

# PROPOSED PLAN CHANGE 1 TO THE REGIONAL POLICY STATEMENT FOR THE WELLINGTON REGION

FORM 5 UNDER THE RESOURCE MANAGEMENT ACT 1991

## SUBMISSION TO

GREATER WELLINGTON REGIONAL COUNCIL  
ENVIRONMENTAL POLICY  
PO BOX 11646  
MANNERS ST  
WELLINGTON 6142

**ATTENTION:** HEARINGS ADVISER

## SUBMITTER INFORMATION

**Ingoa** MUAŪPOKO TRIBAL AUTHORITY

**Iwi** MUAŪPOKO

**Wāhi noho** 306 OXFORD STREET  
TAITOKO/LEVIN 5510

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**Waea pūkoro** 06 367 3311

**Kaiwhakahaere** DI RUMP  
CHIEF EXECUTIVE OFFICER

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# MY SUBMISSION IS

## INTRODUCTION

Te Puni Kokiri identifies Muaūpoko's area of interest here:

<https://www.tkm.govt.nz/iwi/muaupoko/#> This rohe map represents the area over which Muaūpoko is able to exercise kaitiakitanga for the purposes of the Resource Management Act 1991 (RMA). Muaūpoko recognises there are various layers of interest and that due to Muaūpoko being pre settlement, this means that interests are much clearer for other iwi in the region. However, it is still important to recognise the cultural and traditional relationship Muaūpoko people have with their ancestral lands, water, sites, waahi tapu, and other taonga, and acknowledge that Muaūpoko is affected by any activities that may occur in its traditional rohe. Muaūpoko is best placed to advise of its interests; it is inappropriate for Greater Wellington Regional Council (GWRC) to define these rights for us.

Under Clause 3(1)(d), 1st Schedule of the RMA, GWRC has a responsibility to engage with Muaūpoko. This consultation did not occur. Therefore, we believe GWRC has failed in its Schedule 1 consultation requirements with our iwi authority.

Muaūpoko has a special connection to wai, indigenous biodiversity and have interest in climate change and urban development provisions.

Specific requested amendments are provided in Appendix 1: .

## MUAŪPOKO WHAKAPAPA AND CONNECTION TO THE GREATER WELLINGTON AREA

Muaūpoko (Ngai Tara ki Mua Ūpoko o te Ika a Maui) has a long history and whakapapa associated with Te Whanganui-a-Tara. Our mana lives on in our traditional rohe through the names of places, connections of our people and stories handed down through generations.

We trace our whakapapa back to our atua, however we also recognise our eponymous ancestors who reached Aotearoa during the waka migration from our ancestral homelands in Hawaiki. Kupe (an early explorer and adventurer), Toi-te-huatahi (Toi the explorer, the father of Whātonga), and Whātonga (a captain and navigator of the Kurahaupō waka) as our eponymous ancestors.

The word Muaūpoko translates to 'head of the fish' or 'people of the head of the fish', the fish being Te Ika a Māui, the North Island of New Zealand. The fish's head is the bottom of the North Island, where Muaūpoko are born of the land. According to some of our

people, Muaūpoko descends from tangata whenua who lived on the land preceding the waka arrivals from the Pacific, referred to as Mua-o-te-tangata or Muatetangata. But for most, Muaūpoko story of origin began with the arrival of Kupe from Hawaiki on the Matahourua waka, or more recently, the migration of Whātonga on the Kurahaupo waka.

Muaūpoko korero is that the Tararua Range was named after Hotuwaipara and Reretua, the two wives of Whātonga and mothers of Tara-Ika and Tautoki, respectively. Other Muaūpoko korero suggests the range was named after Tara-Ika himself, who'd already been memorialized in features of the land where he established his people. For example, Te Whanganui-a-Tara and Te Waewae Kapiti o Tara rāua ko Tautoki (Kāpiti Island named by Whātonga for his two sons as a signpost for their travels and shared territory).

Our story of Kupe is considered an account of our origins, in which Kupe, a chief from Hawaiki, argued with Maturangi whose pet octopus had stolen bait from his fishing lines. Kupe boarded the waka Matahourua with his companion Ngake (or Ngahue) aboard Tawhirangi (or Tawhirirangi). The pair set sail in pursuit of the octopus to Aotearoa where it was finally killed at a place known as Arapaoa. Kupe travelled on, naming places in Aotearoa along the way. The two islands in Te Whanganui-a-Tara were named for his daughters (or nieces), Matiu and Mākaro, he discovered greenstone in the South Island, later returning to Hawaiki from Hokianga. Upon his return, Kupe informed his (our) people of the new land he had discovered, one of whom was his nephew Turi, who captained the Aotea waka to these shores.

Meanwhile, the Kurahaupō waka, including Whātonga, arrived on the west coast at Tongapōrutu. Whātonga found his grandfather Toi-te-huatahi at Whakatāne, then ventured onwards to Heretaunga where he settled and sent his sons Tara-Ika and Tautoki to Te Ūpoko o te Ika (the head the fish of Maui/southern North Island) to explore and live.

The eldest son of Whātonga, Tara-Ika, is the ancestor of Ngāi Tara which creates our shared whakapapa, Ngai Tara o Mua Ūpoko o Te Ika o Maui. The half-brother of Tara-Ika was Tautoki, the father of our whanaunga Rangitāne.

# THE SPECIFIC PARTS OF THE PROPOSAL THAT MY SUBMISSION RELATES TO ARE


## MUAŪPOKO CONNECTION TO TE-WHANGANUI-A-TARA

Our whakapapa described above indicates several instances that Muaūpoko iwi have strong ancestral and historical connections to Te Whanganui-a-Tara. At the highest level the Māori name for Wellington is named for one of our key eponymous ancestors.

Muaūpoko traditional rohe on the Kāhui Māngai site:

<https://www.tkm.govt.nz/iwi/muaupoko/#>

### Te Moana O Raukawa Muaūpoko

 Recognised iwi in the Māori Fisheries Act 2004

Population: Census 2013: 2,694

**Rohe (Tribal Area)** | **Hapū and Marae** | **Representative Organisations**

- This rohe map represents the area over which Muaūpoko exercises kaitiakitanga for the purposes of the Resource Management Act 1991.


This rohe extends into the regions or districts of these local authorities:

Regional Council

- Horizons Regional Council (Manawatū-Whanganui)
- Greater Wellington Regional Council

Territorial Authority

- Manawatū District Council
- Horowhenua District Council
- Kāpiti Coast District Council
- Upper Hutt City Council
- Hutt City Council
- Porirua City Council
- Wellington City Council



As stated above:

*This rohe map represents the area over which Muaūpoko exercises kaitiakitanga for the purposes of the Resource Management Act 1991.*

The GWRC Regional Policy Statement (RPS) definitions include:

*Kaitiakitanga: as defined in the Resource management Act. The exercise of guardianship by tangata whenua of an area in accordance with tikanga Māori in relation to natural and physical resources. It includes the ethic of stewardship.*

*Tangata whenua: Māori with ancestral claims to a particular area of land and resources. Literally translated as "people of the land." Iwi are tangata whenua of a particular rohe, while all Māori are tangata whenua of Aotearoa.*

Given the rohe map and historical evidence indicates Muaūpoko rohe extends over the Wellington region and is stated as the area which Muaūpoko exercises kaitiakitanga over for the purposes of the RMA, Muaūpoko connection with the land and waters in Te-Whanganui-a-Tara should be recognised and provided for in the Regional Policy Statement.

Muaūpoko were not consulted under Clause 3(1)(d), 1st Schedule of the RMA 1991 in the preparation of the proposed plan change. This clause states:

*1. During the preparation of a proposed policy statement or plan, the local authority concerned shall consult—*

*...*

*d. the tangata whenua of the area who may be so affected, through iwi authorities; and*

*...*

Amendments to Plan Change 1 are therefore requested that appropriately provide for matters affecting Muaūpoko.

## **RELIEF SOUGHT**

- Amend the RPS to appropriately recognise Muaūpoko connection to Te-Whanganui-a-Tara throughout the policy statement.
- Consider a future plan change which includes formal recognition of Muaūpoko as mana whenua, with connections within the Wellington Region, including in the Tangata Whenua chapter.
- Specific amendments in Appendix 1: .

## **TE MANA O TE WAI**

Greater Wellington Regional Council has also failed in its requirements to actively involve Muaūpoko in freshwater management, including identifying the local approach to Te Mana o te Wai.

Muaūpoko supports the inclusion of tangata whenua expression of Te Mana o te Wai and would like the opportunity to articulate a local expression that includes Muaūpoko values, attributes and outcomes. This may be added to other iwi expressions. The notified plan change does not, however, adequately incorporate the current expressions of Te Mana o te Wai. We have concerns with how these statements will be used in practice and consider that some elements of the statements may sit better in policies or methods. This is particularly important to ensure the National Policy Statement for Freshwater Management 2020 (NPSFM) is given effect to, and to avoid unnecessary confusion in decision-making processes.

As currently drafted, the proposed plan change does not include timing or processes to identify Freshwater Management Units (FMU) and visions for each FMU in the RPS. This should include a process to identify:

1. sites to be used for monitoring
2. primary contact sites
3. the location of habitats of threatened species
4. outstanding waterbodies
5. natural inland wetlands.

This process should be clearly set out and include partnership with iwi, including Muaūpoko.

As currently drafted, Plan Change 1 does not provide an integrated approach to manage freshwater. This is contrary to the NPSFM and requires additional consideration to ensure the clear and effective management of wai.

#### **RELIEF SOUGHT**

- Include the opportunity for a local Muaūpoko expression of Te Mana o te Wai, which may be added with other iwi expressions, Muaūpoko values, attributes and outcomes.
- Amend the RPS to ensure the elements and expressions in Objective 12 are appropriately located and applied to give effect to the NPSFM.
- Include an additional process to identify FMUs and visions, and identify other matters identified above.
- Review the freshwater provisions to appropriately incorporate tangata whenua expressions of Te Mana o te Wai throughout the RPS.

## **INDIGENOUS BIODIVERSITY**

The integration of the concept of Te Rito o te Harekeke is supported, to ensure the National Policy Statement for Indigenous Biodiversity (NPSIB) is given effect to (acknowledging it is not yet gazetted), however, a process to incorporate a local expression of this concept is considered necessary. Iwi, including Muaūpoko, should have a central role in this process, reflecting the unique relationship iwi have with everything in the taiao and the connections within it.

Muaūpoko has a unique and special relationship with wai, whenua and all living things, many of which are taonga species.

### **RELIEF SOUGHT**

- Develop a process to include a local expression of Te Rito o te Harekeke to be co-designed with iwi.
- Retain objectives and policies that recognise the unique and special relationship mana whenua have with indigenous biodiversity, however, ensure Muaūpoko are included in this recognition.

## **CLIMATE CHANGE**

Tangata whenua populations are among one of the most at-risk from the impacts of climate change. Sites of significance, marae, wāhi tapu and urupā are particularly at-risk from increased natural hazards where they are located close to waterbodies or the coast. Indigenous biodiversity, mahinga kai and taonga species are sensitive to increases in temperature or changes in frequency of weather events. Climate change and climate change effects must therefore be managed in a way that aligns with mātauranga Māori and acknowledges, firstly, the unique relationship that tangata whenua, iwi/Māori have with the environment and secondly, the vulnerability of these effects on our people.

### **RELIEF SOUGHT**

- Retain provisions that acknowledge the threat of climate change for Māori well-being and provide further guidance on reducing emissions and improving resilience, while supporting people and communities.
- Acknowledge Muaūpoko as also having connection to Te-Whanganui-a-Tara and specific interest in these policies.

## **URBAN DEVELOPMENT**

Previous planning for development has largely resulted in poor outcomes for tangata whenua, including limiting the ability to construct papakāinga. Muaūpoko are therefore

generally supportive of proposed amendments to give effect to the National Policy Statement for Urban Development 2020 and acknowledge specific issues relevant to urban development for Māori.

**RELIEF SOUGHT**

- Retain provisions as notified that acknowledge the specific issues faced by Māori in terms of home ownership, access to affordable housing and lack of variety in housing.
- Acknowledge Muaūpoko as also having connection to Te-Whanganui-a-Tara and specific interest in these policies.



# **I SEEK THE FOLLOWING RECOMMENDATION OR DECISION FROM GREATER WELLINGTON REGIONAL COUNCIL**

*Amend and retain the Plan Change provisions based on the reasons and relief sought set out above and in Appendix 1: .*

Muaūpoko Tribal Authority **wish to be heard** in support of this submission.

If others make a similar submission, Muaūpoko Tribal Authority **would be** prepared to consider presenting a joint case with them at any hearing.

Muaūpoko Tribal Authority is **not** a trade competitor for the purposes of section 308B of the Resource Management Act 1991.

This submission has been sent to Greater Wellington Regional Council by email to [regionalplan@gw.govt.nz](mailto:regionalplan@gw.govt.nz)

**Di Rump**

**Chief Executive Officer**

## APPENDIX 1: SUBMISSION TABLES

### GENERAL COMMENTS

PROVISION	SUPPORT/OPPOSE	COMMENTS	RELIEF SOUGHT
<p>Acknowledgement of Muaūpoko connection with Te-Whanganui-a-Tara.</p> <p>Any relevant introductory text or provision where it is necessary to acknowledge Muaūpoko's connection with Te-Whanganui-a-Tara.</p>	Oppose	<p>Historical evidence indicates in several instances that Muaūpoko iwi has strong ancestral and historical connections to Te-Whanganui-a-Tara. Muaūpoko's traditional rohe includes Te Whanganui-a-Tara on the Kāhui Māngai site (<a href="https://www.tkm.govt.nz/iwi/muaupoko/#">https://www.tkm.govt.nz/iwi/muaupoko/#</a>) which represents the area over which Muaūpoko exercises kaitiakitanga for the purposes of the RMA.</p>	Acknowledge Muaūpoko connection with Te-Whanganui-a-Tara throughout the RPS in any relevant provisions or introductory text.
Objective A.	Support in part.	<p>Muaūpoko Tribal Authority (MTA) supports the intent of the objective, particularly the reference to integrated management being guided by te ao Māori and incorporating mātauranga Māori. However, Muaūpoko request specific acknowledgement of Muaūpoko as having connection to Te-Whanganui-a-Tara.</p>	Amend the objective to ensure Muaūpoko's connection to Te-Whanganui-a-Tara is acknowledged.
<p>Grammar check.</p> <p>All of plan change.</p>	Oppose.	<p>There are several grammatical and sentence structure errors throughout the plan change. Muaūpoko requests that GWRC undertake a general sense and grammar check throughout the plan to ensure amendments are robust and reflect the intent of changes.</p>	A general grammar and sense check is undertaken to reflect the intent and produce desired outcomes from Plan Change 1.

## TE MANA O TE WAI

PROVISION	SUPPORT/OPOSE	COMMENTS	RELIEF SOUGHT
Freshwater provisions.	Oppose.	As currently drafted, the freshwater provisions do not adequately incorporate the local expressions of Te Mana o te Wai. A thorough review of the provisions needs to be undertaken to ensure the expressions are reflected accurately and appropriately, and achieve the desired outcomes for iwi and the region.	All freshwater provisions need to be reconsidered and updated to better incorporate Te Mana o te Wai expressions and include Muaūpoko values, attributes and outcomes.
Objective 12.	Oppose in part.	<p>While the intent of the objective is supported, as currently drafted, it does not adequately incorporate mana/tangata whenua expressions of Te Mana o te Wai. MTA would also like the opportunity to provide an expression of Te Mana o te Wai – this may be added to other iwi expressions.</p> <p>MTA also do not consider it necessary to repeat principles in the RPS. The objective should be a <i>local</i> expression of Te Mana o te Wai, not repeat the NPS.</p> <p>The objective should also be clear that Muaūpoko has a connection to the area, alongside other iwi in the region.</p>	<p>Amend the objective and incorporate local expressions into other parts of the plan to better express the elements of Te Mana o te Wai. AND</p> <p>Remove simple repetition of the NPSFM 2020, including the six principles.</p>
Policy 12.	Oppose in part.	<p>Muaūpoko tribal authority supports the intent of this policy, particularly the partnership directive with mana whenua/tangata whenua. However, there are several amendments required to ensure it gives effect to Te Mana o te Wai and the NPSFM 2020.</p> <p>Long-terms visions and FMUs should be set out in the RPS, not the Regional Plan. MTA does not agree that whitua are appropriate areas to identify freshwater management units.</p> <p>The NPSFM section 3.8 (3) also requires regional councils to identify (if present):</p> <ul style="list-style-type: none"> <li>• sites to be used for monitoring</li> <li>• primary contact sites</li> <li>• the location of habitats of threatened species</li> </ul>	<p>Amend the RPS to:</p> <ul style="list-style-type: none"> <li>• clarify the process identify FMUs</li> <li>• provide a policy or method to identify and define FMUs</li> <li>• provide a policy or method to identify (if present): sites to be used for monitoring, primary contact sites, the location of habitats of threatened species, outstanding water bodies, and natural inland wetlands.</li> </ul> <p>Ensure Muaūpoko is given the opportunity to partner with GWRC for these processes.</p>

- outstanding water bodies
- natural inland wetlands.

Policies 14, 15, 17, 18, 40, 41, 42, 44 and 65.

Support in part.

The intent of these policies is supported. However, MTA notes that the freshwater provisions require review to ensure they effectively incorporate local expressions of Te Mana o te Wai.

Retain as appropriate, noting a review of freshwater provisions is necessary.

## INDIGENOUS BIODIVERSITY

PROVISION	SUPPORT/OPPOSE	COMMENTS	RELIEF SOUGHT
Te Rito o te Harekeke.	Support in part.	MTA requests a process for co-designing a regional and local expression of Te Rito o te Harekeke with iwi to give effect to clause 3.2 of the exposure draft of the NPSIB (once gazetted).	Include a policy, or method, or both, providing for the development of a regional and local expression of Te Rito o Te Harekeke, to be co-designed with tangata whenua, including Muaūpoko
Objectives 16A, 16B and 16C.	Support.	MTA supports the maintenance, enhancement and restoration of indigenous ecosystems and the acknowledgement of the roles of tangata whenua, including Muaūpoko and landowners.	Include specific reference to Muaūpoko's relationship with indigenous ecosystems. OR Alternative relief that may be necessary or appropriate to ensure Muaūpoko's connection to Te-Whanganui-a-Tara is recognised.
Policy 23.	Support.	MTA supports the inclusion of a deadline for completion of indigenous biodiversity identification. However, we request consultation with Muaūpoko be included.	Include process for consultation with Muaūpoko.
Policy 47.	Support.	MTA supports acknowledgement of the limits to offsetting.	Retain as notified. OR Alternative relief that may be necessary or appropriate to ensure Muaūpoko connection to Te-Whanganui-a-Tara is recognised.
Policy IE.1, IE.2, IE.3, IE.4.	Support.	MTA supports the requirement to partner with mana whenua/tangata whenua, but request that Muaūpoko are also recognised.	Recognise Muaūpoko as also having connection to indigenous biodiversity in Te-Whanganui-a-Tara. OR Alternative relief that may be necessary or appropriate to ensure Muaūpoko connection to Te-Whanganui-a-Tara is recognised.

## CLIMATE CHANGE

PROVISION	SUPPORT/OPPOSE	COMMENTS	RELIEF SOUGHT
Introduction 3.1A Climate Change. Regionally significant issues, point 5.	Support.	MTA supports the acknowledgement of the threat climate change poses to Māori well-being.	Retain as notified.
Objectives CC.1, CC.2, CC.3, CC.4, CC.5, CC.6, CC.7.	Support.	MTA supports requirements to reduce emissions and improve health and resilience while supporting people and communities.	Retain as notified. OR Alternative relief that may be necessary or appropriate to ensure Muaūpoko's connection to Te-Whanganui-a-Tara is recognised.
Objective CC.8.	Support in part.	MTA supports the intent of this policy, but would like to see it extend to taonga and wāhi tapu sites. Establish a process for Muaūpoko to describe and communicate what taonga and wāhi tapu sites are important to them.	Amend the objective to include taonga and wāhi tapu sites. A process is set for Muaūpoko to be able to describe and communicate what taonga and wāhi tapu sites are important to them.
Policies CC.2, CC.2, CC.4, CC.5, CC.6, CC.7, CC.8, CC.9, CC.10, CC.11, CC.12, CC.13, CC.14, CC.15, CC.17, CC.18.	Support.	MTA supports the inclusion of additional policy that addresses climate change and climate change impacts across the region.	Retain as notified. OR Alternative relief that may be necessary or appropriate to ensure Muaūpoko's connection to Te-Whanganui-a-Tara is recognised.
Policies IM.1 and IM.2.	Support.	MTA supports the inclusion of policies that reflect requirements for integrated management.	Retain as notified.
Policy EIW.1.	Support.	MTA support the inclusion of this policy.	Retain as notified.
Policies 2, 7, 9, 11, 29, 51, 52, 57.	Support.	MTA supports these policies surrounding effective management and measures for climate change and climate change effects.	Retain as notified.

## URBAN DEVELOPMENT

PROVISION	SUPPORT/OPPOSE	COMMENTS	RELIEF SOUGHT
Chapter introduction.	Support.	MTA supports the acknowledgement of home ownership and access to affordable housing being exacerbated for Māori, however, requests specific mention of Muaūpoko.	Include specific reference of Muaūpoko.
Regionally significant issues A, B and B1.	Support.	MTA supports the acknowledgement of specific issues faced by iwi regarding urban development, including lack of variety of housing, inappropriate development effects on mana whenua and how poor-quality urban design can adversely affect cultural practices.	Retain as notified.
Objective 22.	Support.	MTA supports the amendments to this clause to support the ability for Māori to express their cultural and traditional norms.	Retain as notified.
Policies 30, 31, 32, 33.	Support.	MTA supports the strengthening of these policies to give effect to the NPSUD 2020.	
Policies UD.1, UD.2, UD.3, UD.4.	Support in part.	MTA supports these policies, however, requests amendment to ensure Muaūpoko is specifically recognised.	Specific recognition of Muaūpoko as having connection to Te-Whanganui-a-Tara and interest in these policies.
Policy 67.		MTA supports these policies, however, requests amendment to ensure Muaūpoko is specifically recognised.	Specific recognition of Muaūpoko as having connection to Te-Whanganui-a-Tara and interest in these policies.