

Iwi values and aspirations report

Wairarapa-Wellington-Horowhenua
Draft Future Development Strategy

SEPTEMBER 2023



He rau ringa e oti ai

Many hands make light work

With many thanks, appreciation and acknowledgement to WRLC iwi members and the many individuals, hapū and iwi members who contributed their energy and mātauranga to this collective kaupapa. Your time and input into the development of the Future Development Strategy is greatly valued and is a taonga for our region.

Ngā mihi nui, ngā mihi maioha.

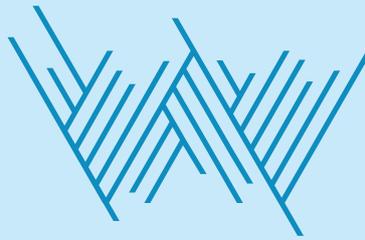


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Part A: Introduction



Part A sets out the purpose of the report, what is in it and who the Wellington Regional Leadership Committee members are.

Purpose of this report

This document, 'Iwi values and aspirations report prepared for the Wairarapa-Wellington-Horowhenua Draft Future Development Strategy', is a supplementary report to the Future Development Strategy (FDS). The purpose of this report is to bring together in one place all the relevant information on the work of WRLC iwi partners and the Future Development Strategy project team in the preparation of the Future Development Strategy. This report also serves to give recognition to this collaborative mahi to bring about positive outcomes for the future of our region.

Report contents

The table below sets out the key parts of the report and what you will find in each part.

This report connects all Māori and iwi related content from background and technical reports produced for the Draft Future Development Strategy. These reports are available in full from wrlc.org.nz/future-development-strategy.

Report part	What you will find in this part of the report.
Part A: Introduction	Part A sets out the purpose of the report, what is in it and who the Wellington Regional Leadership Committee Members are.
Part B: Mana Whenua and Māori living in our region	Part B sets out broad context about Mana Whenua and Māori living in our region including information about tangata whenua, regional history, Treaty settlements, urban Māori, the Māori economy and Māori housing.
Part C: Engagement with Mana Whenua on the Future Development Strategy	Part C sets out sets out the requirements for the Future Development Strategy to be informed by Māori and an overview of engagement with WRLC iwi members on the Future Development Strategy. This includes information on key themes raised and a timeline for engagement.
Part D: Te Tirohanga Whakamua and related parts of the Future Development Strategy	Part D focuses on Te Tirohanga Whakamua, including the statement and its meaning, what it means to put it into action and how this has informed the vision and strategic approach of the Future Development Strategy. This part also includes information on Māori housing as one of the key challenges for our region and how this is reflected in the Future Development Strategy.
Part E: Future Development Strategy scenario evaluation informed by iwi engagement	Part E sets out key elements of the qualitative Future Development Strategy scenario evaluation from an iwi perspective as informed by Te Tirohanga Whakamua. This includes advantages and disadvantages of each scenario and the criteria and limitations for each assessment.
Appendix 1: Background Report for Iwi Hui of 11 April 2023.	Appendix 1 is a report that was prepared for WRLC iwi members as background context to inform an initial hui on the development of a statement of iwi and hapū Values and Aspirations for Urban Development in the Wairarapa-Wellington-Horowhenua.

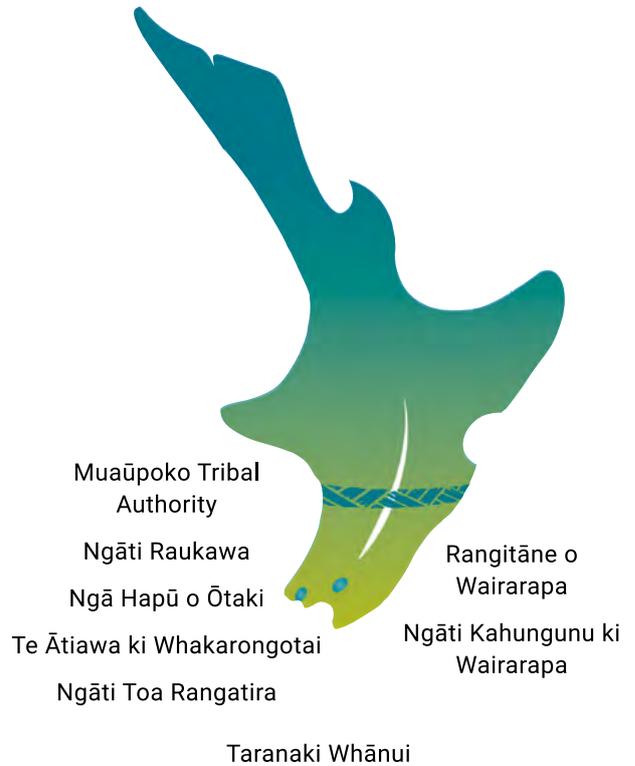
WELLINGTON REGIONAL LEADERSHIP COMMITTEE IWI MEMBERS

The WRLC currently consists of council members, iwi members, Ministers of the Crown, and provides for an independent chair. Iwi members of the WRLC at the time of writing are:

- Rangitāne Tū Mai Rā Trust representing Rangitāne o Wairarapa Inc and Rangitāne o Tamaki nui a rua
- Te Rūnanga o Toa Rangatira Inc representing Ngāti Toa Rangatira
- Port Nicholson Block Settlement Trust representing Taranaki Whānui ki Te Upoko o Te Ika
- Muaūpoko Tribal Authority representing the 7 Muaūpoko hapū
- Ngā Hapū o Ōtaki representing Te Rūnanga O Raukawa Inc
- Ngāti Kahungunu ki Wairarapa Tāmaki nui-a-Rua Settlement Trust

Te Ātiawa ki Whakarongotai Charitable Trust were a member of the committee and participated in the WRLC until April 2023.

Figure 1: Iwi ki Te Upoko o te Ika – Iwi of the region



Part B: Mana Whenua and Māori living in our region



Part B sets out broad context about Mana Whenua and Māori living in our region including information about tangata whenua, regional history, urban Māori, the Māori economy and Māori housing. This content derives primarily from the Future Development Strategy Foundation Report, available on the WRLC website.

The origin stories of Māori in our region

Māori have a long cultural history and connection to the Wairarapa-Wellington-Horowhenua region. Wellington's earliest name, Te Upoko o Te Ika a Māui, is based on the Māori story of how Aotearoa New Zealand was created. According to Māori, the legendary navigator Maui hooked a giant fish that, when pulled to the surface, turned into the landform now known as the North Island, or Te Ika a Maui. Wellington/Te Upoko o Te Ika is the head of the fish of Maui, the harbours – Te Whanganui-a-Tara and Wairarapa Moana – are the eyes of the mythical fish, and the great bay between them is the fish's mouth. Cape Palliser and Tūrakirae Head at the extremes of the bay are the jaws. The Remutaka, Tararua and Ruahine mountains make up the spine of the fish as shown in Figure 1 above. Māori have lived in Te Upoko o Te Ika since the time of Maui, Kupe and Whātonga.

Our region has strong cultural connections, with more than 20 marae and 39% of Māori adults speaking some te reo. Māori-owned entities have a key role in commercial property, housing and social developments, and Māori in business have a strong presence in the screen, technology, business services and food and fibre sectors. Mātauranga Māori knowledge and te ao Māori perspectives have increasing and important roles in sharing knowledge and supporting better outcomes for all.

Regional History

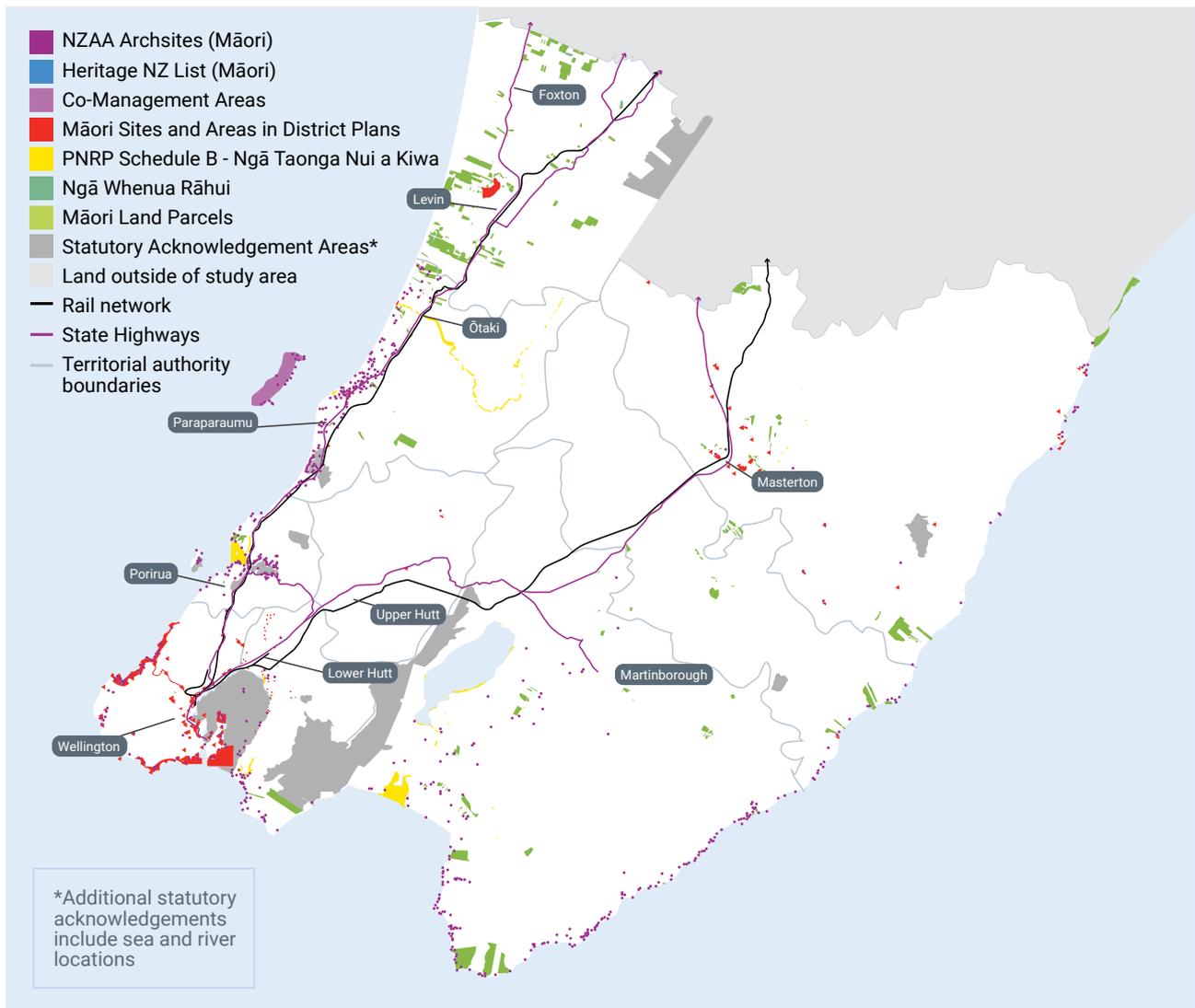
Our region is the ancestral home of generations of Māori tribes, with areas such as Wellington Harbour being centres of local Māori life. Tangata whenua in our region have strong whakapapa links with the whenua in their rohe and possess intergenerational mātauranga and wisdom.

Modern archaeology has confirmed that sites found in the Palliser Bay area of South Wairarapa, along the southern Wellington coastline and on Kāpiti Island are some of the oldest recorded in New Zealand, dating back some 650 years.

Further north and before the 1820s, the principal tribes of the Manawatū and Horowhenua region were Rangitāne, Muaūpoko and Ngāti Apa. Rangitāne were primarily based in Manawatū, Muaūpoko in Horowhenua and Ngāti Apa along the Rangitikei River.

By 1864, European settlement had resulted in the alienation of the majority of Māori land in the region. Only a small proportion of the region comprises Māori freehold land today, and the land is predominantly located in rural areas. According to the Māori Land Court there are 12,529 hectares of Māori freehold land, in 526 property titles, in the Wellington region (excluding Horowhenua). This represents just 1.56% of the land in the Wellington region. Figure 2 below shows some key mapped sites of significant for mana whenua, co-management areas and Māori land in the region.

Figure 2: Sites of significance for mana whenua, co-management areas and Māori land in the region



Treaty settlements

Historical claims for breaches of the Treaty of Waitangi (Te Tiriti o Waitangi) by the Crown are addressed through the Treaty settlement process. The following information pertains to the status of Treaty settlements for all iwi within the Wairarapa-Wellington-Horowhenua region that are current or former members of the Wellington Regional Leadership Committee. Treaty settlements have provided financial, commercial and cultural redress to four of the region’s iwi:

- Taranaki Whānui ki Te Upoko o Te Ika in 2008.
- Ngāti Toa Rangātira in 2012.
- Rangitāne o Wairarapa and Rangitāne o Tamaki Nui-ā-Rua in 2016.
- Ngāti Kahungunu ki Wairarapa in 2022.

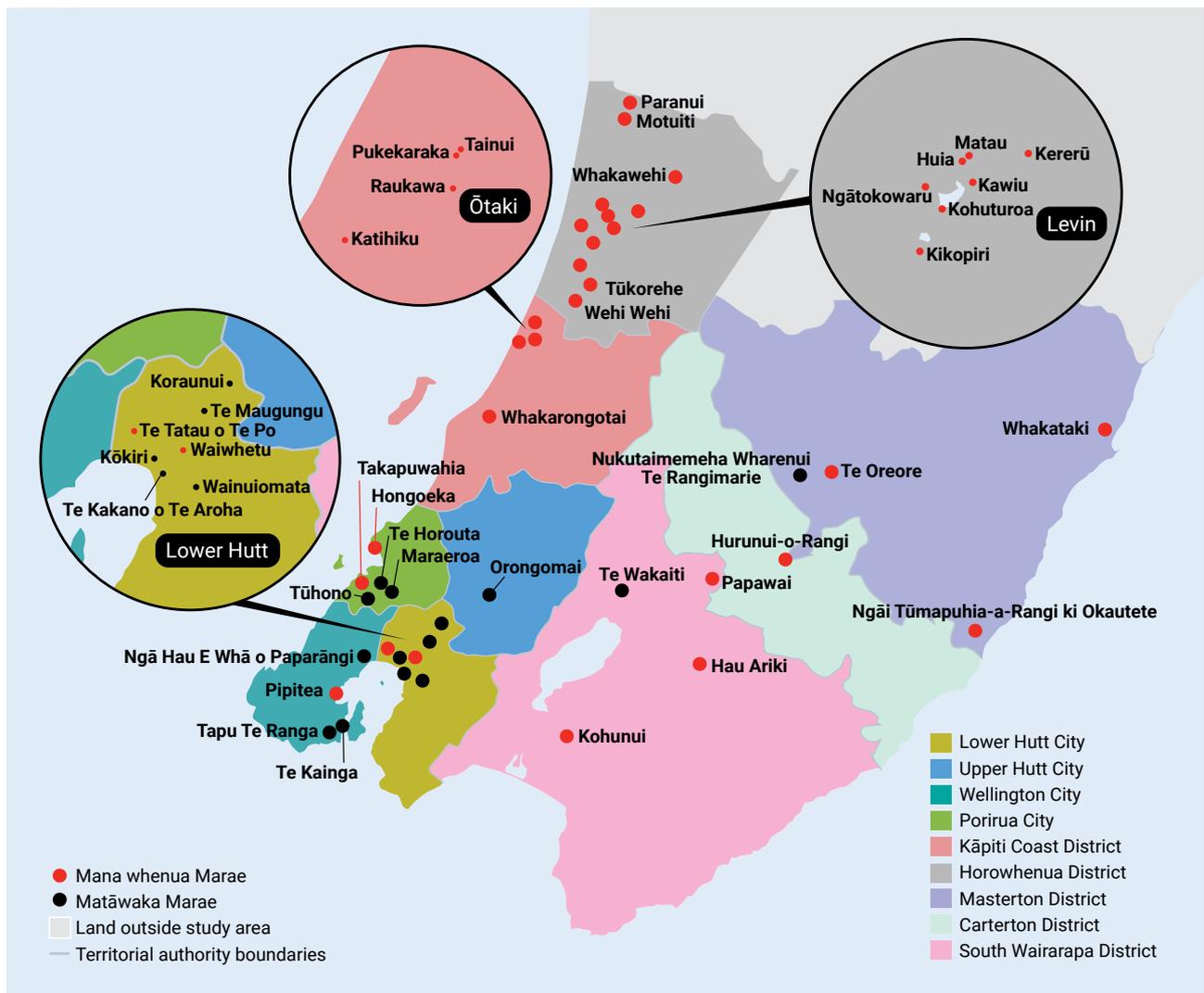
Muaūpoko Tribal Authority, Te Ātiawa ki Whakarongotai Charitable Trust and Ngāti Raukawa ki te Tonga (Ngā Hapū o Ōtaki) have not yet reached settlements with the Crown.

The significance of marae

Marae are a key feature of local Māori society, being places where the Māori language is spoken, where customs are explored and debated, and where important ceremonies, such as welcoming visitors, meeting intertribal obligations and farewelling the dead are performed. The marae is a wāhi tapu, a 'sacred place' that has great cultural significance.

Within the Wairarapa-Wellington-Horowhenua there are tribal marae (those that are linked to iwi/hapū/whānau through whakapapa), urban marae (typically pan-tribal and serving the wider community) and institutional marae (those associated with places like education facilities, churches and social service providers) these are depicted in Figure 3 below. Marae staff and others also undertake activities such as providing health and social services, offering training and education and assisting public policy development. Many provide civil defence support.

Figure 3: Mana whenua and mātāwaka marae in the region



Urban Māori

URBAN MĀORI ACROSS AOTEAROA

A significant percentage of Māori in New Zealand live in areas away from the centres they whakapapa to. This group is sometimes referred to as ‘Mātāwaka Māori’ or ‘urban Māori.’ From the 1920s, and, in particular, since the post-World War Two period, there has been a steady migration of Māori from rural areas to bigger towns and cities in search of new opportunities. In 1926, 84% of Māori were living in rural, tribal settlements. By 1986, just under 80% were in urban centres.

For some urban Māori living away from their traditional cultural centres has led to a sense of disconnection with the people, the land, and the language and customs of one’s whānau, hapū and iwi, and the spiritual and wellbeing benefits that come with those connections. Since the 1970s, there has been increased recognition of Te Tiriti o Waitangi and programmes to revitalise Māori language and culture. At same time, the urbanisation of Māori, along with the impacts of colonisation, and the disenfranchisement of Māori with their culture and whenua has led to ongoing loss of cultural identity and high levels of social and economic inequality. Another outcome of a considerable proportion of the Māori population moving to urban centres is that urban Māori are not always acknowledged or effectively engaged with at a local level on economic and policy matters.²

URBAN MĀORI IN OUR REGION

In our region groups and places have been established for connection and support for Māori who have moved away from the areas they whakapapa to. The Ngāti Pōneke Young Māori Club was founded in 1937 as a “home away from home” and is still running as ‘Ngāti Pōneke’.³ Waikato ki roto o Pōneke was set up as a support group in 1964 for urban Māori of Tainui descent in the Hutt Valley⁴ and is still running under the same name as “the official Tainui Taurahere Roopu for Wellington”.⁵ Te Awe Wellington Māori Business Network, set up in 1996, encourages Māori in business through regular networking and whanaungatanga, manaakitanga, and Māoritanga.⁶

In the 1970s, Bruce Stewart (of Ngāti Raukawa and Te Arawa decent) began building Tapu Te Ranga Marae on Wellington’s South Coast as a place for young Māori who had come to Wellington but were unable to find work.⁷ The marae served as a centre of the community until it tragically burnt down in 2019 and is currently being rebuilt.⁸ Pipitea Marae opened in 1980 as a base for Ngāti Pōneke and to meet the needs of the urban Māori population of Wellington. As a result of a partnership between Ngāti Pōneke and the Port Nicholson Block Settlement Trust in 2009, the marae and is currently used as a place for “people of all iwi and races to meet.”⁹

According to 2018 census data 72,252 Māori lived in the region, and of that population 16% of Māori mana whenua to the region. Urban Māori play a significant role in the current social, cultural, economic, and environmental shape of the Wellington-Wairarapa-Horowhenua region, and that future growth must support the values and aspirations of both Mana Whenua and urban Māori.

¹ Paul Meredith, ‘Urban Māori’, Te Ara - the Encyclopedia of New Zealand 2005. <http://www.TeAra.govt.nz/en/urban-maori>

² <https://wrlc.org.nz/project/regional-economic-development-plan>

³ ‘Ngāti Pōneke,’ Facebook group. <https://www.facebook.com/groups/279739162187091/>

⁴ ‘Waikato ki roto o Pōneke,’ National Library Reference. <https://natlib.govt.nz/records/20855288>

⁵ ‘Waikato ki roto o Pōneke,’ Facebook group. <https://www.facebook.com/p/Waikato-Ki-Roto-o-P%C5%8Dneke-100064638493817/>

⁶ Te Awe. <https://www.teawe.maori.nz/who-we-are/>

⁷ Johnson, Alexandra, ‘Tapu Te Ranga Marae an ex-prisoner’s dream,’ Stuff, August 2009. <https://www.stuff.co.nz/dominion-post/news/local-papers/the-wellingtonian/2802452/Tapu-Te-Ranga-Marae-an-ex-prisoners-dream>

⁸ Tapu te Ranga Marae. <https://www.taputerangamarae.org/>

⁹ Pipitea Marae ‘Ko wai mātou’. <https://www.pipiteamarae.co.nz/about-ko-wai-m%C4%81tou>

The Māori economy

THE MĀORI ECONOMY ACROSS AOTEAROA

Māori economic values and aspirations vary by individual, whānau, hapū and iwi and are inseparable from other aspects of emotional, physical, social and spiritual wellbeing.¹⁰

The Māori economy is important not only for Māori, but for the overall economic performance of our region and New Zealand as a whole. The Māori contribution to the New Zealand economy includes the primary sector, natural resources, enterprise, digital, tourism, creative and more industries. It was reported in 2022 that the Māori economy has grown from \$16 billion to \$70 billion in 20 years. Despite large-scale inequities in health, education, housing and employment the Māori economy has a projected growth of 5 percent per annum, which is expected to reach \$100 billion in assets by 2030.¹¹

According to the report 'Te Matapaeroa 2020: More insights into pakihi Māori published by Te Puni Kōkiri'¹² across New Zealand there are:

- 23,364 Māori Owned Business (50% of shareholder wages go to Māori partners or Businesses flagged by Stats NZ as a Māori-owned business)
- 38,280 Māori Sole Traders, and
- 10,143 Significant Employers of Māori (those employing at least 75% Māori)

THE MĀORI ECONOMY IN OUR REGION

The Wellington Regional Economic Development Plan: August 2022-2032 states “many iwi have significant assets and are actively engaged in land development, employment initiatives, training for rangatahi, and iwi development. Māori are traversing new territory, revealing unseen pathways and pushing boundaries. Today, it is as digital warriors, investors and operators in numerous aspects of the value chain, business, economic and social development.”¹³ ‘Te Matarau a Māui, the regional Māori economic strategy’¹⁴ was developed by Greater Wellington Regional Council to bring together an economic vision for Māori in the greater Wellington region. Te Pae Tawhiti,¹⁵ a strategy for Māori economic development across the Manawatū-Whanganui Region, was released in 2016, and updated in 2021.

Regional statistics on Māori business set out in ‘Te Matapaeroa 2020’ are below in Figure 4. We note that while statistics for Taranaki are provided, the Wellington Regional Leadership Committee only covers the area of Horowhenua District Council.

¹⁰ Roskrug, M., Meade, R., Le, T., McLellan, G. & McDermott, J. (2022).

¹¹ Understanding the economic value of Māori taonga: A scoping study. Retrieved from <https://sites.massey.ac.nz/teaurangahau/about-te-au-rangahau/tuhinga-publications/>

¹² Los'e, J., “The Māori economy is booming and will be worth \$100 billion by 2030, says Willie Jackson”, New Zealand Herald, 16 November 2022. <https://www.nzherald.co.nz/kahu/the-maori-economy-is-booming-and-will-be-worth-100-billion-by-2030/L73MCPZMUFGRVEXWQTXL7XC62Q>.

¹³ Te Matapaeroa 2020; Wellington, New Zealand. <https://www.tpk.govt.nz/en/o-matou-mohiotanga/maori-enterprise/te-matapaeroa-2020>;

¹⁴ <https://wrlc.org.nz/project/regional-economic-development-plan>

¹⁵ <http://www.tematarau.co.nz/>

¹⁶ <https://www.accelerate25.co.nz/te-pae-tawhiti/>

Figure 4: Regional statistics on Māori business

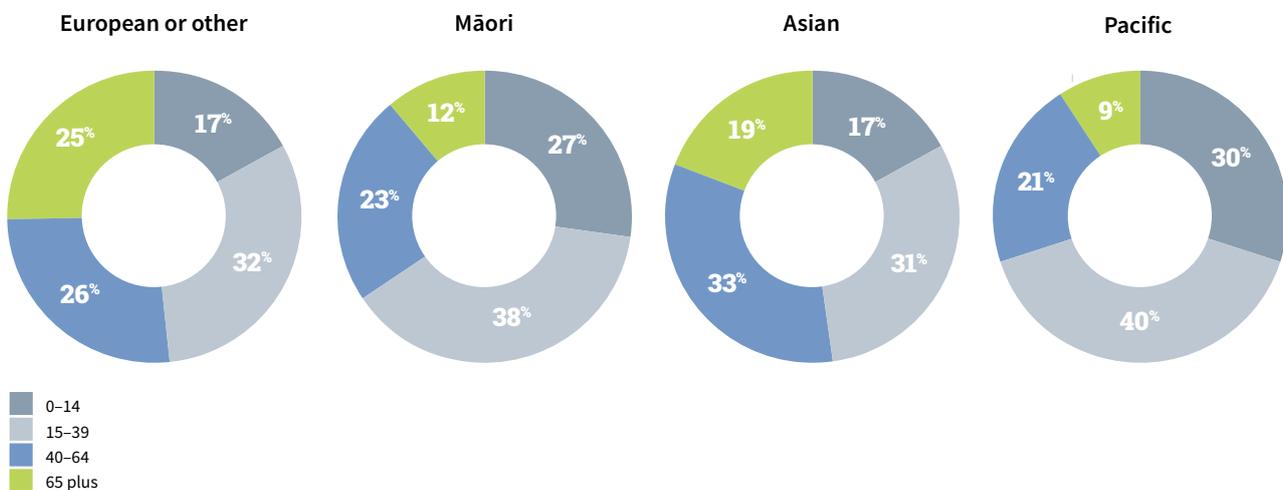
Statistic area	Wellington region	Taranaki region
Number of significant employers of Māori	768	384
Percentage of businesses that are significant employers of Māori	4.8%	7.4%
Average indicative margin of Māori-owned businesses in 2010 (\$million)	\$0.29	\$0.79
Average indicative margin of Māori-owned businesses in 2020 (\$million)	\$0.57	\$0.54

Population statistics for Māori in our region

The most recent census data was not available at the time of publishing, so the following statistics rely on the 2018 census. They refer to the greater Wellington region, excluding Horowhenua unless specified.

The census reported that 80,000 Māori lived in the region, and that 14% of Māori living in the region mana whenua to the region.

Figure 5: Age profile projected for 2038 by ethnicity



Nearly 60% of Māori in the region are currently under 30 years old. At the 2013 census, 35% of Māori in the Horowhenua District were aged under 15 years.

Stats NZ’s population projections for 2038 are that 53% of Māori will be under 30 years old, while 31% of the rest of the population will be under 30 years old. Figure 5 shows a higher level of 0-14 years population and 15-39 years for Māori with a similar picture for Pacific population.

Because the Māori youth population is so much larger than the regional average, the Māori share of the working-age population is projected to grow in the coming years.

The over-65-year category is projected to double for Māori from 5% in 2013 to 11% in 2038. For the rest of the population, the over-65-year category is projected to nearly double, from 15% to 26% in 2038.

Māori housing

Māori households are more likely to reside in homes that are rented than in homes that are owner-occupied. Rates of home ownership for Māori in the Wellington region are slightly higher than they are for Māori at the national level (43% compared with 42%), but lower than they are for non-Māori in the Wellington region (43% compared with 55%) (Figure 6).

Figure 6: Māori and non-Māori rates of home ownership in the greater Wellington region compared to New Zealand 2018. Source: Stats NZ

Wellington Region		New Zealand	
Māori			
Owned 43% (12,939)	Rented 57% (17,232)	Owned 42% (119,388)	Rented 58% (166,413)
Non-Māori			
Owned 55% (85,884)	Rented 44% (69,321)	Owned 53% (727,992)	Rented 47% (640,005)

Māori home ownership rates fell by over 2% between 2001 and 2013. While the overall population of the Wellington region had a 50% home ownership rate at the 2013 census, only 28% of Māori owned their own homes. Severe housing deprivation data for 2013 showed the level of severe housing deprivation for Māori at 15 per 1,000 population compared to four per 1,000 for Pākehā.

Recently there has been some improvement; Māori home ownership rates increased by 2.8% between 2013 and 2018.¹⁶ However, in 2018 only 31% of Māori in the Wellington region owned their own homes.

It is estimated that the average sale price of a house in the Wellington region is 8.8 times the median Māori household income. In comparison, the ratio of average house sale price to median household income for the overall New Zealand population has increased from 4.8 to 5.1.

To address housing inequality MAIHI Ka Ora – the National Māori Housing Strategy was developed in 2019. The Māori and Iwi Housing Innovation (MAIHI) Framework for Action provides a strategic direction that puts Māori at the heart of Aotearoa New Zealand’s housing system. The strategy is administered by the Ministry of Housing and Urban Development.

A number of papakāinga communities (housing on ancestral Māori land) already exist or are underway within the region, including Hurunui-o-Rangi Marae Papakāinga outside Carterton, Te Aro Pā Trust papakāinga housing in Wellington City and Te Puna Wai Papakāinga Housing Project in Wainuiomata. The WRLC is also working on a pilot project with Te Puni Kokiri to develop guidance material, alongside whānau and hapū in the Kāpiti Coast district, that will support whānau/hapū in their aspirations to develop papakāinga housing in the district. Further detail on Māori housing as a challenge for our region can be found in Part D of this report.

¹⁶ Te Pā Harakeke: Māori housing and wellbeing 2021 | Stats NZ.

Part C: Engagement with Mana Whenua on the Future Development Strategy



Part C sets out an overview of engagement with WRLC iwi members on the Future Development Strategy. Part C sets out the requirements for the Future Development Strategy to be informed by Māori and an overview of engagement with WRLC iwi members on the Future Development Strategy. This content derives primarily from the Future Development Strategy Engagement Report, available on the WRLC website.

Overview of iwi involvement in the preparation of the Future Development Strategy

WRLC iwi members have been an integral part of the preparation of the Future Development Strategy throughout the process. At the heart of this contribution has been the many kōrero and written exchanges to create Te Tirohanga Whakamua, the name given to a statement of iwi and hapū values and aspirations for urban development for the Wairarapa-Wellington-Horowhenua region (see Part D).

In addition to drafting Te Tirohanga Whakamua (and testing draft versions with other hapū and iwi members) WRLC iwi members have been involved in:

- Engagement in WRLC Future Development Strategy meetings
- Input into the content of the Future Development Strategy, including setting the vision and objectives for our region
- The opportunity to provide feedback on possible future scenarios for where development could be concentrated within the region, which informed the Future Development Strategy.

Our region is made up of a large number of Māori who do not have whakapapa links here. Sometimes the terms ‘Mātāwaka Māori’ or ‘urban Māori’ is used for these groups. The Future Development Strategy requires planning decisions to contribute to well-functioning urban environments that enable Māori to express their cultural traditions and norms (Part 2, 2.2 Policies, Policy 1(a)(ii). We note that the input of ‘Mātāwaka Māori’ or urban Māori is a gap in our initial engagement in the preparation of the Future Development Strategy. We will seek the views of Mātāwaka Māori’ or urban Māori during our public consultation.

Requirements for the Future Development Strategy

The National Policy Statement on Urban Development (NPS—UD) includes the following requirement for the content of a Future Development Strategy: “Every FDS must include a clear statement of hapū and iwi values and aspirations for urban development”.¹⁷ In response to this Future Development Strategy requirement WRLC iwi members have created the statement Te Tirohanga Whakamua (see Part D). The content of the statement is an important input for the Future Development Strategy, including for the way in which future scenarios for our region are assessed (see Part E). This is emphasised in the NPS-UD statement that “every FDS must be informed by Māori, and in particular tangata whenua, values and aspirations for urban development”.

There are other objectives and policies in the NPS-UD that relate to urban environments and Treaty of Waitangi (Te Tiriti o Waitangi) responsibilities and including te ao Māori perspectives and aspirations in the process of planning for urban environments:

- Objective 5 of the NPS-UD states that “planning decisions relating to urban environments, and FDSs [Future Development Strategies] take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).”
- Policy 1(a)(ii) states that “planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum: [...] enable Māori to express their cultural traditions and norms.”
- Policy 9 sets out the ways in which local authorities must, in taking account of the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) in relation to urban environments, involve iwi and hapū.

¹⁷ The NPS-UD neither stipulates how this statement should be structured nor gives any further detail on the content of the statement. This allows for some flexibility in how each region determines what will be included in its statement and how this information should be presented.

Te Tiriti o Waitangi as a foundation for our region

The principles of Te Tiriti o Waitangi are the foundation for an ongoing relationship between the tangata whenua of our region and local government and central government.

The WRLC recognises the key role of Mana Whenua in planning for the future of our region. The WRLC also acknowledges the rights and interests of Mana Whenua, the whakapapa links they hold with the whenua, their role as kaitiaki for our region, and the mātauranga and intergenerational wisdom they possess. Some cultural knowledge, information and data that Mana Whenua holds is taonga to be protected and not to be shared. The WRLC is committed to working with our iwi partners to achieve their values and aspirations for the future of our region while also respecting the taonga nature of the knowledge individual Mana Whenua possess and the approaches they may wish to take on issues of data sovereignty.

The iwi and hapū in our region each have their own unique sets of values and aspirations and have built relationships with local government authorities that share interests within their rohe. The cultural diversity of each iwi and hapū is shaped by whakapapa and the unique environment of the rohe of each iwi, such as coastal locations, an abundance of freshwater bodies, or the presence of specific maunga and landscape features. These elements link the hauora or physical, spiritual, social and mental well-being of the people and the environment. WRLC iwi members have voiced that it is very important to them that the cultural diversity of different iwi and hapū and the existing relationships between Mana Whenua and local and central government in our region are respected. Environment and iwi management plans can set out this information, often with an emphasis on resource management matters. Information on partnership agreements between iwi and councils is also available on individual council websites.

The WRLC is committed to mahi tahi (collaboration) and honouring te ao Māori values. The way in which the WRLC Secretariat works with WRLC iwi members, and the way in which iwi members as a body work together with the WRLC will evolve over time and is an ongoing journey of continual conversation, commitment, and exchange.

Iwi engagement on the draft Future Development Strategy

Our approach to engagement on the development of the draft Future Development Strategy included early and ongoing kōrero, engagement and hui with WRLC iwi members from across the Wairarapa-Wellington-Horowhenua region. This is our engagement approach to meet the NPS-UD requirement for a Future Development Strategy to be informed by “Māori, and in particular tangata whenua, values and aspirations for urban development” (clause 3.14.(1)(d)). The NPS-UD also includes the following requirement, “Every FDS must include a clear statement of hapū and iwi values and aspirations for urban development” (clause 3.13 (3)).

Communication methods for engagement included email, phone calls, online meetings and in-person workshops. At some meetings, only WRLC iwi members and a small number of other WRLC representatives were present. WRLC iwi members were also present at wider WRLC workshops which included local and central government stakeholders. Where relevant, the WRLC Secretariat sent out background reports to WRLC iwi members to support these engagement processes.

We acknowledge that there is a gap in our engagement process for reflecting the voices of Māori who live in the Wairarapa-Wellington-Horowhenua region but are not represented by our WRLC iwi members. We will seek to address this engagement gap in our public consultation on the draft Future Development Strategy.

The WRLC Secretariat met with representatives of each WRLC iwi member organisation in December 2022 (at the beginning of the Future Development Strategy project) to inform them of the project and how they could be involved. A key action from this meeting was to create a background report was created collating all known information from councils (Appendix 1). This was presented at the first detailed hui with iwi partners in April 2023. A timeline of engagement with WRLC iwi members is detailed below in Figure 7. A key focus of engagement during the first half of 2023 was the creation of Te Tirohanga Whakamua – statement of iwi and hapū values and aspirations for the Wairarapa-Wellington-Horowhenua region. Due to stretched capacity and other priorities, not all WRLC iwi members could be involved or were able to provide

representatives to attend all hui on the creation of Te Tirohanga Whakamua or other parts of the process of preparing the Future Development Strategy.

Tracey Martin (Ngāti Kahungunu) was the Independent Chair of the WRLC from its inception in 2021 to mid-April 2023. In the absence of a replacement, Darrin Apanui (Rangitāne o Wairarapa, Te Ati Haunui a Pāpārangi, Ngāti Porou) the WRLC Deputy Chair then assumed the leadership role. In both cases, they took a role as a direct liaison and relationship manager with WRLC iwi members.

The key areas in which WRLC iwi members took part in the development of the draft Future Development Strategy are:

- The creation of the statement of iwi and hapū values and aspirations for urban development Te Tirohanga Whakamua.
- Providing feedback on the draft version of the Future Development Strategy chapter 'Mana Whenua Values and Aspirations for Urban Development', (which includes Te Tirohanga Whakamua)
- Providing feedback on the objectives for the Future Development Strategy
- Providing feedback on possible future scenarios for the region, which were developed into a preferred scenario set out in the Future Development Strategy.

Key themes

Throughout all discussions with WRLC iwi members two things remained clear in planning for our region's future. The first is tino rangatiratanga and Te Tiriti o Waitangi and the principles of partnership are of central importance. The second is that it is imperative to support the distinctive values and practices of each iwi while at the same time working towards outcomes that are beneficial for everyone in Wairarapa-Wellington-Horowhenua region. The vision and aspirations that the WRLC iwi members put forward are inclusive and demonstrate benefits for the people and environment of the region.

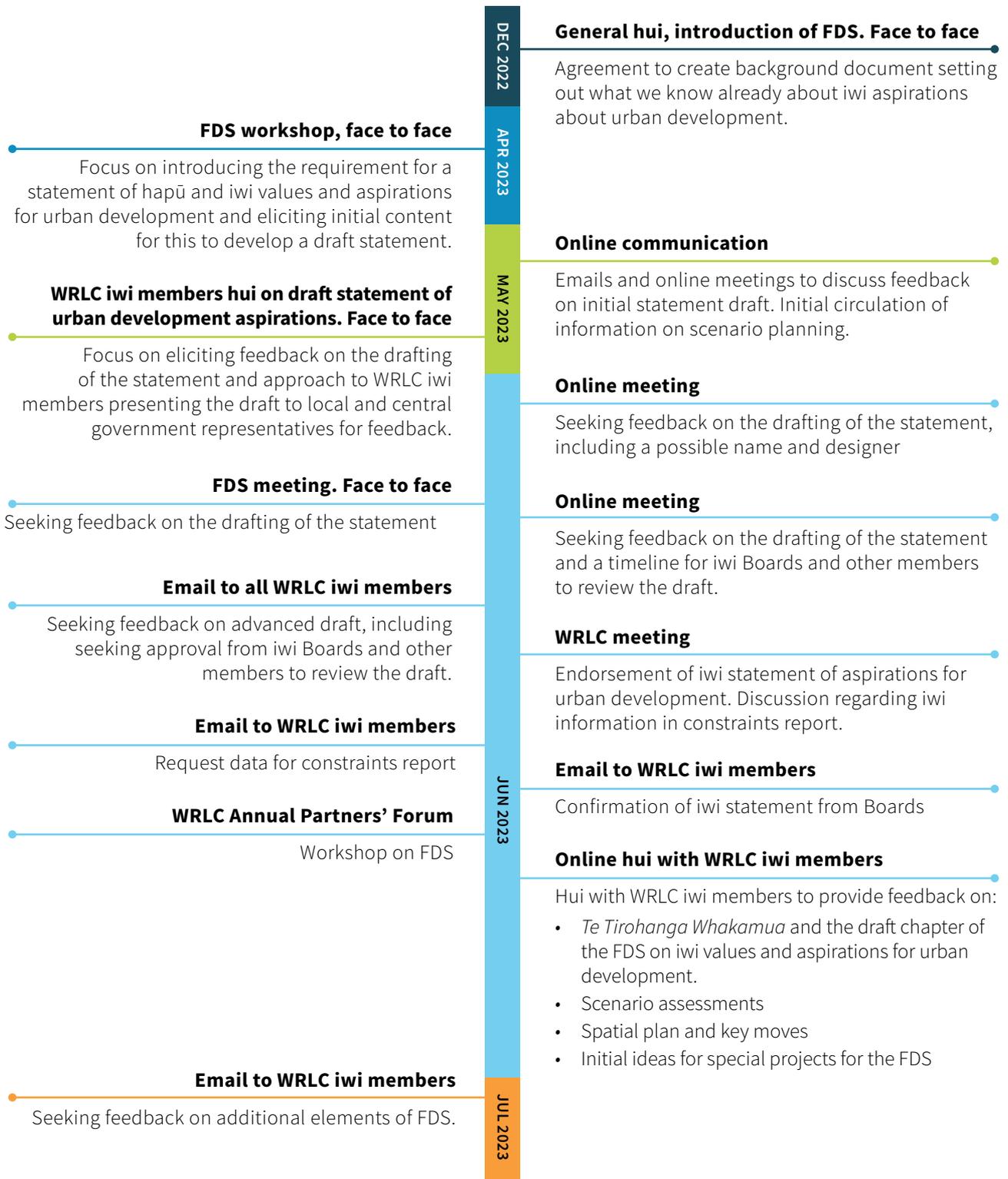
WRLC iwi members emphasised the importance of Te Tirohanga Whakamua (Figure 8 as a living document to be adapted over time, and as something not in isolation, but that informs the wider draft FDS and the future direction of our region.

Drawing on holistic te Ao Māori concepts such as 'hauora', in the development of the draft Future Development Strategy supports consideration of different parts of development in our region as interlinked and interrelated rather than isolated. WRLC iwi members strongly emphasised prioritising nature and the environment in development decisions and taking circular economy approaches. It is important to recognise that while there were some key areas that were shared across WRLC iwi members, there is widespread variation among individuals, whānau, hapū and iwi when it comes to values and aspirations related to what is best for our region.



Timeline of engagement with WRLC iwi members on the Future Development Strategy

Figure 7 sets out a timeline of key points of engagement with iwi in the development of the draft FDS



Part D: Te Tirohanga Whakamua and related parts of the Future Development Strategy



Part D sets out information about partnering with iwi on the Future Development Strategy. This includes the development of Te Tirohanga Whakamua - a Statement of Iwi and Hapū Values and Aspirations for Urban Development in the Wairarapa-Wellington-Horowhenua, information on Māori housing as one of the key challenges for our region, and relevant details on delivery and review of Te Tirohanga Whakamua and the FDS.

Creating a statement of iwi and hapū values for urban development

The contribution of our WRLC iwi partners has been integral to the development of the Future Development Strategy. Iwi and hapū in our region have their own diverse values and aspirations for urban development that are steeped in a holistic worldview that is grounded in tikanga (cultural principles), mātauranga Māori (Māori knowledge) and kawa (cultural practices).

Te Tirohanga Whakamua is a collective statement of iwi and hapū values and aspirations for urban development in our region, the first for the Wairarapa-Wellington-Horowhenua region. The main purpose of Te Tirohanga Whakamua is to inform the Future Development Strategy, as required by the National Policy Statement on Urban Development (NPS-UD).

The statement will also inform future work carried out by the Wellington Regional Leadership Committee. The statement has its own mauri (life force) and is a gift to our region. It helps us to understand how to uphold our treaty obligations and to deliver better outcomes for all our people, communities and our environment when planning for the future development of our region. Te Tirohanga Whakamua is a dynamic, living document, to be altered and added to over time.

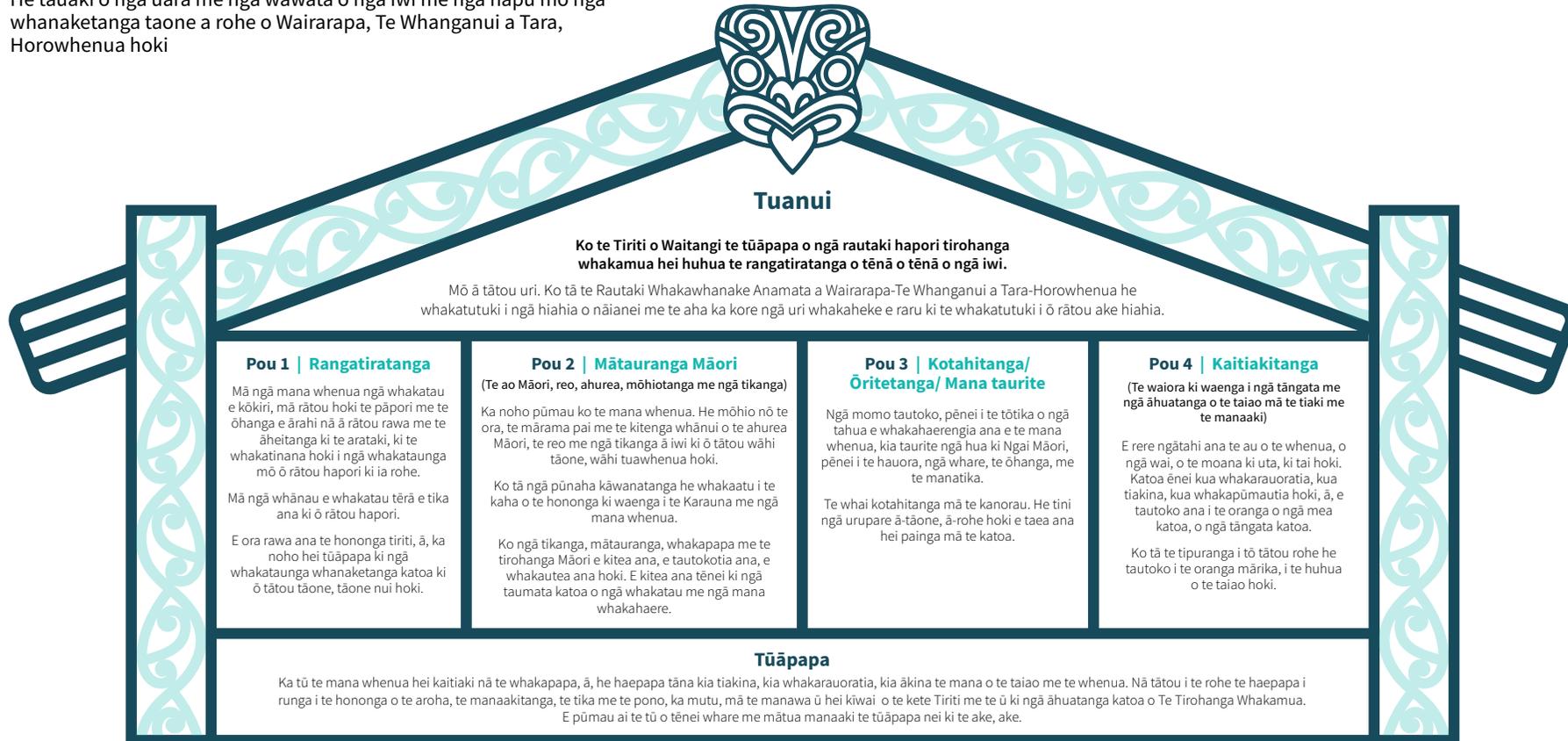
Understanding the structure and meaning of the statement

Te Tirohanga Whakamua (see Figure 8) is structured around a *whare* or a meeting house. Each element of the whare – from the *tuāpapa*, to the four *pou* and the *tuanui* – are all imperative to realising the aspirations and values that Mana Whenua have for our region. All parts of the whare depend on and are supported by each other and need each other to function well as a whole.

- *Te tuāpapa* or the foundation of the whare emphasises the role of Mana Whenua as Kaitiaki for our region and the responsibility everyone has to protect, replenish and sustain *te taiao me te whenua*, the environment and the land.
- Upon the foundation rest four *pou* or pillars of the whare: Pou tahi: Rangatiratanga, Pou rua: Mātauranga Māori, Pou toru: Kotahitanga/ Ōritetanga/Mana taurite, and Pou Wha: Kaitiakitanga. These *pou* are important parts of Te o Māori, speaking to elements such as self-determination, Māori worldviews and knowledge, equity and unity, and holistic wellbeing. They are the central pillars of what sustains and holds up Mana Whenua and our communities into the future.
- Atop the four *pou* is *te tuanui* (roof), the future vision. ‘Ko te Tiriti o Waitangi te tuāpapa o ngā rautaki hapori tirohanga whakamua hei huhua te rangatiratanga o tēnā o tēnā o ngā iwi.’ This statement emphasises aspirations of Mana Whenua for the future of our region as one founded on Te Tiriti o Waitangi and realised through the tino rangatiratanga of tangata whenua.
- The whare is supported by six *kōkiri* or design principles. These that are value statements to guide and provide consistency in the way we plan for and make decisions on the future of our region. This includes supporting Treaty partnership, circular economy models, sustainable growth, removing barriers iwi face, investment that reduces inequality and promotes economic growth and equipping future generations to face challenges, such as climate change.

Te Tirohanga Whakamua

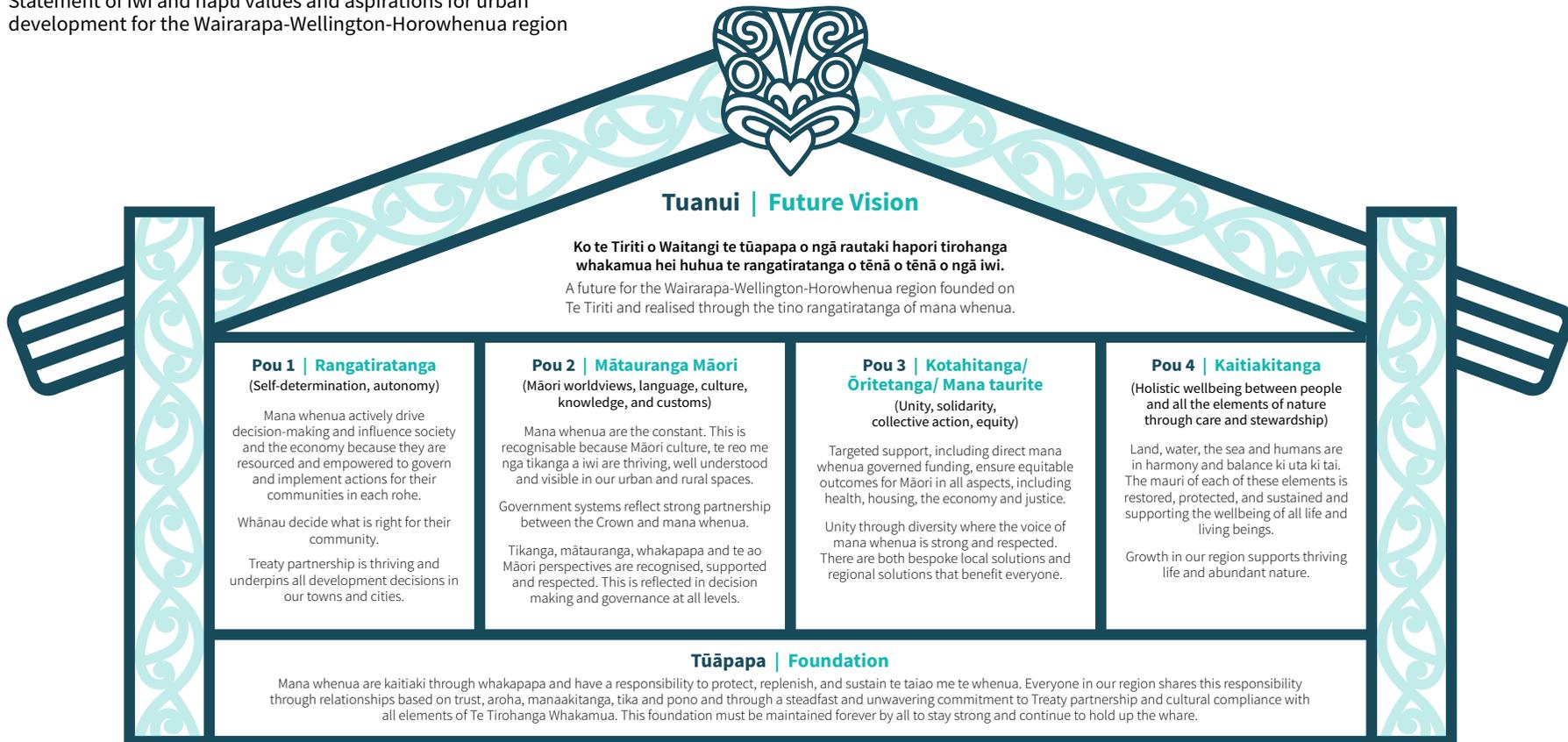
He tauākī o ngā uara me ngā wawata o ngā iwi me ngā hapū mō ngā whanaketanga taone a rohe o Wairarapa, Te Whanganui a Tara, Horowhenua hoki



- | | | | | | |
|---|--|---|--|--|---|
| <p>Kōkiri 1</p> <p>Ko tā te whanaketanga he tautoko i te mahitahi ā-Tiriti, he aro hoki ki ngā hua mō te katoa i te rohe, ā, he huhua āna pānga angitu. Kei te mārama, he hononga tō ngā wāhanga katoa e huri ana.</p> | <p>Kōkiri 2</p> <p>E nuku atu ana i te taurira ōhanga torotika, e whakatata ana ki tētahi ara āmio kē, ka mutu ko ngā whanaketanga he mea whakamōhio e ngā whakataunga ā-taiao mēnā e taea ana.</p> | <p>Kōkiri 3</p> <p>Ki te whakamahere i ngā whanaketanga, me noho mātāmua ko te taiao, ka mutu, e tika ai ngā whanaketanga me nui ōna hua ki te taiao, me rere ngātahi hoki ki te taiao me te kanorau koiora o te rohe.</p> | <p>Kōkiri 4</p> <p>Ko tā te whakamahere he wete tāmitanga, he wete ārai e pāngia ana e ngā iwi, ā, he whakakaha i a tātou anō kia takitahi ai te kauparetia o ngā wero.</p> | <p>Kōkiri 5</p> <p>Ko tā te haumitanga he whakaheke taurite-kore, he whakapiki hoki i ngā āheinga ōhanga pai mā ngā hapori Māori, ā, ko tā te tuari pūtea he whakakahangia ngā mana whenua ki ngā hiahia o ia rohe.</p> | <p>Kōkiri 6</p> <p>Kua whakaritea ngā tamariki o ēnei wā ki ngā taipitopito, ngā taputapu me te mōhiohio e tika ana mō ngā rā e tū mai, pēnei i te āhuarangi hurihuri me te whakamahere aituā Māori.</p> |
|---|--|---|--|--|---|

Te Tirohanga Whakamua

Statement of iwi and hapū values and aspirations for urban development for the Wairarapa-Wellington-Horowhenua region



Kōkiri 1

Growth supports Treaty partnership and is directed towards benefits for all people in the region, and has a positive cumulative impact. It is recognised that all areas of change are interrelated.

Kōkiri 2

There is movement away from a linear economy model and towards a circular approach, and development is informed by nature-based solutions wherever possible.

Kōkiri 3

When planning for growth, the environment comes first, and growth should only occur where it creates positive environmental outcomes and is in tune with nature and the biodiversity of the region.

Kōkiri 4

Planning focuses on decolonisation, removing barriers that iwi face and setting us up to respond to our challenges independently.

Kōkiri 5

Investment is directed toward reducing inequality and growing healthy economic opportunities for Māori communities, and funding distribution empowers mana whenua with what is needed in each rohe.

Kōkiri 6

The children of today are equipped with the information, tools and knowledge they need for the future of tomorrow, including climate change and natural disaster planning.

What it means to put iwi and hapū values and aspirations for our region into action

Iwi and hapū provided additional detail on their values and aspirations for our region, which have been categorised around the four pou and includes information on the implementation of Te Tirohanga Whakamua. This information explains, from the point of view of WRLC iwi members, what our region would look like in 30 years' time, if shared iwi and hapū values and aspirations were successfully delivered on and what putting that into actioning that looks like. Some projects that support these goals are already underway, some will be supported through the Future Development Strategy, and others through WRLC projects and other areas outside the Future Development Strategy.

POU 1: RANGATIRATANGA

Actioning Pou Tahī means that the self-determination and autonomy of Mana Whenua in our region is recognised and supported, including through partnership, a key principle of Te Tiriti o Waitangi. In particular, this is evident when:

- Māori have rangatiratanga over their land and Māori land is returned with all barriers to access and building removed;
- All Māori are housed in a warm, safe environment;
- Responses to hauora needs (understood in the wider sense of wellbeing) are regionally bespoke, designed and implemented for the cultural context, and governed by Mana Whenua (including the location of healthcare facilities, and supporting Tohunga and Matakite availability for health and wairua) and,
- Mana Whenua have determination over environmental matters within their rohe. They are empowered to have the lead mandate in consent decisions and other relevant environmental and resource management planning processes.
- Cultural heritage and sites of significance are maintained, protected and, where possible, restored to their original state and form in the way that Mana Whenua determine.
- The privacy and protection of taonga knowledge, information and data sovereignty of Mana Whenua is respected.

When rangatiratanga is realised, regional growth is planned so that Mana Whenua are able to maintain traditional settlement patterns and activities. Successful implementation of Pou Tahī also mean the growing number of economic opportunities for Māori communities, including additional jobs, provides for ongoing whānau wellbeing and economic growth.

Climate change and natural disasters pose a threat to rangatiratanga and to all our communities. Mana Whenua will be front and centre in response and planning processes, including for climate change refugees.

This means where people are displaced from their homes, iwi-to-iwi solutions are supported and the coastal retreat and impacts for Māori communities are planned for.

Tikanga provides the basis for how to facilitate these processes, (for example, through manaakitanga and iwitanga) and can be drawn on in conjunction with other resources on climate change and natural disasters, (such as reports by the Intergovernmental Panel on Climate Change).

POU 2: MĀTAURANGA MĀORI

Actioning Pou Rua means that Māori worldviews, language, culture, knowledge, customs and cultural heritage in our region are recognised, supported and seen and heard everywhere, every day. The visibility and free expression of Māori identity is foundational to the way our region grows, including through tikanga (cultural principles) and kawa (cultural practices). This includes respecting and celebrating the diversity of and within each iwi. Cultural identities, stories, and practices vary rohe-by-rohe and look different across the region.

Mātauranga Māori, and all the knowledge, wisdom and understanding passed on through generations, is recognised and valued as a taonga. It is understood that Mana Whenua determine when to share mātauranga and for what purpose and that this sharing of mātauranga has benefits for all communities in our region. Data sovereignty is protected and there is clear understanding of and agreement on which information can be shared, including when, where and for what purpose.

When mātauranga Māori is part of who we are and what we do, te reo Māori is a way of life. This means leaders and public servants in our region respect and understand te reo Māori, Māori culture and society and

build our regional systems around this knowledge. Cultural heritage and sites of significance are maintained, protected and, where possible, restored to their original state and form in a way that Mana Whenua determine.

When Mātauranga Māori is visible we see Mana Whenua in the landscapes of our towns and cities. Seeing the stories of local Māori history and culture and the use of te reo this is prevalent in our streets, for example, in place names and other signage, and in the landscape, for example, on storyboards. In addition, urban design in our region includes Māori urban design approaches.

POU 3: KOTAHITANGA/ ŌRITETANGA/ MANA TAURITE

Actioning Pou Toru means that there are equitable outcomes for Māori in all areas, as emphasised in Article three of Te Tiriti o Waitangi. In particular, for Mana Whenua in our region, this includes the following areas:

- Health disparity across all social determinants of health (not just physical) is eliminated;
- There is zero homelessness – no Māori person is homeless;
- Housing is affordable, builds communities and is designed in line with living building principles; and
- All whānau have what they need to grow their own kai.

Achieving unity through diversity under Pou Toru requires both bespoke solutions and collective action. This means that the structures that perpetuate intergenerational poverty of Māori are being deconstructed. Meaningful partnership is also fundamental, specifically:

- Genuine partnership and true intent: government organisations and Mana Whenua listen to (and not just hear) each other; and
- Increased Māori representation in local and central government, collaborative ways of working, and increased opportunities for co-governance.

The successful implementation of Pou Toru means that growth is directed away from areas where it should not be located and towards areas where there are benefits for the community and the environment.

Housing is a key area to achieve equitable solutions that benefit everyone. The location of growth needs to be based on housing affordability and mobility of populations so as not to disadvantage low socio-economic groups from the housing market.

Achieving equity under this pou means that housing, including community housing, is designed to meet the diverse needs of inhabitants including whānau, and elderly or disabled people.

Sites of significance and other areas of Māori cultural heritage are maintained, protected and, where possible, restored to their original state and form in a way that Mana Whenua determine, supporting Mana Whenua links with the whenua and equitable hauora outcomes.

POU 4: KAITIAKITANGA

Actioning Pou Wha means through care and stewardship all people and elements of nature are well and thriving. This is a responsibility shared by Mana Whenua, as Kaitiaki through whakapapa, and by all people in our region. The role of Mana Whenua as Kaitiaki is a broad concept extending beyond the environmental domain into guardianship and protection of all elements of the natural world, including decision-making over activities that could impact on the natural world. Implementing Pou 4 means that this holistic meaning of Kaitiakitanga is recognised and Mana Whenua as Kaitiaki are accordingly involved in the relevant decisions concerning future development in our region, including on infrastructure matters. Sites of significance and other areas of Māori cultural heritage are maintained, protected and, where possible, restored to their original state and form in a way that Mana Whenua determine, as part of kaitakitanga.

One key area for protection is our fresh water, for example successful implementation can be seen when:

- Te Mana o te Wai, as understood in the National Policy Statement for Freshwater Management (NPS-FM), is fully implemented.¹⁸
- Water is clean (free from pollution), and wetlands are protected, restored and enhanced;
- Water management, including water take, upholds te mana o te wai and te mauri o te wai;
- Developers contain their wastewater/stormwater etc. on the whenua they are developing (and it is not put it into rivers and other waterways); and
- Wairarapa water purity and Wairarapa water storage, two issues of significant importance, are addressed.
- The water quality of Waipunahau Lake, Horowhenua, and the surrounding waterways are restored so that cultural activities (e.g mahinga kai) and recreational activities can take place there safely. The water quality is well on its way to being restored to pristine condition.

Through care and stewardship clean fresh water also supports the use of food diversification approaches that reflect the biodiversity of the region. Realising Kaitiakitanga means that whānau access to sufficient, safe, affordable and nutritious food that is produced in harmony with the natural world (referred to as ‘food sovereignty’).

Regional development projects should support Mana Whenua aspirations to develop the land that has been returned to them through Treaty settlement processes, e.g. through the building of papakainga as an expression of tino rangatiratanga.

Putting Pou Wha into action means taking sustainable approaches, including taking a circular economy approach. Consumption is reduced as waste is being designed out, products and materials are kept in circulation, and natural living systems are regenerating.

Another strong focus is building and supporting local, sustainable businesses, including manufacturing. Sustainability goals are achieved in a shorter amount of time because of investment in new technology in areas such as innovative housing, energy, and waste treatment.

Developing infrastructure to support people and nature to thrive is a central part of successfully implementing Pou Wha. This means decisions on infrastructure draw on Mana Whenua knowledge, (where agreed by Mana Whenua), and support Treaty partnership approaches and Māori economic development.

Infrastructure is distributed and centred in in local neighbourhoods rather than monolithic (i.e. mostly in central locations). To support sustainability, green housing and green infrastructure is used in urban areas. The realisation of rangatiratanga and regional sustainability goals are supported through the provision to communities of individual off-grid technology to redistribute power, water and other utilities.

The development of public transport infrastructure supports the mobility and accessibility of people and communities. This includes access to rural areas and places of cultural significance to Mana Whenua, such as marae or sites where cultural activities take place. The improvement and use of public transport and the ready availability of electric motor vehicles and electric vehicle infrastructure supports the transition to a low carbon economy.



¹⁸ Te Mana o Te Wai is defined in the NPS-FM as a concept that refers to the fundamental importance of water and recognises that protecting the health of freshwater protects the health and well-being of the wider environment. It protects the mauri of the wai. Te Mana o te Wai is about restoring and preserving the balance between the water, the wider environment, and the community.

The vision and strategic direction of the Future Development Strategy

The vision and strategic direction for the Future Development Strategy has been directly informed by Te Tirohanga Whakamua and by the engagement between WRLC iwi members and the Future Development Strategy project team, (see Figure 9 below). For example, the te reo phrase from the tuanui or future vision of the whare of Te Tiorhanga Whakamua is also part of the vision for the Future Development Strategy.

Figure 9: Vision and strategic direction of the Future Development Strategy



Regional challenges addressed in the Future Development Strategy

General challenges for our region that were in the in the Wellington Regional Growth Framework were assessed and revised for the Future Development Strategy. The challenges are set out in the table below (Figure 10). Of particular interest to iwi and the Future Development Strategy is the continual challenge of housing inequality for Māori (challenge 4 above). This is described in more detail below.

Figure 10: Key regional challenges from the Wellington Regional Growth Framework assessed and revised for the Future Development Strategy

Topic area	Challenge
Climate change and emissions	<ol style="list-style-type: none"> 1. The current trend of growth becoming more dispersed in the region poses challenges for achieving transport outcomes and emission-reduction targets 2. Many of the urban areas in the region are vulnerable to the impacts of natural hazards and climate change, and as the region grows and becomes more densely settled it will become increasingly important to improve resilience and protect and enhance the region’s natural environment
Our homes and places	<ol style="list-style-type: none"> 3. The region lacks an affordable and quality housing supply and housing tenure choice, and affordability is declining 4. Mana whenua and Māori in the region have poor access to affordable housing choice
Our transport system	<ol style="list-style-type: none"> 5. There is continuing inequitable access to social, educational and economic opportunities within the region
Our other infrastructure	<ol style="list-style-type: none"> 6. A significant investment in infrastructure is needed to enable enough housing and quality urban environments, however, we have limited capacity to fund and deliver everything the region needs and wants.

Access to affordable housing is a significant issue for Māori. The Future Development Strategy provides an important opportunity for regional spatial planning to incorporate Te Ao Māori. It can support mana whenua aspirations and strengthen existing regional partnerships.

The Future Development Strategy reflects the aspirations of mana whenua and the existing work being undertaken in partnership with mana whenua and the Crown, such as the management of state housing in western Porirua by Te Āhuru Mōwai (Ngāti Toa Rangatira’s community housing provider). The Future Development Strategy will build on existing partnerships with central government, local government and mana whenua.

Through the Future Development Strategy implementation process the partners will continue to work with mana whenua in the region to identify opportunities for housing, education and the protection of land and water and other taonga, and economic opportunities. We will continue to work with a range of people including mana whenua, Māori health providers, Māori business owners and iwi in the region and others. Ongoing consultation and participation will ensure the aspirations of iwi and hapū are taken into account.

Part E: Future Development Strategy scenario evaluation informed by iwi engagement



Part E sets out key elements of the qualitative Future Development Strategy scenario evaluation from an iwi perspective as informed by Te Tirohanga Whakamua. This includes advantages and disadvantages of each scenario and the criteria and limitations for each assessment. This content derives primarily from the Future Development Scenario Evaluation Summary Report, available on the WRLC website.

The NPS-UD requires a Future Development Strategy to be informed by scenario testing. As part of preparing the Future Development Strategy four scenarios were developed and tested against nine objectives as set out below in Figure 11. The four urban form scenarios consisted of:

- A **‘baseline scenario’** which assumed that growth is distributed across the region, as enabled by recent District Plan changes and intensification plan changes and with a mix of building typologies.
- A **‘dispersed scenario’** which focused growth on enabled and planned greenfield areas.
- A **‘Medium Density and Infill’** scenario which focused growth on medium density infill and townhouse development within existing urban areas.
- A **‘Centralisation’** scenario which focused high density developments in main urban centres (including apartments and townhouses).

Figure 11: The key objectives for the Future Development Strategy

OBJECTIVES	
	1. Increase housing supply, and improve housing affordability and quality, and housing and tenure choice.
	2. Enable growth that protects and enhances the quality of the natural environment.
	3. Enable growth that protects highly productive land, safe-guarding food production for future generations.
	4. Improve multi-modal access to and between housing, employment, education and services.
	5. Ensure development is integrated and efficiently uses existing built, social and community infrastructure or can be readily serviced by new infrastructure.
	6. Plan development for a zero-carbon future, creating change to rapidly reduce emissions (including emissions from transport) and meet our regional climate change objectives.
	7. Ensure development minimizes the impacts of and is resilient to climate change and natural hazards and avoid creating new risks.
	8. Create local sustainable employment opportunities.
	9. Align with mana whenua housing and other aspirations.

Objective 9 is most relevant to iwi interests in the Future Development Strategy. As part of the technical reports for the Future Development Strategy a Scenario Evaluation Report has been prepared. The purpose of this report is to summarise the technical assessment undertaken on scenarios of different spatial scenarios for accommodating growth within the Wairarapa-Wellington-Horowhenua region over the next 30 years.

Qualitative assessment against iwi and hapū values and aspirations

A qualitative assessment of the scenarios against objective 9 was undertaken by the Future Development Strategy project team on behalf of WRLC iwi members due to capacity limitations.

The assessment was a separate process from the scenario assessment for objectives 1-8 and was qualitative only. The assessment for objective 9 aimed to apply a te ao Māori lens in considering both the opportunities and challenges associated with each scenario, and to interrogate how well these would provide for iwi and hapū values and aspirations.

The assessment was informed by Te Tirohanga Whakamua – a statement of iwi and hapū values and aspirations for urban development in the Wairarapa-Wellington-Horowhenua region. It was also informed by engagement with WRLC iwi members on the preparation of the draft Future Development Strategy, including discussion of the scenarios at Future Development Strategy workshops in April and July 2023. WRLC iwi members were given an opportunity to comment on this assessment, but no feedback was given. This assessment is therefore limited in its findings due to not being carried out with direct input from WRLC iwi members or other Māori representatives, such as urban Māori. We acknowledge that the assessment approach is therefore not reflective of all Māori or all Mana Whenua views in the Wairarapa-Wellington-Horowhenua region.

The two tables overleaf set out opportunities and challenges for growth to align with mana whenua housing and other values and aspirations for each scenario separately.



Opportunities for growth to align with mana whenua housing and other values and aspirations.

Baseline	Dispersed	Infill	Centralised
<p>With continued growth consistent with the existing locations of growth spread out across the region we can plan choose to better avoid areas of natural hazards and climate change and areas of interest to Mana Whenua, more than with the centralised/infill scenarios</p> <p>In this scenario fewer new roads will need to be developed which means that there is a lower level of risk for adverse effects on cultural sites such as wāhi tapu.</p> <p>Opportunity to build and acknowledge cultural histories in areas where urban development already exists and in new development areas - creative visibility and accessibility of way Māori culture and stories are reflected in the urban landscape – more people will see these cultural histories because growth is more evenly distributed.</p> <p>More options for Mana Whenua to live within the rohe of their affiliated iwi.</p> <p>Growth is more evenly distributed which would reduce the impact of urban development (e.g. construction or higher population impacts such as waste and sewage) to be concentrated on any one natural feature e.g. Wellington Harbour. This would allow more local mitigation to protect and enhance many environments.</p>	<p>As development will occur in new places, we can plan to avoid areas of natural hazards and climate change and areas of interest to Mana Whenua.</p> <p>More ability to grow and gather kai in the traditional way – through more space and access for mahinga kai, communal gardens).</p> <p>Could build new self-contained/distributed infrastructure e.g. water into greenfield development, distributed energy generation networks.</p> <p>More options for Mana Whenua to live within the rohe of their affiliated iwi.</p> <p>Options for development around rural/non-urban marae – more central hub including health, education and employment with marae. Might help to retain young iwi members by providing opportunities locally, if education and employment opportunities can be realised.</p> <p>Opportunity to build and acknowledge cultural histories in new development areas.</p>	<p>Allays concerns about displacement of people in undeveloped traditional areas and cost of housing in these areas increasing e.g. Wellington people going to Featherston, as provides housing options in centralised places.</p> <p>Opportunity to build and acknowledge cultural histories in areas where urban development already exists - creative visibility and accessibility of the way Māori culture and stories are reflected in the urban landscape – this scenario will reach more people than greenfield</p> <p>Might attract young iwi members to return to the region (more housing choice in urban areas) if this housing scenario can be packaged with employment opportunities</p> <p>Protects high quality land and undisturbed waterways and improves housing choice and density.</p> <p>In this scenario no new major roads will need to be developed which means that there is a lower level of risk for adverse effects on cultural sites such as wāhi tapu.</p> <p>Reduced reliance on cars can encourage healthier communities through more active transport aligning with aspirations around health Development in Wellington and Lower Hutt likely to positively affect some Mana Whenua as this is where the population is concentrated. More options for some Mana Whenua (Taranaki Whānui ki Te Upoko o Te Ika and Ngāti Toa Rangatira) to live within their traditional lands.</p> <p>Scenario aligns with a whole system approach (transitioning to a zero-carbon future), benefits health, the broader environment and aligns with te ao Māori and the interconnectedness of things.</p>	<p>Allays concerns about displacement of people in undeveloped traditional areas and cost of housing in these areas increasing e.g. Wellington people going to Featherston, as provides housing options in centralised places</p> <p>Opportunity to build and acknowledge cultural histories in areas where urban development already exist – creative visibility and accessibility of the way Māori culture and stories are reflected in the urban landscape – this scenario will reach more people than greenfield</p> <p>Might attract young iwi members to return to the region (more housing choice in urban areas where it is assumed they prefer to live) if this housing scenario can be packaged with employment opportunities.</p> <p>Protects high quality land and undisturbed waterways and improves housing choice and density</p> <p>In this scenario no new roads will need to be developed which means that there is a lower level of risk for adverse effects on cultural sites such as wāhi tapu’</p> <p>Development in Wellington likely to positively affect some Mana Whenua as this is where the population is concentrated. More options for some Mana Whenua (Taranaki Whānui ki Te Upoko o Te Ika and Ngāti Toa Rangatira) to live within their traditional lands.</p> <p>Reduced reliance on cars can encourage healthier communities through more active transport aligning with aspirations around health.</p> <p>Scenario aligns with a whole system approach (transitioning to a zero-carbon future), benefits health, the broader environment and aligns with te ao Māori and the interconnectedness of things.</p>

Challenges for growth to align with mana whenua housing and other values and aspirations.

Baseline	Dispersed	Infill	Centralised
<p>Lack of equity at present is likely to continue as greenfield and some urban centres are further out where access to health, education and employment is harder and more expensive - this in particular is related to current public transport offerings.</p> <p>Continual impact on the land through greenfield development throughout the region but mostly in the western corridor which may create high levels of pressure on the coastal environment and impact heavily on cultural values (although less than the dispersed scenario).</p> <p>Not the best option for climate change and emissions as more people in general likely to drive – this impacts long term on the environment including increased air and water pollution.</p>	<p>More impact on the land than previously i.e. in areas where there was previously no development.</p> <p>More people moving to greenfield areas and taking over the land e.g. Ōtaki, Wairarapa and causing the displacement of Mana Whenua and other Māori and/or an increase in housing prices.</p> <p>Likelihood of increased climate change impacts and higher emissions as more people in general likely to drive – this impacts long term on the environment including increased air and water pollution.</p> <p>Worse outcomes for the health of communities, if car dependence increases for new residents in areas not serviced by public transport links that improve access around the region.</p> <p>Lack of equity as greenfield is further out where access to health, education and employment is harder and more expensive - this in particular is related to current public transport offerings.</p> <p>As most of the greenfield growth is in the western corridor (Northern Porirua – Horowhenua and in particular Kāpiti) this will create new pressures on rivers and the coastal environment, impacting on the mana, wairua and mauri of te taiao.</p>	<p>Limits ability to build on ancestral land – particularly in the Wairarapa and Kāpiti/Horowhenua.</p> <p>Less ability to grow kai with limited land per home.</p> <p>Distributed infrastructure e.g. water, if a goal would need to be retrofitted/redeveloped and limited opportunities for this.</p> <p>A focus on infill areas may mean less ability to fund major new regional infrastructure e.g. public transport, outside Wellington and Lower Hutt, resulting in a continued access and equity issue for those further out.</p> <p>As most growth is in areas close to the Wellington and Porirua Harbours and Hutt River, this will create additional pressure on the river and coastal environment which will further impact on the mana, wairua and mauri of te taiao.</p>	<p>Limits ability of some Mana Whenua to build on ancestral land outside of Māori Purpose Zones – particularly in the Wairarapa and Kāpiti/Horowhenua.</p> <p>Limits new housing choice for Mana Whenua to apartment/high density However, if other people sell and move into higher density, then that may free up traditional housing stock.</p> <p>Distributed infrastructure e.g. water, if a goal would need to be retrofitted/redeveloped and limited opportunities for this.</p> <p>Most of the region’s growth in areas of higher risk to the impacts of climate change and natural hazard meaning mana whenua’s development aspirations could be impacted unless mitigated. Iwi to iwi discussions about managed retreat will be needed as required.</p> <p>Less ability to grow kai and with limited or no land per home.</p> <p>A focus on centralised areas (e.g. Wellington City and Lower Hutt City centre) likely to mean less ability to fund regional infrastructure e.g. public transport, outside these areas resulting in a continued access and equity issue for those further out.</p> <p>As most of the growth is in the Wellington and Lower Hutt this will create additional pressure on freshwater, the harbour and coastal environment which will further impact on the mana, wairua and mauri of te taiao.</p>

Key implications for growth

The scenario evaluation report authors have identified key implications for growth in response to the scenario analysis. For objective 9 'align with mana whenua housing and other aspirations' the key implications were summarised as follows:

HOUSING AND OTHER VALUES AND ASPIRATIONS

Growth should implement the values and aspirations of iwi and hapū as set out in *Te Tirohanga Whakamua* and as expressed through regular and ongoing conversations with Mana Whenua and Māori in our region (including urban Māori) over time. This includes (but is not limited to):

- Support both individual iwi and regional Mana Whenua values and aspirations, mana motu hake and tino rangatiratanga as set out in Te Tiriti.
- Maintain cultural heritage sites and sites of importance.
- Support food sovereignty and ability to protect kai.
- Create visibility of stories and identities in urban and rural spaces.
- Plan for climate change and natural disasters, including the movement of coastal iwi and the impacts of migrating people on inland iwi.
- Restore and protect the water and the whenua.
- Support variety of affordable community housing options.
- Support equitable health outcomes and promote economic and employment opportunities.
- Move towards a circular economy and green infrastructure.

ASSUMPTIONS AND LIMITATIONS

The following key assumptions were made in the qualitative assessment against iwi and hapū values and aspirations:

- That papakainga, including multi-generational housing can be built under any option – it might look different e.g. low density under greenfield option vs apartment/s living under centralised.

- That whilst more people correlate with more jobs and employment patterns/distribution across the region might change, we will not see a wholesale change (a large majority of jobs will still be in Wellington City).
- There will be improved public transport throughout the region, and walking, cycling, and public transport infrastructure will be built.
- Māori Purpose Zones which have been identified in plans (e.g. Hongoeka) will provide for Māori cultural needs, including social, cultural and economic development, and allows whānau to maintain an ongoing relationship with their ancestral land.

The following limitations were part of those recognised in the evaluation scenario assessment:

- WRLC iwi members were engaged in a number of different elements of the Future Development Strategy drafting process, and due to capacity issues were not able to engage in-depth in all elements of the process, including this scenario evaluation.
- This assessment was not undertaken by iwi and hapū, it was based on conversations at a hui and draft content of *Te Tirohanga Whakamua* – statement of iwi and hapū values and aspirations for urban development for the Wairarapa-Wellington- Horowhenua region.
- and was then sent around to WRLC iwi partners for comment.
- The assessment is undertaken at a regional scale and at a high level, meaning that implications for different rohe, iwi and hapū are not detailed.
- The assessment does not specifically reference the specific iwi and hapū values and aspirations which it its findings are in relation to.
- The scenarios are not designed in sufficient detail to determine in detail how they would align with all of the identified iwi and hapū aspirations and values.
- Urban Māori make up a large proportion of the population in our region and they were not engaged with in this assessment.

Key advantages and disadvantages of the spatial scenarios

Overall, the **centralised scenario** performs best across almost all of the assessment criteria, followed by the **medium density infill scenario**, indicating that more compact and higher density development would deliver better on the project objectives than current growth trends. Generally, the dispersed scenario

scored worse than the baseline scenario. We've included the full table here for greater context as other objectives are also important to WRLC iwi partners.

The key advantages and disadvantages of each scenario against the project objectives are summarised in the table below.

KEY ADVANTAGES AND DISADVANTAGES OF THE SPATIAL SCENARIOS

Scenario - Baseline - Growth consistent with current policy direction	
Advantages/Opportunities	Disadvantages/Challenges
<p> Would not cause any issues for housing supply because growth would be in accordance with predicted housing market trends.</p> <p> More opportunity to locate growth and avoid adverse effects on areas of cultural significance to Mana Whenua and more opportunity for maintaining and developing traditional connections with whanau and whenua.</p>	<p> No change in transport outcomes without transformative infrastructure investment.</p> <p> Somewhat worse over the 30-year period in terms of emissions reduction and the likelihood of meeting regional climate change targets.</p> <p> Could perpetuate existing inequities for Māori where access to health, education and employment is at greater distances, and could increase coastal pressures and emissions causing harm to te taiao.</p>

Scenario - Dispersed - Growth would be focused on greenfield areas (particularly in Kāpiti), with less emphasis on intensification	
Advantages/Opportunities	Disadvantages/Challenges
<p> Would not cause any issues for housing supply because growth would be in accordance with predicted housing market trends</p> <p> Potentially lower exposure to natural hazards and climate change risk. However, this is only if new development is able to be designed and located to avoid high risk areas.¹ Scores better than the baseline scenario in terms of fluvial (river) and pluvial (rainfall) flood hazard exposure and growth in well-defined earthquake fault rupture and deformation zones (areas where an earthquake changes the land from how it was before the earthquake). Scores well in terms of other seismic hazards, such as subsidence, ground shaking and liquefaction. However not as well as the medium density infill scenario</p> <p> More flexibility in relation to the location of growth and avoiding adverse effects on areas of cultural significance to Mana Whenua and to grow traditional kai.</p>	<p> Highest potential to adversely affect natural environments.</p> <p> Highest potential to adversely affect areas of highly productive land (land that is good for growing food and farming)</p> <p> Lowest share of the population living near to existing community services and green spaces. Social access is also worse than the baseline for almost all social destinations under this scenario.</p> <p> This scenario would have the worst transport outcomes of all the 4 scenarios without transformative infrastructure investment. Even with transformative investment (which would likely be prohibitively expensive under this scenario), transport outcomes are generally worse under some metrics (including Vehicle kms travelled VKT – a proxy for emissions from private vehicles) than under all other scenarios. This scenario would be the most expensive to service by public transport infrastructure, the most</p> <p>reliant on state highway access, and the most likely to increase VKT. This scenario would be the most expensive to service by electricity distribution infrastructure and would require significant investment in local council network extensions to service greenfield areas, with higher ongoing costs than under the baseline. In addition, this scenario is not supported by gas and electricity distribution infrastructure providers.</p> <p> Scores worst of the 4 scenarios in terms of lowering overall regional emissions</p> <p> Greater impacts on water quality through increased development in new areas. Possible displacement of local iwi and increases in housing prices (as land is bought up for development). Adverse impacts on te taiao due to higher transport emissions.</p>

¹ The GIS analysis did not take into account regulatory settings i.e. district plan rules.

Scenario - Medium Density Infill - Growth is focused on intensification in existing urban areas

Advantages/Opportunities	Disadvantages/Challenges
<p> In general, this scenario has the greatest opportunity for locating housing near transport and jobs and where demand is. It is most likely to improve housing affordability and is likely to reconcile with current developers are willing to build. It strikes the best balance between having housing in the places people want to live and having the kinds of houses that meet diverse community needs.</p> <p> Lower potential to adversely affect natural environments. Likely best at avoiding significant adverse impacts on marine ecosystem extent.</p> <p> Low potential to adversely affect areas of highly productive land and impact on food production</p> <p> Performs better than the baseline and dispersed scenario for accessibility across all social destinations analysed</p> <p> Second best in terms of transport outcomes with transformative infrastructure investment. Supports social access by active and public transport modes and would be</p>	<p> Little change in transport outcomes without transformative investment. Would require upgrading existing water supply, wastewater and stormwater infrastructure.</p> <p> Limits ability to build on ancestral lands or to grow kai, due to the increase in smaller housing sections under this scenario. Location of growth could have adverse environmental impacts. Limited infrastructure could lead to equity issues.</p>
<p>comparatively easy to service by bus by enhancing existing networks.</p> <p> Scores second best in terms of lowering overall regional emissions.</p> <p> Scores better than the baseline scenario in terms of fluvial (river) and pluvial (rainfall) flood hazard exposure and growth in well-defined earthquake fault rupture and deformation zones. The latter would be easiest to control under this scenario. Tightly defined infill development is preferable to be able to build away from other seismic hazards.</p> <p> Scores best, along with medium density infill scenario, in terms of creating local sustainable (enduring) employment opportunities.</p> <p> Lower risk of displacement of Māori from housing (for example, where they may be priced out of some markets due to movement of residents from central to more rural areas), protects high quality land, less risk of adverse impacts on sites of significance and less harm to te taiao through lower emissions.</p>	

Scenario - Centralisation - Growth is focused on high density developments in main urban centres	
Advantages/Opportunities	Disadvantages/Challenges
<p> In general, its most efficient to locate housing in existing urban areas (centralisation/medium density infill), where amenities and access to employment is greatest.</p> <p> This scenario has the lowest potential to adversely affect natural environments. This includes the preservation of plants and animals and natural areas and marine ecosystems condition</p> <p> Highest potential to protect areas of highly productive land and impact on food production.</p> <p> This scenario is also best in terms of social access which means having the greatest share of the population living close to existing community services and green spaces and</p>	<p> Less likely to reconcile with market acceptance of risk (willingness to supply).</p> <p> Social access by private vehicle modes may be worse in the region's cities due to congestion.</p> <p> May be more challenging to find land to provide for distribution and logistics infrastructure. Rail improvements on the Hutt Valley line would be required.</p> <p> May have a higher share of projected population located within natural hazard areas, however this may be mitigated by regulations which do not allow development areas prone to high risk as a result of climate change or natural disasters.</p>
<p>scoring best in terms of access to day-to-day social destinations by foot and access to hospitals by public transport. This scenario best supports social access by active and public transport modes.</p> <p> Centralisation would result in the best transport outcomes, regardless of the transport future, however transformative infrastructure investment would significantly improve these outcomes. This scenario would be the best of all of the scenarios for getting the best transport outcomes using rail. This is the easiest scenario to service by gas distribution, telecommunications and electricity distribution infrastructure. Consolidation of growth would make it easier to prioritise council infrastructure investment.</p> <p> Scores best in terms of lowering overall regional emissions.</p> <p> Centralisation scores best in terms of coastal hazards, when new housing occurs away from coastal hazard areas in line with district plan settings. It also scores best in terms of fluvial (river) and pluvial (rainfall) flood hazards, and is an improvement on the baseline in terms of growth in well-defined earthquake fault rupture and deformation zones</p> <p> Score best, along with medium density infill scenario, in terms of creating local sustainable employment opportunities.</p> <p> Improves housing choice, protects high quality land, decreases risk of adverse effects on cultural sites and less harm to te taiao through lower emissions.</p>	<p> Challenges to new housing choices due to concentration of population centrally outside of rohe of some iwi and less choice in types of housing. Less ability to grow kai in centralised areas but more protection for food production land in northern areas. With growth centralised potential for development for iwi in other rohe may be compromised.</p>

Part F: Next steps and implementation plans



Part F sets out next steps with WRLC iwi partners following the preparation of this report. This includes aspirations for the review of Te Tirohanga Whakamua and partnering with iwi on the development of an implementation plan for the Future Development Strategy .

Future use of this report

This report is collation of all the mahi that occurred during the preparation of the draft Future Development Strategy. Once completed the Future Development Strategy will replace the Wellington Regional Growth Framework and inform future work for the Wellington Regional Leadership Committee. This document will be the primary resource for future work in partnership with WRLC iwi partners on various projects such as the iwi spatial plan.

Delivery and review of Te Tirohanga Whakamua

The WRLC will partner with WRLC iwi members on the delivery, monitoring and review of the statement, including through funding and investment, and on monitoring the success of implementation from a te ao Māori perspective. The WRLC aspires that Te Tirohanga Whakamua should be reviewed annually if the WRLC iwi members determine that it should be (in response to changing cultural, physical, environmental and economic conditions).

Partnering with iwi on an implementation plan for the Future Development Strategy

We will publish an Implementation Plan which will set out the actions that are required to achieve the Future Development Strategy. This will include key projects and measures to monitor our progress and measure our success. Reviews of the Implementation Plan will take place annually, as will reporting.

Implementation of the Future Development Strategy will be informed by Te Tirohanga Whakamua, including the six kōkiri or (design principles). Our monitoring and evaluation framework will be developed in partnership with our mana whenua. The WRLC aspires for the Implementation Plan to be in alignment with Te Tirohanga Whakamua, informed by mātauranga Māori and te ao Māori perspectives where relevant and where determined appropriate by iwi. The Implementation Plan will include measures that test what successful implementation looks like from an iwi partner perspective.

There are a number of key projects that will be key to delivering the Future Development Strategy. These include working in partnership with iwi on the implementation of Te Tirohanga Whakamua and other key projects of interest to iwi, such as an iwi spatial plan.

The Future Development Strategy will be reviewed every 3 years, as required to determine whether or not it needs updating.

Appendix 1. Background Report for Iwi Hui of 11 April 2023.



Appendix 1 is a report that was prepared for WRLC iwi members as background context to inform an initial hui on the development of a statement of iwi and hapū Values and Aspirations for Urban Development in the Wairarapa-Wellington-Horowhenua.





Developing a Future Development Strategy

**What Mana Whenua have already told us about their values and aspirations
for urban development in the Wellington-Wairarapa-Horowhenua region**

**A background report for the Wellington Regional Leadership Committee Future
Development Strategy Workshop with Mana Whenua**

Lower Hutt Events Centre, Wellington

11 April 2023

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Overview: Developing a statement of hapū and iwi values and aspirations for urban development as part of our Future Development Strategy

Working with Mana Whenua on a statement for urban development

The Wellington Regional Leadership Committee (WRLC) is working with its partners on the development of a Future Development Strategy (FDS) for the Wellington-Wairarapa-Horowhenua area. The FDS is a requirement under the National Policy Statement for Urban Development (NPS-UD) and sets out what we envisage a well-functioning urban environment to look like over the next 30 years, and how we will grow towards that over time.

A key part of the FDS is a requirement to include a clear statement of hapū and iwi values and aspirations for urban development. An example of a statement that was produced for the Nelson-Tasman region can be found at Appendix 1. It includes a vision, mission, desired goals and values for urban development in that region.

It's very important to the WRLC that the content for a statement for the Wellington-Wairarapa-Horowhenua region is determined by our Mana Whenua member organisations. We want this statement to be specific to our region, and to allow for the inclusion of values and aspirations that resonate across the Mana Whenua member organisations, as well as allowing for diversity (i.e. values and aspirations that are specific to individual Mana Whenua member organisations).

The concept of 'urban development'

'Urban development' is not just about the way in which a region plans for buildings and roads etc. It's a holistic concept encompassing how we shape the environment based on how people live, work play and see themselves and their stories reflected in a given area. It's also about the values Mana Whenua and local people have for their urban area, both for the present and the future. This broad definition means that urban development also intersects with areas such as climate change and biodiversity. The development of our FDS will help us to identify which urban places are best suited for growth to meet the needs of everyone in our region, as well as future generations. It's important to keep in mind when are looking at a 30-year time span that some areas that we may currently think of as rural, could become urban in the future, depending on the location of growth over time.

Reflecting iwi and hapū values and aspirations

When we think about the future of the development of our region it is important that the environmental, economic, social and cultural values and aspirations of iwi and hapū in the Wellington-Wairarapa- Horowhenua region is central to urban development and future growth planning. The urban landscape often favours colonial settler histories, narratives and cultures.²⁰ We also want to ensure as part of our development for the region, that Māori stories and identities are present and reflected in the design of the urban environment.

²⁰ Māori identity in urban design <https://www.buildmagazine.org.nz/index.php/articles/show/maori-identity-in-urban-design#:~:text=Maori%20values%20in%20design%20outcomes&text=kaitiakitanga%20%E2%80%93%20how%20the%20natural%20environment,depicted%20in%20the%20urban%20design.>

Conversation questions for the hui 11 April 2023

Thinking about the future – what good could look like for you and your whānau

At the hui we would like to begin by doing some blue skies thinking. The first question we will talk about is a broad intergenerational perspective on what you'd like our region to look like in the future.

Conversation questions: our region in the future

The year is 2053. Urban development in our region has included and delivered on iwi and hapū values and aspirations for urban development.

How does this look, feel and sound?

What does this look like economically, socially, culturally, environmentally?

What would you like to see for you, your tamariki and mokopuna in terms of the places in which you and your whānau live, work and play?

Values and aspirations for urban development in your rohe and the wider Wellington-Wairarapa-Horowhenua region

The second question we can have a kōrero about at the hui is trying to focus in on the specific values and aspirations you have for urban development in our region. To support this discussion, we will have two things at hand:

1. Example statement

Page 6 of Nelson Tasman Future Development Strategy (See Appendix 1) is an example of an existing statement of iwi and hapū aspirations and values for urban development. We are interested in your views on whether or not this could be used the basis for a structure for our statement.

2. Collection of values and aspirations

This is a collection of values and aspirations for urban development that appear to be shared among some of our iwi partners, compiled and summarised from existing resources, such as the Wellington regional growth framework.

Conversation questions: Values and aspirations for urban development

Do you think the structure of the Nelson Tasman statement on iwi and hapū values and aspirations for urban development (Appendix 1) would be a good basis for the statement for our region? (It is divided into Te Pai Tawhiti – vision, Te Kaupapa – mission, Ngā Wahinga – desired goals, and Ngā Tikanga – values).

Do you have any other ideas for the structure of the statement?

What are the values and aspirations for urban development that you think are important for the Mana Whenua organisation that you represent, both for your rohe and for the wider Wellington-Wairarapa-Horowhenua region? This includes thinking about the areas how and where growth and development should occur and the values or practices it should support, enable, or provide for.

A collation of existing Mana Whenua values and aspirations

From our research we have found that some values and aspirations for urban development appear to be shared among some of our Mana Whenua member organisations. Below we set out a summary of this based on existing council resources, including the Wellington Regional Growth Framework and our online research into Mana Whenua website documents etc. We are aware that some views may have changed since these documents were produced so you can feel free to tell us what resonates and what does not. When we produce our statement for the FDS we also want to allow for both shared views across the region, as well as the individual diversity among mana whenua organisations.

Governance and relationships

- Mana Whenua becoming self-governing. This includes providing for Mana Whenua needs through business, housing, education and cultural opportunities.
- Regional partnerships and governance are reimagined.
- Urban development supports equitable Te Tiriti partnerships
- Collaborative relationships between mana whenua, councils and central government agencies
- Iwi relationships with Treaty settlement lands is recognised

Growing economic development opportunities to Māori

- Opportunities are improved for Māori economic development, (including in procurement processes)
- Growing the capacity, skills and education of rangatahi and whānau to support their economic wellbeing.
- Whānau centric approaches, business sustainability, whānau resilience.

Housing and Māori land

- Unlocking / developing Māori land
- Improving access to affordable housing in urban and rural areas, including housing for seniors and reducing homelessness
- Providing for Mana Whenua businesses and for papakāinga housing
- Housing options include, supported living, transitional and social housing and supports wider place-based initiatives including recreation, employment and community living
- Housing provides easy access to essential services such as health and social services, infrastructure, and civil services.
- Programme such as financial literacy and financial management and home ownership pathways support home ownership

Planning processes

- Iwi are resourced to participate in council processes
- Development of an iwi-led spatial plan for the region (and sharing technical resources include GIS mapping and planning expertise)
- Ensuring the careful location and implementation of development in relation to freshwater management and mahinga kai and maintaining customary rights and access.

Kaitiakitanga

- Mana whenua are able to exercise kaitakitanga across their rohe
- Sustainable use of land
- Caring for the mauri of the environment, the people and the community
- Thriving indigenous biodiversity

Cultural heritage

- Wāhi tapu and other taonga and elements of cultural heritage are protected
- Mana whenua have the opportunity to exercise kaitakitanga over cultural heritage

Holistic and relational wellbeing

- Improving health outcomes, spiritual, physical, cultural, wellbeing centred around whanaungatanga

Thriving language and culture

- Better reflection of cultural identities, included through the decolonisation of places and consultation on the naming of places
- Support of the revitalisation of te reo and the expression of culture, (including through Marae -based social, community and cultural hubs)

Customary rights

- Revitalisation of traditional customary practices
- Ability to exercise and maintain customary rights

Climate change

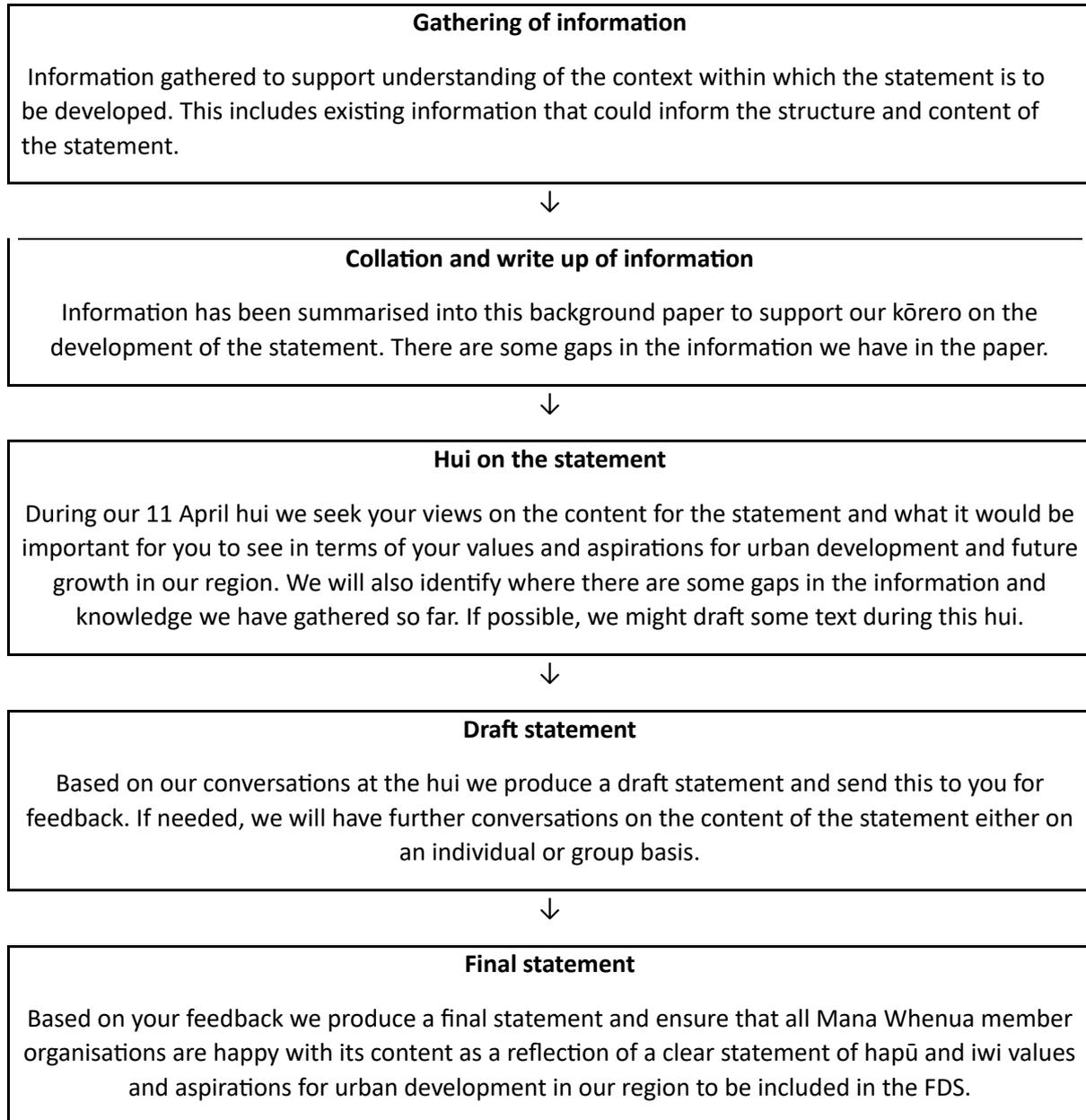
- Climate change mitigation and protecting coastal heritage at risk

Traffic management

- Creating thriving CBDs, including through the reduction of traffic
- Increasing traffic is managed so as not to impact sites of significance or the operations of events such as tangihanga.

Process for the development of the statement

To support the development of this statement, we propose the process set out in the chart below. We welcome your feedback on this process:



Section A: The need for a Future Development Strategy

In Section A we set out (i) the approach to partnering with Mana Whenua in the preparation of an FDS, (ii) the general requirements for an FDS, and (iii) what the National Policy Statement for Urban Development requires in terms of Treaty of Waitangi responsibilities and incorporating te ao Māori perspectives in urban planning

(i) Partnering with Mana Whenua on an FDS

We are currently preparing a Future Development Strategy (FDS) for the Wellington-Wairarapa-Horowhenua region. This is a requirement under the National Policy Statement on Urban Development (NPS-UD)²¹, which comes under the Resource Management Act (RMA)²². Preparation of the Future Development Strategy (FDS) needs to be carried out in partnership with Mana Whenua. The FDS needs to articulate Māori, and in particular Mana Whenua, iwi, hapū values and aspirations for urban development. Specifically, section 3.13 of the NPS-UD has the following requirement for the content of an FDS: ‘Every FDS must include a clear statement of hapū and iwi values and aspirations for urban development.’ The development of the FDS will be informed by concepts and perspectives from te ao Māori where possible.

(ii) The general requirements of an FDS

The FDS needs to demonstrate that there will be sufficient, feasible development capacity in the medium and long term, in our case, the Wellington-Wairarapa-Horowhenua region. FDSs set out a long-term plan to ensure a ‘well-functioning’ urban environment, showing where growth will be, in what form, and what infrastructure is needed to support that growth. An FDS helps local authorities set the high-level vision for accommodating urban growth over the long term and identifies strategic priorities to inform other development-related decisions, such as: district plan zoning and related plan changes, priority outcomes in long-term plans and infrastructure strategies, including decisions on funding and financing, and priorities and decisions in regional land transport plans.

Our FDS will update the Wellington Regional Growth Framework (WRGF) and will eventually become part of the new Regional Spatial Strategies required under the new resource management legislative framework. The FDS will inform council 2024-34 Long Term Plans (LTPs), which sets the strategic direction and priorities for the Wellington-Wairarapa-Horowhenua region. FDSs must be reviewed every 6 years.

(iii) Requirements for Treaty of Waitangi responsibilities and incorporating te ao Māori perspectives in urban planning

There are objectives and policies in the NPS-UD which relate to urban environments and Treaty of Waitangi responsibilities and including te ao Māori perspectives and aspirations into the process of planning for urban environments. Objective 5 of the NPS-UD states, ‘Planning decisions relating to urban environments, and FDSs take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).’ Policy 1(a)(ii) states that ‘Planning decisions contribute to well-functioning urban

²¹ National Policy Statement on Urban Development 2020 – Updated May 2022:

<https://environment.govt.nz/publications/national-policy-statement-on-urban-development-2020-updated-may-2022/> See Subpart 4 – Future Development Strategy.

²² The Resource Management Act is currently under a reform process in which it will be replaced by 3 Acts, including the Natural and Built Environment Act (NBA) as the main replacements for the RMA, to protect and restore the environment while better enabling development. More information here:

<https://environment.govt.nz/what-government-is-doing/areas-of-work/rma/resource-management-system-reform/pathway-to-reform/>

environments, which are urban environments that, as a minimum: [...] enable Māori to express their cultural traditions and norms'. Policy 9 sets out the ways in which local authorities must, in taking account of the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) in relation to urban environments, involve iwi and hapū.

Section B: The concept of ‘urban development’, including te ao Māori perspectives

In Section B we set out: (i) a broad understanding of ‘urban development’ including what the National Policy Statement for Urban Development says; (ii) Perspectives from te ao Māori on urban planning and urban design; and (iii) Draft objectives in our region’s draft FDS relating to urban planning, including an objective to be redrafted in response to discussions with you.

(i) A broad understanding of ‘urban development’

The concept of ‘urban development’ can mean different things to different people. Taking a broad definition, urban planning is not just about the way in which a city plans buildings and roads etc. It’s a holistic concept that is also about asking questions about how to shape the environment on the basis of how people live, work and play in a given area, and the values they have for their area, both for the present and the future. This means that urban development also intersects with areas such as climate change and biodiversity insofar as these issues affect urban environments. Through the development of our FDS we want to identify which urban places are best suited for growth to meet the needs of everyone in our region, as well as future generations. We will therefore think in terms such as where growth is located, what growth should provide for, and the kinds of activities as well as cultural, social, and wellbeing values growth should support.

Objective 1 of the NPS-UD includes a broad definition of the factors relevant to urban planning: ‘New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, environmental, economic, and cultural wellbeing, and for their health and safety, now and into the future.’

(ii) Perspectives from te ao Māori on urban planning and urban design

Urban planning

A 2016 report review of ‘the Productivity Commission’s ‘Better Urban Planning’ report²³ from the national institutes of Māori design and urban planning professionals and practitioners – Ngā Aho and Papa Pounamu included the following points from a wānanga on urban planning:

Māori communities have strong and varied interests in better urban planning.

- A better urban planning system needs to recognise planning based on mātauranga Māori.
- Better urban planning must focus on holistic outcomes.
- The existing planning framework does not deliver outcomes for Māori communities.
- There is a lack of guidance and capacity.
- Kaitiakitanga is more than ‘preservation’.
- Rangatiratanga is more than ‘consultation’.

The report further stated that a future planning system must:

- a) recognise that Māori values, rights and interests in urban planning are framed by the holistic nature of Māori worldviews, which understand:
 - i. the inter-connected relationship between natural and physical resources within a catchment; and

²³ MĀORI PLANNING FUTURES REVIEW OF PRODUCTIVITY COMMISSION’S “BETTER URBAN PLANNING” DRAFT REPORT (2016) <https://www.productivity.govt.nz/assets/Documents/fd0a67b608/Maori-planning-futures.pdf>

ii. the intrinsic relationship between cultural, economic, environmental and social well-beings.

b) provide for these values, rights and interests in a manner that gives effect to the integral relationships between environmental, social, cultural and economic well-beings; and

c) support the development of urban areas in ways which enable Māori communities to see their culture (values, narratives and aspirations) reflected in the urban landscape, including promoting ahi kā through enabling Māori to occupy ancestral land.

Urban design

A 2019 study²⁴ looked into Māori identity in urban design and the way in which cities and urban centres have often been excluded from the urban environment which has been dominated by European settler narratives. This study outlined the way in which Māori urban design is attempting to bring Māori pūrākau (stories) and identity back to urban centres in New Zealand. Key Māori urban design principles identified in two case studies include the following concepts:

- kaitiakitanga – how the natural environment is cared for and protected
- manaakitanga – how the design of the developments provides for a sense of inclusivity and safety to residents and visitors
- mātauranga – shared stories and cultural heritage depicted in the urban design.

(iii) Objectives in our region's draft FDS relating to urban planning

The FDS has 9 objectives relating to urban planning in the Wairarapa-Wellington-Horowhenua region.

1. Increase housing supply, and improve housing affordability and quality, and housing and tenure choice.
2. Enable growth that protects and enhances the quality of the natural environment
3. Enable growth that protects highly productive land, safe-guarding food production for future generations.
4. Improve multi-modal access to and between housing, employment, education and services.
5. Ensure development infrastructure is integrated and efficiently uses existing built, social and community infrastructure or can be readily serviced by new infrastructure.
6. Plan development for a zero-carbon future, creating change to rapidly reduce emissions (including emissions from transport) and meet our regional climate change objectives.
7. Ensure development minimizes the impacts of and is resilient to climate change and natural hazards to avoid creating new risks
8. Create local sustainable employment opportunities.
9. Align with Mana Whenua housing and other aspirations

Objective number 10 will be redrafted once we have had an opportunity to engage with Mana Whenua members of the WRLC on what the key values and aspirations and priorities are for urban development and the future growth in our region.

²⁴ Māori identity in urban design <https://www.buildmagazine.org.nz/index.php/articles/show/maori-identity-in-urban-design#:~:text=Maori%20values%20in%20design%20outcomes&text=kaitiakitanga%20%E2%80%93%20how%20the%20natural%20environment,depicted%20in%20the%20urban%20design.>

Section C: Māori housing challenges in the Wairarapa-Wellington-Horowhenua region, and more broadly in Aotearoa

In section C we set out (i) What the UN Declaration on the Rights of Indigenous Peoples says about housing; (ii) information on MAIHI Ka Ora – the National Māori Housing Strategy; and (iii) information on Māori housing set out in the Wellington Regional Growth Strategy.

(i) The United Nations Declaration on the Rights of Indigenous Peoples – housing

New Zealand has signed up to the UN Declaration on the Rights of Indigenous Peoples (UNDRIPS)²⁵ The UN Declaration on the Rights of Indigenous Peoples (the Declaration) is a comprehensive international human rights document on the rights of indigenous peoples. It covers a broad range of rights and freedoms, including the right to self-determination, culture and identity, and rights to education, economic development, religious customs, health and language.

Article 21 of the Declaration states that indigenous peoples have the right to the improvement of their economic and social conditions, including housing. Article 23 states that indigenous peoples have the right to be actively involved in the development and determination of housing, and, as far as possible, to administer such programmes through their own intuitions. Te Puni Kōkiri is leading the development of a Declaration Plan to guide the Government's progress towards the Declaration's aspirations.²⁶

(ii) MAIHI Ka Ora – the National Māori Housing Strategy

MAIHI Ka Ora – the National Māori Housing Strategy – elevates the Māori and Iwi Housing Innovation (MAIHI) Framework for Action, providing a strategic direction that puts Māori at the heart of Aotearoa New Zealand's housing system. ²⁷ The Strategy is administered by the Ministry of Housing and Urban Development.

(iii) Information on Māori housing set out in the Wellington Regional Growth Framework

The WRGF was developed in partnership with most iwi partners in the Wellington-Wairarapa-Horowhenua region. The Framework recognised the challenge of Mana Whenua and Māori having poor access to affordable housing choices in the region.

Māori home ownership rates are lower than those of the overall population of the Wellington-Wairarapa-Horowhenua region. In 2018, nearly 50% of Māori living in the Horowhenua District or Wellington region were living in owner occupied dwellings, compared to 60% of the overall population. Data from 2018 also shows that nationally severe housing deprivation was being experienced by 364 people per 10,000 for Māori, compared to 107 people per 10,000 for Europeans. When the analysis of the 2018 Census is completed, it is expected to show that rates of home ownership among Māori have continued to decline as housing has become less affordable in the region, and that the rate of Māori experiencing severe housing deprivation has increased since 2013. Opportunities to improve Māori housing outcomes are being developed in a range of emerging partnerships between iwi, the Crown and councils in the region, but a much greater focus will be needed if housing disparities are to be addressed.

²⁵ UN Declaration on the Rights of Indigenous Peoples

https://www.un.org/esa/socdev/unpfii/documents/DRIPS_en.pdf

²⁶ Te Puni Kōkiri: UN Declaration on the Rights of Indigenous Peoples

<https://www.tpk.govt.nz/en/a-matou-whakaarotau/te-ao-maori/un-declaration-on-the-rights-of-indigenous-peoples>

Section D: Existing information to help inform the inclusion of Mana Whenua values and aspirations for urban planning in the Future Development Strategy

In Section D we set out background information that could be relevant to the preparation of a statement of hapū and iwi values and aspirations for urban development. This includes: (i) the use of te ao Māori concepts in national level resource management legislation and regulation, (ii) Mana Whenua aspirations currently articulated in the Wellington Regional Growth Framework, and (iii) Regional urban planning requirements to provide for iwi and hapū values and aspirations; and (iv) current information on iwi and hapū values and aspirations from local authorities.

(i) The inclusion of te ao Māori concepts in national level resource management regulation.

There has been a recent move in **national-level resource management legislation** to incorporate Māori values and aspirations. This includes the following three examples:

Legislation	Concept	Definition/explanation
Proposed Natural and Built Environment Act (NBEA) ²⁷	<i>Te Oranga o Te Taiao</i> It emphasises the importance of the health and wellbeing of te taiao for current and future generations.	(a) the health of the natural environment; and (b) the intrinsic relationship between iwi and hapū and te taiao; and (c) the interconnectedness of all parts of the natural environment; (d) the essential relationship between the health of the natural environment and its capacity to sustain all life.
National Policy Statement for Freshwater 2020 (superseded) ²⁸	<i>Te Mana o Te Wai</i> Te Mana o te Wai means the first priority must be to ensure the life-supporting capacity of freshwater.	(1) Te Mana o te Wai is a concept that refers to the fundamental importance of water and recognises that protecting the health of freshwater protects the health and well-being of the wider environment. It protects the mauri of the wai. Te Mana o te Wai is about restoring and preserving the balance between the water, the wider environment, and the community. (2) Te Mana o te Wai is relevant to all freshwater management and not just to the specific aspects of freshwater management referred to in this National Policy Statement.
Proposed National Policy Statement for Indigenous Biodiversity ²⁹	<i>Te Rito o te Harakeke</i>	Te Rito o te Harakeke comprises six essential elements to guide tangata whenua and local authorities in managing indigenous biodiversity and developing objectives, policies, and methods for giving effect to Te Rito o te Harakeke:

²⁷ Natural and Built Environments Bill Exposure Draft

²⁸ <https://environment.govt.nz/assets/publications/Files/national-policy-statement-for-freshwater-management-2020.pdf>

²⁹ The Exposure Draft of the National Policy Statement for Indigenous Biodiversity
<https://environment.govt.nz/assets/publications/NPSIB-exposure-draft.pdf>

		<p>(a) the intrinsic value and mauri of indigenous biodiversity:</p> <p>(b) the bond between people and indigenous biodiversity through whakapapa (familial) relationships and mutual interdependence: (c) the responsibility of care that tangata whenua have as kaitiaki, and that other New Zealanders have as stewards, of indigenous biodiversity: (d) the connectivity between indigenous biodiversity and the wider environment:</p> <p>(e) the incorporation of te ao Māori and mātauranga Māori:</p> <p>(f) the requirement for engagement with tangata whenua.</p>
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(ii) Mana Whenua aspirations in the Wellington Regional Growth Framework

The Wellington Regional Growth Framework

The Wellington Regional Growth Framework (WRGF) is a spatial plan that describes a long-term vision for how the region will grow, change and respond to key urban development challenges and opportunities in a way that gets the best outcomes and maximises the benefits across the region. It develops and tests possible future scenarios for the region over the next 30 to 100 years (30 years from 2021).

The WRGF sets out Mana Whenua aspirations for the urban environment which encapsulate social, economic and cultural wellbeing elements:

Diagram 7: Mana whenua aspirations regarding this Framework



Key initiatives developed in the WRGF reflecting Mana Whenua perspectives and priorities on urban development

It is recognised that each iwi has their own priorities and perspectives, and that ongoing work is needed to reflect the diverse perspectives of all Mana Whenua. A key initiative identified in the WRGF is the development of an iwi spatial plan, to bring together Mana Whenua values and knowledge to determine their collective aspirations in relation to the spatial form of the region. Work on this spatial plan has not begun yet. The iwi spatial plan, once developed, will directly inform future updates of the Framework. Other key initiatives include:

- Supporting the implementation of the Ruruku report ‘Te Matarau a Mauī: Collaborative Pathways to Prosperous Māori Futures’.
- Establishing capacity-building training to strengthen iwi involvement in regional and local planning.
- Partnering to deliver improved housing, urban development and economic development outcomes for iwi/Māori housing – including papakāinga and affordable housing options.
- Planning and undertaking projects regionally to address the urban development impacts of climate change, including the impacts on coastal heritage.
- Enabling marae to play a strong role in walkable neighbourhoods.

(iii) Regional urban planning requirements to provide for iwi and hapū values and aspirations

In a **regional** urban context, two key aspects of urban planning commonly identified by iwi and hapū are the provision of sufficient housing for iwi and hapū and ensuring freshwater and receiving environments are restored to enable cultural activities such as mahinga kai baptisms.

Three key aspects are identified in Greater Wellington Regional Council’s Regional Policy Statement³⁰

- Enabling / providing for Papakāinga
- Enabling / providing for tino rangatiratanga
- Protecting and restoring freshwater/coastal waters and sensitive receiving environments.

Five key issues are identified in the Horizons One Plan (Regional Policy Statement Chapter)³¹ in relation to resource management. Three of these include:

- Water quality and demand (management of quality and quantity; run-off; degradations of lakes and streams; access and availability of clean water for cultural activities; marae groundwater affected by drought; excessive groundwater; water diversion between catchments culturally abhorrent; sewage should be managed on land, not in water)
- Land use and management (riparian planting needed; use of land management plans; land-use effects on food gathering, native habitats; adverse effects to wāhi tapu, wāhi tūpuna)
- Indigenous habitat and biodiversity (transfer of indigenous plants between rohe; threats to indigenous flora and fauna)

Research (i.e. preventing saltwater intrusion into coastal aquifers; funding for biodiversity research and monitoring and enforcement (sometimes insufficient) were also identified as issues of important to iwi and hapū in the Horizons regional policy statement.

³⁰ GWRC Regional Policy Statement <https://www.gw.govt.nz/your-region/plans-policies-and-bylaws/policies/regional-policy-statement/>

³¹ Horizons One Plan: <https://www.horizons.govt.nz/publications-feedback/one-plan>

(iv) Current information on iwi and hapū values and aspirations from local authorities Iwi rohe do not neatly align with the boundaries of local authorities. Each local authority is having ongoing conversations with the iwi and hapū that hold kaitiaiki in their jurisdiction about their aspirations and values for that area.

We have collated detailed information about what Mana Whenua have already told local authorities, through submissions and direct conversations, about what's important to them. Key themes across the region are articulated in the Kapiti Growth Strategy as follows:

- Mana Whenua becoming self-governing and sustainable, to protect, learn, teach and maintain cultural mātauranga and practices including providing for their own needs through opportunities for business, housing, education and cultural purposes.
- Exercising Kaitiakitanga across their rohe, ensuring the sustainable use of land and caring for the mauri of the environment, the people and the wider community.
- Ensuring wāhi tapu and other taonga are protected.
- Ensuring the careful location and implementation of development in relation to freshwater management and mahinga kai and maintaining customary rights and access.
- Unlocking Māori land and providing for Mana Whenua businesses and for papakāinga housing.
- Growing the capacity and skills of rangatahi and whānau to support their economic wellbeing.

Further information can be found on Page 6 and 7 of Kapiti Coast District Council Sustainable Growth Strategy: <https://www.kapiticoast.govt.nz/media/42mmy4nr/growth-strategy-2022.pdf>

Appendix 1 – Page 6 of Nelson Tasman Future Development Strategy:
<https://www.nelson.govt.nz/assets/Building-Planning/Downloads/city-development/future-development-strategy/fds-2022-2052/Future-Development-Strategy-Sep2022.pdf>

We will discuss this statement from the Nelson Tasman Council and what you think about whether it could be used as a basis for our statement or not.



Appendix 2. Information provided by the GWRC on Mana Whenua values and aspirations for urban development.

The Greater Wellington Regional Council (GWRC) has provided us (the Wellington Regional Leadership Committee (WRLC) with links to relevant information Mana Whenua / tangata whenua have shared with them:

- Natural Resources Plan, which was notified by Te Upoko Taiao., the Natural Resources Plan Committee of GWRC (which comprises six elected Greater Wellington councillors and six appointed members from the region's Mana Whenua). The guiding principles are a good starting point.
- Waitua process documents:
 - Ruamāhanga: <https://www.gw.govt.nz/environment/freshwater/protecting-the-waters-of-your-area/ruamahanga-whaitua/>
 - Te Awarua-o-Porirua: <https://www.gw.govt.nz/environment/freshwater/protecting-the-waters-of-your-area/te-awarua-o-porirua-whaitua/>
 - Te Whanganui-a-Tara: <https://www.gw.govt.nz/environment/freshwater/protecting-the-waters-of-your-area/whaitua-te-whanganui-a-tara/>
 - The two Mana Whenua statements are particularly relevant here: Ngāti Toa Rangatira and Te Kāhui Taiao.
- RPS Change 1, which includes some Mana Whenua / tangata whenua statements on what Te Mana o Te Wai Means



wrlc.org.nz