waipā Rivers. Careful
	Residential Zone:	Marae provided for as a discretionary	consideration should be given to the following;
Residential zone	Rules limited to Maaori Feehold land	activity.	(but not limited to) potential impacts of increased
(Waikato)	and identified sites and areas of		impervious surfaces, vegetation clearance,
	significance, vegetation clearance and		earthworks and residential intensification within
Single House Zone	earthworks.		river catchments.
(Auckland)	Reference to sites of significance to		
	Maaori in Residential Subdivision		2 11 2 2 2 2 2
	Guidelines. But not in relevant rules or		Policy 2.3.2.22
	assessment criteria which reference the		To ensure that dwellings adjoining existing marae
	guidelines.		maintain the visual, aural and cultural privacy of the marae ātea.
			the marae atea.
			Policy 2.3.4.4
	No wider recognition of the effects of		To enable sustainable marae and papakāinga
	land use and development on Maaori		developments acknowledging that the design and
	values in the rule framework, such as		layout of a marae or papakāinga development
	through matters of discretion in activity,		may be different than that generally found in the
	effects or building rules.		Residential Zone.
			<u>Residential Zone Rules</u>

objectives and policies	Papakaainga housing development recognised as typical of the rural environment in the context of reverse sensitivity (Policy 5.3.7).	'activities which provide for the relationship of Mana Whenua to their ancestral land and taonga' recognised as typical to the rural environment in Policy	Objective 4.3.1 To maintain or enhance the inherent life supporting capacity, health and well-being of rural land, ecosystems, soil and water resources.
	waterbodies, the coast or maunga to Maaori, or which provide for consideration of Maaori values as articulated through maatauranga Maaori.		No dwelling shall be placed or constructed so that it has doors, windows, verandahs or outdoor living areas with a direct line of sight to the nominal mahau (veranda) or marae ātea (area in front of the Whare Nui) area on existing marae (Discretionary activity for failure of this rule) 23m earthworks setback rule in Section 26 cross referenced here. Assessment criteria for all discretionary activities includes: (a) The degree to which the cultural values within the zone are promoted and any cultural requirements for the built character, location and orientation of buildings is taken into account. (b) The opinion of the lwi/hāpu as to the likely effects on Māori ancestral lands, cultural areas, water sites, wāhi tapu and other taonga. (c) The extent to which the development or subdivision supports outcomes in recognised iwi management planning documents. (21.1.1.14)

Rural Zone Rules	values in the rule framework, such as through matters of discretion in activity, effects or building rules.	Objectives and policies in rural zone recognise effects of rural production on mana whenua cultural heritage values.	To give effect to the directions and outcomes in the Waikato River Vision and Strategy and the Waipā Accord through District Plan provisions relating to building setbacks, earthworks, farming activities, non-farming activities, intensive
	Rural Zone: Rules limited to Maaori Feehold land and identified sites and areas of significance, vegetation clearance and earthworks.		farming, rural based industries and solid and liquid waste. Rules 23 setback cross in Section 26 referenced in Rural Zone Earthworks Rule (4.4.2.75) and building
	No wider recognition of the effects of land use and development on maaori values in the rule framework, such as through matters of discretion in activity, effects or building rules.		setback rule (4.4.2.7)
	No rules which reflect the significance of waterbodies, the coast or maunga to Maaori, or which provide for consideration of Maaori values as articulated through maatauranga Maaori.		
Infrastructure	Objectives Maaori values not specifically addressed at an objective level. 'Cultural wellbeing'	Objectives : Maaori values not specifically addressed at an objective level.	Objective 15.3.12 - Giving effect to the Waikato River Vision and Strategy
	recognised generally in Objective 6.1.1. Policies Cultural values only considered in the context of undergrounding new	Policies: Reference to mana whenua values scheduled sites in the plan in regard to new infrastructure or major infrastructure upgrades. (6)Consider	To ensure that the Waikato River Vision and Strategy is given effect to by all development and subdivision. Policy 15.3.12.1 - Maintaining the health and well-being of land and water bodies

infrastructure in a policy context (Policy 6.1.11).

Rules

Specific rules which apply to identified areas which include mapped Maaori Sites and Areas of Significance.

Matter of discretion for Restricted discretionary activities which broadly encompass values of those sites as follows:

'Effects on the values, qualities and characteristics of any identified area'.

- (g) the type, scale and extent of adverse effects on the identified values of the area or feature, taking into account: (i) scheduled sites and places of
- significance and value to Mana Whenua;

To give effect to the directions and outcomes in the Waikato River Vision and Strategy and the Waipā River Accord, by ensuring that all development and subdivision shall include the *following elements:*

- (a) Low impact design for stormwater, drainage and earthworks; and
- (b) Building setbacks from lakes and water bodies;
- (c) Access to water bodies where appropriate; and (d) Provision for the Te Awa Cycleway, where relevant; and
- (e) Minimal indigenous vegetation removal and requirements for restoration and enhancement of indigenous vegetation and natural character; and (f) Restricting locations of earthworks, building and wastewater systems within cultural landscapes.

Assessment criteria for all discretionary activities includes:

- (a) The degree to which the cultural values within the zone are promoted and any cultural requirements for the built character, location and orientation of buildings is taken into account.
- (b) The opinion of the Iwi/hāpu as to the likely effects on Māori ancestral lands, cultural areas, water sites, wāhi tapu and other taonga.
- (c) The extent to which the development or subdivision supports outcomes in recognised iwi management planning documents. (21.1.1.14)

Subdivision

Tangata whenua policies

2.15.1

- (a) Ensure subdivision, use and development does not compromise the cultural and spiritual significance of areas, including waahi tapu, urupaa, maunga and other landforms, mahinga kai, and indigenous flora and fauna.
- (b) Areas and sites of significance to Maaori including waahi tapu sites and waahi tapu areas are protected from adverse effects of development or activities on those sites.

Rules

Discretionary for subdivision that contains a Maaori Site or Area of Significance.

Non-complying for subdivision lot boundaries that bisect Maori Sites or Areas of Significance.

Not evident how 2.15.1 is integrated into the wide objective and policy or rule framework beyond its application to identified Maaori Sites and Areas of Significance.

<u>Rules</u>

Mana whenua site or place of significance subdivision resulting in site or place extending across multiple lots (Discretionary activity)

Objective 15.3.12 - Giving effect to the Waikato River Vision and Strategy

To ensure that the Waikato River Vision and Strategy is given effect to by all development and subdivision.

Policy 15.3.12.1 - Maintaining the health and well-being of land and water bodies

To give effect to the directions and outcomes in the Waikato River Vision and Strategy and the Waipā River Accord, by ensuring that all development and subdivision shall include the following elements:

- (a) Low impact design for stormwater, drainage and earthworks; and
- (b) Building setbacks from lakes and water bodies; and
- (c) Access to water bodies where appropriate; and (d) Provision for the Te Awa Cycleway, where relevant: and
- (e) Minimal indigenous vegetation removal and requirements for restoration and enhancement of indigenous vegetation and natural character; and (f) Restricting locations of earthworks, building and wastewater systems within cultural landscapes.

Assessment criteria for all discretionary activities includes:

(a) The degree to which the cultural values within the zone are promoted and any cultural

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