

**REVIEW OF THE  
EFFECTIVENESS OF IWI  
MANAGEMENT PLANS  
  
AN IWI PERSPECTIVE**

**PREPARED FOR THE MINISTRY FOR THE ENVIRONMENT**

**KCSM CONSULTANCY SOLUTIONS**

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## MIHI

E tapu te rangi nā Io te atua  
E tapu te rangi ruanuku  
Kia rere mai te maramara  
Kua piri, kua tau  
Kia rere mai te kongakonga  
Kua piri, kua tau  
Torotika e!

Ngā mihi nui ki a koutou – ngā iwi, ngā hapū, ngā mana kārangaranga maha - i whakaae mai ki te kōrero mai ki a mātou. Kua whakakīngia ā mātou kete ki ngā kōrero, ki ngā whakaaro i whakatakotoria, ā, ki ngā mahere rautaki kua kitea e mātou.

Ki a koutou katoa e para nei i te huarahi ki roto i ngā mahi tiaki i te taiao, kia kaha, kia māia. Whāia te huarahi tika kia tutuki pai ai ngā wawata, ngā moemoeā.

Kia mau pūmau ki ngā tikanga, ngā kaupapa, ngā taonga kua tuku iho mai i ō tātou mātua tūpuna. Kia tiakina tonutia a Papatuanuku me āna tamariki, kia āraia ō tātou wāhi tapu, kia kore ai e tūkinotia. Kia riro mai anō i a tātou tō tātou mana, rangatiratanga, ki runga i ō tātou rawa, ngā awa, ngā maunga, ngā whenua.

Nā mātou iti nei

Nā  
Richard Jefferies  
Vaughan Payne  
Jascoe Ngaia

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The views in this publication are those of the authors and do not necessarily reflect those of the Government or the Ministry for the Environment.

## EXECUTIVE SUMMARY

The Resource Management Act 1991 requires regional councils and local authorities, in developing or changing their plans, to take into account any relevant planning document recognised by an iwi authority affected by the plan (ss66 & 74)<sup>1</sup>. Such documents are commonly referred to as Iwi Management Plans (IMPs). In addition there are several provisions in Part II of the Act requiring the interests of tangata whenua to be given varying levels of consideration. The Ministry for the Environment has promoted and funded the development of IMPs for several years – principally through the Sustainable Management Fund.

As part of a wider focus on improving the effectiveness of Māori participation in the management and use of natural resources, this report outlines the findings of a review of IMPs. The review investigated whether IMPs are meeting the expectations of both the iwi who have developed them and the relevant local authorities.

The effectiveness of IMPs was evaluated in two parts:

- a. KCSM Consultancy Solutions (**KCSM**) from the perspective of iwi
- b. Environmental Service Ltd from the perspective of councils and resource consent applicants.

This report presents the KCSM findings as to the effectiveness of IMPs from the perspective of iwi who have developed a plan, including:

1. the value in managing the group's participation in resource management
2. the usefulness for clarifying and prioritising environmental issues
3. the value of developing an IMP for building the capacity of the group
4. the improvement in environmental outcomes
5. the ongoing relevance to achieving environmental aspirations and engaging in resource management
6. alternatives to IMPs
7. the likelihood the group would repeat the experience of developing an IMP.

The review answered these questions through three tasks:

- a stocktake to determine the number of IMPs in existence
- a review of a sample of 10 IMPs
- interviews with the 10 iwi who produced the sample IMPs.

The findings from these three tasks have been brought together in this report.

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<sup>1</sup> The provision to 'take into account any relevant planning document etc' was only recently strengthened from 'have regard to' in the 2003 RMA Amendment.

For the purposes of this study, an IMP has been defined as any document predominantly focused on environmental and resource management issues that has been developed or produced by an organisation that represents an iwi, a cluster of iwi, a hapū, a cluster of hapū, or some other grouping of whānau, hapū, marae and iwi.

## **FINDINGS**

### ***Stocktake***

A total of 77 organisations were checked in this investigation. These were either iwi organisations (including organisations representing more than one iwi) or non-Iwi organisations (mostly hapū or sub-tribe type organisations).

Councils provided a list of 38 IMPs they had recorded.

Some iwi organisations who were listed as having an IMP were not aware that they had one, as the IMP had not been used for some time.

Many iwi who do not yet have an IMP are keen to develop one but stated they faced a number of barriers to produce one.

### ***Plan content purpose***

KCSM considered a number of the IMPs reviewed to be of a very high quality. However, none of the IMPs reviewed contained all of these elements KCSM identified as important to be in an IMP.

For example, KCSM was surprised to find that a proportion of the IMPs reviewed lacked one or more of:

- (a) a basic description of the particular hapū or iwi
- (b) a description of the rohe covered by the plan (either in text or by map)
- (c) practical guidance for external agencies on how to consult the particular hapū or iwi.

Other omissions from a majority of the IMPs reviewed were clear statements on who was responsible for administering the IMP, and when and how the IMP was to be reviewed. Only one IMP listed evaluation criteria for reviewing its implementation.

The 10 IMPs reviewed varied widely in style, content, format and presentation, and ranged from five pages to over 200 pages. Most of the IMPs reviewed were written to assist external agencies to understand the resource management issues of the iwi or hapū and to facilitate better working relationships with those agencies.

### ***Effectiveness of Iwi Management Plans***

The majority of the 10 iwi organisations interviewed thought an IMP was a useful tool in environmental and resource management.

In particular, the IMP was considered useful in providing key information to councils, consent applicants and consultants to enhance their understanding before they engaged with iwi and hapū.

Nevertheless, only half of the iwi organisations interviewed were confident there was sufficient awareness of the IMP in their community, and most respondents felt that IMPs were still not being utilised as they should be by councils and consultants.

Iwi organisations generally saw their IMP as a very useful tool within the organisation to clarify and prioritise their environmental issues. However, most respondents had not been able to build iwi capacity as part of the development of the IMP, because just one or two people had developed the document, or because the IMP had been produced by a consultant or other organisation.

In terms of addressing environmental concerns, iwi respondents said their IMP had raised awareness and provided a lead-in to the iwi's involvement with councils in environmental management.

The establishment of effective relationships, processes and protocols with councils were the most significant outcomes that the iwi were seeking from their IMP. That is, iwi only expected to have an impact on environmental outcomes if they have an effective working relationship with their councils. Overall, the respondents considered their relationships with councils were still poor.

Even in situations where there was high recognition of the IMP in council plans, and high awareness of the IMP amongst resource consent applicants, iwi respondents stated that it was still too easy for councils and applicants to ignore the views of iwi.

The 10 iwi respondents considered that the IMP had ongoing relevance to iwi aspirations. Nevertheless, respondents remained concerned about the lack of progress for iwi to have a significant role in environmental management.

Most respondents were focused on the need to develop effective relationships with councils in order to effectively participate in environmental management. However, respondents said effective relationships were hampered in most instances by limited capability in their organisation, and by lack of commitment from councils including insufficient resources to fund participation.

Two iwi respondents said they were developing a community resource centre to support the participation of their hapū in environmental management.

Most respondents said they would be reviewing their IMP in the near future or would develop an IMP again if they had the opportunity.

## 1. INTRODUCTION

This section explains the purpose of this review and the key questions the review addressed.

The Resource Management Act requires regional councils and local authorities, in developing or changing their plans, to take into account any relevant planning document recognised by an iwi authority affected by the plan (ss66 & 74)<sup>2</sup>. Such documents are commonly referred to as Iwi Management Plans (**IMPs**). In addition there are several provisions in Part II of the Act requiring the interests of tangata whenua to be given varying levels of consideration. The Ministry for the Environment has promoted and funded the development of IMPs for several years - principally through the Sustainable Management Fund.

As part of a wider focus on improving the effectiveness of Māori participation in the management and use of natural resources, the Ministry for the Environment undertook to review IMPs. The review investigated whether IMPs are meeting the expectations of both the iwi who have developed them and the expectations of relevant local authorities and resource consent applicants.

KCSM Consultancy Solutions (**KCSM**) was contracted to assess the effectiveness of IMPs from the perspective of iwi who have developed a plan, including:

1. the value in managing the group's participation in resource management
2. the usefulness for clarifying and prioritising environmental issues
3. the value of developing an IMP for building the capacity of the group
4. the improvement in environmental outcomes
5. the ongoing relevance to achieving environmental aspirations and engaging in resource management
6. alternatives to IMPs
7. the likelihood the group would repeat the experience of developing an IMP.

The review answered the questions above through three tasks:

- a stocktake to determine the number of IMPs in existence
- a review of a sample of 10 IMPs
- interviews with the 10 iwi who produced the sample IMPs.

This report presents the findings from these tasks.

At the same time, Environmental Management Services Ltd (**EMS**) conducted a phone survey with councils throughout the country to establish which councils knew of IMPs in their region or district. A sample of 10 councils (three regional, one unitary and six district) that had IMPs in their area were chosen with the agreement of the iwi, the councils and the Ministry for the Environment. The seven IMPs identified by councils as applying to their regions and districts were evaluated by EMS against the template provided by *Te Raranga a Mahi: Developing environmental plans for whanau, hapū and iwi*

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<sup>2</sup> The provision to 'take into account any relevant planning document etc' was only recently strengthened from 'have regard to' in the 2003 RMA Amendment.

(Ministry for the Environment, 2000). The 10 councils and six resource consent applicants were given an agreed questionnaire to complete in order to gauge their views on IMPs.

KCSM note that the review was conducted over a very short period and limited the time available to identify, contact, and meet with iwi organisations. This meant that the iwi interviewed were those Iwi that were willing and able to meet in the time available. Accordingly, KCSM felt the sample was skewed towards iwi involved in environmental management, and excluded groups that, despite having at some time developed an IMP, had failed to effectively maintain their involvement in resource management.



## 2. STOCKTAKE OF IWI MANAGEMENT PLANS

Since the passing of the Resource Management Act (**RMA**) in 1991, iwi have been encouraged to become more involved in resource management processes. A key tool for being more involved has been the development of a planning document that presents the views of iwi – commonly referred to as an Iwi Management Plan (**IMP**).

The stocktake of IMPs was to identify the iwi, hapū or whanau that produced them, the date the IMP was produced, and the region of the country where the group is located. KCSM understand this is the first stocktake of IMPs to determine the extent to which this strategy for RMA involvement has been pursued by iwi.

### Methodology

To take stock of the existing IMPs, KCSM developed the following:

- a comprehensive list of iwi, hapū and related organisations using lists from the Ministry for the Environment, regional councils, Tūhono and Te Ohu Kaimoana
- a telephone questionnaire.

The final list was as comprehensive as possible, and included all organisations representing iwi, hapū and other organisations representing more than one iwi.

The telephone questionnaire is in Appendix 1. This questionnaire was used to check a wide range of information from respondents in five to 10 minutes. More detailed information was provided subsequently by the sample of 10 iwi organisations selected for face-to-face interviews.

### Findings

The following tables summarise the information assembled by telephoning the iwi organisations on the list generated as above.

**Table 1. List of iwi / hapū and iwi / hapū organisations by region**

Region	Iwi / Hapū	Iwi / Hapū Organisations
Te Taitokerau	10	10
Hauraki	6	4
Tamaki Makaurau	6	6
Waikato	5	5
Te Arawa	7	7
Mataatua	10	10
Te Tairāwhiti	5	4
Takitimu	6	6
Taranaki	7	7
Whanganui	2	2

Te Upoko o Te Ika	6	6
Te Tau Ihu	7	7
Te Wai Pounamu	4	3
<b>TOTAL</b>	<b>81</b>	<b>77</b>

**Table 2. Responses to telephone survey**

	<b>Number</b>	<b>Proportion (%)</b>
Iwi organisations	77	100%
Listed as having an IMP	38	49%
Responded to the telephone contact	40	53%
Agreed to do the phone survey when contacted	31	78%
Those surveyed that stated they had an IMP	16	52%
Not contactable by phone after three attempts	37	48%
Not contactable and listed as having an IMP	22	59%

Of the 40 organisations spoken to, six could not respond as they had to clear the information to be provided with their trustees, and the next trustee meeting was beyond the limited time available for the review.

Table 3 below lists those 16 iwi organisations that responded to the telephone survey and had IMPs. The table identifies the date their IMP was completed and the region they are in.

**Table 3. Iwi organisations with IMPs based on the phone survey**

<b>Iwi Organisation</b>	<b>IMP Date</b>	<b>Region</b>
Ngati Wai Trust Board	In progress	Te Taitokerau
Te Runanga o Te Rarawa	1998	Te Taitokerau
Te Runanga O Ngati Rehia	2004	Te Taitokerau
Te Runanga o Ngati Whatua	1992	Te Taitokerau
Hauraki Māori Trust Board	2004	Hauraki
Te Kawerau a Maki	1995	Tamaki Makau Rau
Maniapoto Māori Trust Board	2002	Waikato
Waikato Raupatu Lands Trust	1998	Waikato
Ngai Te Rangī Charitable Trust	1995, 1999	Mataatua
Te Runanga o Ngati Pikiao	1987	Te Arawa
Whakatohea Māori Trust Board	1993	Mataatua
Te Iwi o Rakaipaaka	2000	Takitimu
Ngati Rarua ki Wairau Trust	2002	Te Tau Ihu o Te Ika
Ngati Koata Trust	2002	Te Tau Ihu o Te Ika
Te Runanga o Ngai Tahu	1997	Te Waipounamu
Kai Tahu Ki Otakau	1995	Te Waipounamu

Table 4 below lists another 19 iwi groups by region and identified as having Iwi Management Plans according to information provided by councils.

**Table 4. Iwi organisations not contacted but listed by councils as having IMPs**

<b>Iwi Organisation</b>	<b>Region</b>
Ngāti Whatua o Orakei Māori Trust Board	Te Tai Tokerau
Te Hao o Ngāti Whatua	Te Tai Tokerau
Awaroa Ki Manuka	Tamaki Makaurau
Ngai Tai ki Tamaki Trust	Tamaki Makaurau
Ngāti Paoa Whanau Trust Board	Tamaki Makaurau
Ngāti Rehua-Ngatiwai ki Aotea Trust	Tamaki Makaurau
Ngā Tai Ki Umupuia	Tamaki Makaurau
Te Runanganui O Tapuika me Waitaha	Mataatua
Ngati Pukenga ki Tauranga	Mataatua
Runanga o Ngaiterangi	Mataatua
Tuwharetoa ki Kawerau	Mataatua
Ngai Tai	Mataatua
Ngati Porou Hapu	Tairāwhiti
Te Iwi O Rongomaiwahine	Tairāwhiti
He Tohu Pou Whenua Taranaki	Taranaki
Te Runanga o Ngati Hauti	Te Upoko o Te Ika
Ngati Raukawa	Te Upoko o Te Ika
Te Atiawa Manawhenua Ki Te Tau Ihu	Te Tai Ihu o Te Ika
Ngati Toa Ki Wairau	Te Tai Ihu o Te Ika

Of the iwi organisations that agreed to do the phone survey but did not have an IMP at present (15), all intended to develop one in the future. Reasons for not having already developed a plan included:

- lack of resources – including funds, time and people to develop a plan
- lack of capacity – specifically intellectual capacity to develop and implement the plan
- lack of support – from district and regional councils
- not a priority at the moment.

## **Conclusions**

A total of 77 organisations were identified as relevant to this investigation. Thirty-eight organisations were listed by councils as having an IMP.

Of the iwi organisations that agreed to do the phone survey (31), 16 had IMPs, and the rest (15) were keen to develop one.

### 3. CONTENT OF IWI MANAGEMENT PLANS

This section reviews the content of a sample of 10 Iwi Management Plans (IMPs) taken from the 16 iwi organisations that said they had an IMP in their telephone interview.

#### Assessment criteria

The contents of the sample IMPs were assessed against nine components KCSM identified to be essential elements of an IMP. The components are:

1. Description of the iwi or hapū – who they are; e.g. whakapapa; history.
2. Purpose of the IMP – why it was prepared, who it is prepared for and what it is seeking to achieve; e.g. environmental, social, cultural and economic goals.
3. Rohe – the area being covered by the IMP.
4. Issues the IMP seeks to address; e.g. stormwater and sewage outfalls; environmental degradation; vegetation clearance; housing.
5. Objectives, policies and methods – statements identifying what outcomes are being sought by the IMP to address the issues and how that can be achieved; e.g. by research; information gathering, and monitoring resource consents.
6. Participation – the circumstances when the iwi or hapū seek consultation with an agency; e.g. a council or consent applicant, the process to be used, points of contact, and the information the iwi or hapū need to enable it to assess the agency's proposal.
7. Administration of the IMP – who is responsible for the IMP; e.g. iwi authority; hapū authority; marae committee.
8. Readability – the IMP is well structured and easy to understand.
9. Review – how and when the IMP will be reviewed.

#### Findings

##### *General*

All 10 IMPs reviewed were found to have clear statements of purpose, desired outcomes and policies that were easy to read and understand.

Most IMPs were written to assist external agencies understand the position of the iwi or hapū on key resource management issues and how those external agencies can achieve a better working relationship with the iwi or hapū. One IMP listed criteria for reviewing its implementation.

The IMPs reviewed ranged from five pages to over 200 pages.

A number of IMPs lacked one or more of the following:

- (a) a basic description of the Iwi or hapū
- (b) a description or map of the rohe covered by the plan
- (c) practical guidance for external agencies on how to consult with the iwi or hapū
- (d) who was responsible for administering the IMP
- (e) when and how the IMP was to be reviewed.

### ***Description of the group***

Half the IMPs included descriptions about the iwi or hapū such as brief histories and whakapapa linkages. One IMP, for example, devoted a section to explaining their history and their current situation.

KCSM note that a description about the group is particularly helpful for IMPs seeking to improve working relationships with external agencies, providing those agencies with a basic understanding of the iwi or hapū and ‘where they are coming from’.

Where an IMP did not describe the group, the IMP appeared to assume that external agencies already had that information. For example, one IMP included numerous statements for external agencies to consult with various hapū, but no information was provided on who those hapū were.

### ***Purpose of the IMP***

With one exception, the IMPs reviewed had statements on the purpose and scope of the IMP. Examples of purpose statements in the IMPs reviewed included:

- to develop understanding and relationships both internally (within the group) and externally (with other groups and agencies)
- to assert customary rights and responsibilities over taonga
- to sustain the mauri of natural and physical resources.

In the case where the purpose is for developing internal and external relationships, KCSM suggest it may be worth having separate documents or sections for the different purposes.

A number of IMPs also stated that the IMP was not to be regarded by external agencies as a substitute for consultation.

### ***Rohe covered by the plan***

Four of the IMPs included a map showing the rohe covered by the Plan. Another two IMPs included maps but no boundaries were shown. The remaining four IMPs had no map or description of the rohe.

### ***Issues addressed***

Seven of the 10 IMPs reviewed had clear statements of issues or lists of issues addressed by the Plan. The issues included partnership, consultation, land use, fisheries, water quality, wāhi tapu, and mineral management.

Two of the remaining IMPs had issue statements that were difficult to identify as they were included within the general text of the IMP. The remaining IMP was not issue based.

## ***Policies***

All IMPs included the desired outcomes to be achieved and/or policies about how issues are to be addressed. Policies included working relationships with local authorities and consent applicants, gathering more information on an issue, and training for kaitiaki. Some IMPs went further and listed implementation methods.

The IMPs policies differed between those that had a strong tikanga foundation and those that were more closely aligned with western models of resource management.

## ***Participation***

Four of the IMPs provided clear guidance to external agencies on how to consult with the iwi or hapū or enable the group to participate in discussion of a plan or application. One iwi prepared specific consultation guidelines for external agencies that KCSM regard as a useful model for others to consider.

The remaining six IMPs stated generally the outcomes sought from consultation, but not how to achieve these outcomes.

## ***Administration of the IMP***

Half of the IMPs reviewed stated explicitly who was responsible for the IMP, including contact details.

## ***Readability***

KCSM considered all the IMPs reviewed were generally easy to read. Six of the IMPs increased readability by good use of a table of contents, photos, maps and graphics. The most readable IMP reviewed was 50 pages long, but each page had either a table, photo, picture, diagram or map to add interest. This IMP was a joy to read.

## ***Review of the IMP***

Three IMPs addressed the need to review the plan. One of those three IMPs listed evaluation criteria for its review. Another partially addressed this issue by providing a review process but no timeframe.

## **Conclusions**

The 10 IMPs reviewed varied widely in style, size, content, format and presentation. Most IMPs reviewed contained the majority of elements KCSM consider important to have in an IMP. Some of the IMPs reviewed were of a very high quality.

Most IMPs were to assist external agencies understand the views of the iwi or hapū on resource management issues and to facilitate better working relationships with those agencies.

Nevertheless, a number of the IMPs lacked one or more of the following:

- (a) a basic description of the iwi or hapū
- (b) a description or map of the rohe covered by the plan

- (c) practical guidance for external agencies on how to consult with the iwi or hapū
- (d) who was responsible for administering the IMP
- (e) when and how the IMP was to be reviewed.

The variation in the IMPs reviewed is not surprising when one considers that:

- the iwi and hapū organisations are uniquely different in terms of longevity, legal structure, and political dynamics
- the age of the IMPs represent different stages in the implementation of the Resource Management Act
- some IMPs were largely written by the iwi members while others were written by environmental consultants with differing access to the specialist expertise of kaumatua, scientists and cartographers
- funding to develop the IMPs varied widely.



#### 4. EFFECTIVENESS OF IWI MANAGEMENT PLANS

This section identifies the extent to which Iwi Management Plans (IMPs) have been an effective tool for iwi from their perspective.

Effectiveness of the IMP has been assessed in terms of:

1. the value in managing the group's participation in resource management
2. the usefulness for clarifying and prioritising environmental issues
3. the value of developing an IMP for building the capacity of the group
4. the improvement in environmental outcomes
5. the ongoing relevance to achieving environmental aspirations and engaging in resource management
6. the alternatives to IMPs
7. the likelihood the group would repeat the experience of developing an IMP.

#### Findings

The findings of this section come mainly from the face-to-face interviews with staff from the sample of 10 iwi organisations, but also include some comments provided during the preliminary phone interviews.

#### *Value in managing a group's participation in resource management*

Most respondents considered their IMP has aided their participation in resource management.

“It has improved communications with (name of TA) – for us and other iwi and hapū.”

“For my job, it is a really useful document.”

“It is still a good tool. A lot of our people still request copies.”

“We use it all the time.”

The IMP enhances the understanding of councils, consent applicants and consultants in preparation for engaging with iwi and hapū.

“It is used as a reference point beforehand – before consultation with us. It is a document for them to refer to – so they don't come in 'cold'. It makes things happen a lot smoother.”

“People now know where we stand. It is providing a basis for iwi, hapū and whānau to build on, and to develop our capacity to be involved.”

“It has given people an appreciation of the issues. For our people to move forward on. Also for people externally.”

“It has been more a communications plan. Things continue to change, but the core issues remain the same – the need for good relationships.”

“The intention is that it will say to anyone, anywhere, this is how to deal with us.”

Some respondents said that councils had started to refer to their IMP in the council’s plans.

“(Name of regional council) appear to have integrated some parts of our Plan into their plans.”

“Its now acknowledged in their (name of district council) 10 year plan.”

Most respondents noted the part the IMP had played in their relationship with councils.

“Relationships have improved over time – a reasonable relationship has developed.”

“The outcome sought is a better working relationship with councils, consultants and government departments.”

For two respondents with close working relationships with councils, the IMP had been a catalyst in the development of other arrangements in which reliance on, and use of, their IMP has reduced. The IMP had been useful as an initial strategy for presenting their views and engaging with councils, developers, consultants and other stakeholders. Effective relationships and processes had become the main focus for these iwi.

“We did something quick so we could have a say on how things were being run ... Because of it, we now have a strong relationship. It provided a basis of understanding – used as a basis for the relationship and input to decision making we now have ... It did the job.”

“It was used initially. It was a scene setter – not the Bible.”

“But as the years go by, people develop their own ways of doing things. We use the principles but the focus has been on relationships with developers rather than the Iwi Management Plan. A lot of people know the Iwi Management Plan but they also now know the iwi dynamics and the variations across the region – so some areas follow the IMP while others don’t.”

“It has been good but it is now outdated. It’s not important any more – we are doing the work!”

This positive perspective was not consistently supported especially in some of the phone survey responses. Two phone respondents stated their iwi organisation had not used their IMP at all.

“We were one of the first to have an IMP (1987). It only re-surfaced when I started three years ago.”

“We never really used the original, because it was originally done as a desktop exercise. We are now more aware of the RMA. The consequence is that we now have to bring our people alongside us – a desktop plan is of no use to anyone.”

The value of the IMP is also limited by the awareness of the IMP in the community. Only half of the respondents were satisfied with the level of awareness.

“There is now major awareness of the Plan. Major consultancy firms now refer to OUR PLAN! We now have to stress to consultancy firms that the Plan is not to be used instead of consultation. But it is a good starting point. The major ones (consultancy firms) are very good at using it.”

“It is used as a reference document and for resource consent applicants. Copies have been made available to developers ... The net could have been cast wider but it has been a slow process gaining acceptance of our special status (as per the RMA).”

“Council needs to include an induction package for new staff and councillors. They need to make staff aware of the people and plans they should consider. Then it should be in their policies and procedures – and they should be trying to address some of the issues our plan raises.”

“I must say that since the plan has been in place the process has been better, but progress is slow, and its up to council to come to the party, let people know that they can come and talk to us before they submit their applications instead of meeting us at the hearing stage.”

“There is minimal awareness of the plan – apart from those participated in the development process, and the knowledge they picked up from that. There has been no ‘delivery process’ as such, but we would like to do that sometime soon, planning at the moment.”

“The awareness has waned in councils – partly attributable to the changes in tribal dynamics. They also want face-to-face – it was a useful starting point.”

“Not enough people are aware that it exists – through the resource consents process I only get a list of the consents and we object to the ones that we think will harm our environment. We don’t get anyone actually coming to talk to us about what’s in our plan and how our plan has an effect on their plans. It got to the point where we were objecting to resource consents by letter only, but not providing a reason why, so they would come and talk to us. Even then it was a struggle.”

“We are involved too far down the track (in resource consent processes).”

“Councils are aware of it – but are still not using it enough. At all stages, there is still more that councils can do. The obligation is on council for determining and directing developers to recognize it. We are starting to see a trickle of communications from developers after directions from the council – we need an extension of that.”

“It hasn’t been used as much as it should have.”

The stronger responses demonstrated a level of frustration that they had been trying to work with councils for many years to gain some recognition of iwi and hapū views without success.

“We need to meet again with (name of TA) and reaffirm our position. They agreed we are the first point of contact – but they aren’t following through on it.”

“All of the councils do refer to (name of IMP) – but there are lots of other complications ... Councils and developers use consultants that contest our input. Also our own taurekareka (traitors)! For \$50K, they can come up and kill a taniwha! We tell them not to come up here – don’t come up and takahi (trample) on us – they use our enemies to come up and takahi on us... The relationship hasn’t improved – it has just taught us how to have our whawhai (fight) – it is a peculiar relationship!”

### ***Usefulness for clarifying and prioritising environmental issues***

Many responses confirmed that IMPs had been useful for iwi to clarify and prioritise their environmental issues.

“It has been useful for us – because it has provided consistency over time.”

“It has helped us focus our activities – we now have a much more strategic approach. Before, we were putting out fires – now we have a focused Plan. It is very hard to get funding, so you must focus.”

“Very useful, we as an iwi are clear about how we plan to manage the natural resource. We have three objectives and these are being reviewed annually. It outlines issues, gives broad scope to reach agreement with participants.”

“It has given a focus on environmental management. The thinking is now more focused. We are now committed more to the RMA. The thinking is based on the expertise we have – there is not a low of high level, but a lot of common sense.”

A few respondents noted that the IMP helped clarify the different roles for the iwi and hapū.

“Certainly within (name of their organisation) we have utilized it (IMP) in our annual planning. We don’t really want to be involved in resource consent issues – that’s for hapū at the ground level. We provide back-up support for hapū.”

“We used to get involved and weren’t clear how we should get involved.”

One respondent highlighted how other issues can distract groups from the priorities in their IMP.

“Some iwi have never been involved at all (in environmental management). While no other iwi in (name of region) were involved in the RMA, we put down a kaupapa for kotahitanga – unified approach across the iwi for environmental management. Then along came the FISH! (Sealord deal and the allocation of quota via Te Ohu Kaimoana). We made some progress with (name of IMP), but everyone was watching the fish. The Regional Council saw the mandate disputes that have ensued and they gradually pulled the plug on what we were doing.”

Those respondents who were less confident the document had clarified and prioritized the issues, stated that their IMP was overly philosophical in nature.

### ***The value of developing an IMP for building capacity for the group***

Most respondents stated there had been limited building of capacity from developing their IMP. In these cases, just one or two people from the group had developed the document, or the IMP had been produced by a consultant or other organisation.

“It was developed by (name of person). There was no professional development.”

The main constraint to capacity building raised by respondents was the lack of support to iwi and hapū to develop an IMP and to then follow through on what the IMP provided.

“Human resources are the main issue – they all have jobs. Meetings get cancelled – there are further delays.”

“There are a few people that do a lot. Succession is a huge issue in the resource management area – a lot of people are snapped up by consultancies – so we have a lot of volunteer workers.”

“There is so much work involved to get to that point – for our people to use and apply it – at hapū and whānau level.”

“You’ve just got to give us the resources to up-skill our whanaunga (iwi members).”

In particular, the constraint on capacity building was most onerous for the role of hapū environmental management.

“We have done all the groundwork – but we are trying to work with hapū who often contradict what we have stated. The expertise must be continuously developed. The LGA has empowered our whanaunga here at home – to put us (the iwi) down, but not to know the issues.”

“It will take a lot of effort to work through the hapū capacity issues.”

“Our ability to raise the capacity of hapū in environmental matters has been a burdensome journey. There are 13 hapū. It is quite a struggle for us – while we try the ability to build their capacity has been negligible.”

Nevertheless a few respondents including some from the phone survey saw a capacity building benefit from the IMP development.

“It helps up-skill iwi and council officers.”

“I think the plan helped to create a greater awareness amongst our people about our natural environment.”

“It was more an awareness raising exercise. We got really good turnouts from a wide range of people.”

“Its been the best thing. It has helped us allay a lot of mistrust and helped up-skill iwi.”

“People use it in resource consent processes to support their concerns. They use it as an initiative to develop their own plans – as a lead-in to actions for them.”

One respondent noted the IMP had been the catalyst for further development of the iwi’s capacity.

“I guess the process increased capacity in some respects – the iwi have created my position now so that has something that has come out of it. I can’t comment on the capacity of the trust before I came along, but since I’ve been here I see my role as an increase in capacity.”

### ***The value in improving environmental outcomes***

Respondents stated that the awareness raised by their IMP provided the lead-in for them to be involved with councils in environmental management would improve environmental outcomes.

“There is now a sign-off process – an acknowledgement of the plan in their processes – they are now making the developers come to us.”

“The main thing is that people now know where we stand. It’s providing a basis for iwi, hapū and whānau to build on and develop our capacity to be involved.”

The IMP had been a tool towards establishing relationships, processes and protocols that will in turn improve environmental outcomes.

“The outcome must be a better working relationship with councils, consultants, and government departments. In theory, there should be a seamless working relationship.”

“It’s been helpful by determining the need for a position to deal directly with the consents process. The relationship between iwi and council staff has been good – we have some really good contacts in there, but the relationship with 'council' itself is strained.”

However, many respondents considered there was insufficient support from councils to allow iwi to fulfil their responsibilities under the Act and participate using their IMP:

“We have continuously asked for resources – since 1991.”

“If they assisted us – to resource us – then they would have a sustainable system. We have got our resources from a range of projects we are developing with others – but we haven’t got one dollar from government based funding!”

“The main bodies know we have one (an IMP) and that’s a start – would like to let the community know about it so they are more informed when applying for resource consent – unfortunately we don’t have enough funding.”

“We don’t have enough resources to promote the plan. We would like to go and formally discuss the document with council but we have little resources as it is – promotion of the plan will cost too much and coupled with the foreshore and seabed submissions and debate we don’t have the time or the money.”

“It has improved, although it is a heavy burden. We are vastly under-resourced so we can’t have the input. The LTCCP is okay in philosophy – but the process for us in planning is not budgeted for – so we are not funded to fulfil this function.”

“There is no consistency across the TAs – we have five we work with. Then there is also DoC with all its overlaps.”

Respondents stated that a lot more work was still required before the impact of the IMPs on environmental outcomes would be as effective as intended.

“The intention of the document is to provide a plan for our resources, but we have also written it in a manner whereby it can be used as an educational tool. The designation of a position to handle environmental management is a start – I need to educate people – iwi and council – about our plan and its importance. If this is successfully done then the effect of the development of our plan will be beneficial.”

Respondents also stated that even in situations where there was high recognition of iwi environmental outcomes in council plans and high awareness amongst resource consent applicants of the IMP, it was still too easy for both council and applicants to ignore the views of iwi.

“Consultants know the document. A lot though continue to just write ‘There are no sites of significance’, even though they are on the list provided to them... Where is the accountability? Its like crime – 99% of the time you will get away with it.”

“Another problem is with planner turnover as they roll over. Just as you get one understanding our views and the way we operate, they leave – so we tend to deal with consultants more. The council isn’t putting the onus on the new planners to pick things up. A new planner creates problems – they don’t understand.”

“This all tends to keep us in a reactive mode – we are trying to be proactive.”

“We have been at the forefront of resource management – under our kaupapa. They (TAs) plough straight over the top of you if you don’t look out. What is TPK doing in terms of monitoring interaction between councils and iwi and hapū? Its taken 10 or 11 years of raruraru (problems) between us and the TAs already – and there has still been no transfer of powers under Section 33. It’s still really difficult to stop someone bulldozing your pā – it’s really frustrating. We’ve been trying to make some progress but it is koretake (useless).”

KCSM found that while some high quality IMPs had not improved relationships with councils and other stakeholders, other iwi had made significant gains with very basic IMPs. This suggests that other factors are also important in determining success.

### ***Ongoing relevance to achieving environmental aspirations and engagement in resource management***

Most interview and phone respondents considered that their IMP had ongoing relevance to iwi aspirations for the environment. There was some confidence that it would continue to be a useful tool.

“Its an ‘in’ to get iwi involved in the next step – monitoring and decision making.”

However, most respondents stated there still had not been enough progress towards iwi having a significant role in environmental management.

“It (the IMP) needs to be used a lot more. I believe tangata whenua need to be involved a lot more – at the beginning in the council planning process. It is starting to happen – with one council – but it needs to be a lot more robust. We have participated in (name of TA) planning process this year – but (name of another TA) only provide a forum.”

“It’s a fairly idealistic document. It was designed to get a start in resource management. Where do we want to see ourselves. And then some practical action plans.”

“We are still interacting – we are at the forefront, we still address the issues. The submissions have been made for the last 10 years but none of things (in our submissions) come to pass.”

“We have continually said to Council if you come to us in the first instance, everything will tick over okay. When they come to us at the 11<sup>th</sup> hour – as they continue to do – it’s hard.”

“We knew we would be labouring under this thing called ‘iwi’ – that came out of the Rūnanga Bill. It’s all back to front. The RMA talks about iwi. (With) the LGA – now you can just talk to a Māori.”

Several respondents noted the significant changes that had occurred since the RMA was enacted in 1991 – ranging from the settlement of Treaty of Waitangi claims to the introduction of the new Local Government Act. They suggested that for IMPs to still be relevant, the IMPs would need to be reviewed and updated.

### ***Alternatives to IMPs***

Effective relationships were identified as one alternative to an IMP to effectively participate in environmental management.

“We are focused on developing relationships and participation in decision making. The relationship with council is THE issue.”

“We (the iwi) are targeting the regional level – a formal relationship with (name of regional council) and national agencies. Some of these will be funded projects – we took the initiative to change our approach and get involved in the design of the policies and processes right from the beginning. And they asked to help facilitate and participate. Other opportunities are now emerging.”

“We want to look at outcomes based relationships. We have well established relationships with councils. We assist our people as adviser and facilitator. A lot of developers come to us because they know they can get an outcome. The legislative requirement is just one. Timing is another issue. Are there political processes that we can work through together? What are the joint interests? So we pull developers towards us. Its all about understanding. Relationships!”

Funding was stated to be the key to participation in most instances.

“We need funding to set up a unit. We need an expert in here to drive and lead this thing. We don’t have the expertise – we need someone to focus in order to resolve a lot of issues.”

Improving the RMA was another option identified by respondents.

“We have found the RMA to be a ‘toothless tiger’. It talks about avoidance and mitigation without any ‘no-no’s’! There needs to be some bottom lines. We can’t pursue many of the avenues because of cost. Just for (name of a local

case), the time commitment for us was huge. Environmental management needs to be strengthened further – not watered down. There needs to be more clarification of the Māori issues.”

Two respondents were developing community resource centres that would further support their participation – and more importantly the participation of hapū – in environmental management processes, rather than relying on their IMP.

“We are establishing a Kaitiaki Resource Centre.”

“The longer term plan is to set up our own Information Centre where people can access information. Data-basing information so it’s accessible to (name of iwi) members and anyone in the rohe (area).”

One respondent stated that the Treaty claims process was superseding the need for an IMP.

“We envisage the agreements we reach in the outstanding claims we have over the rivers and waterways will become the Iwi Management Plan and supersede the current document. We are content with the current one as an interim document.”

A hapū management plan was identified by one respondent as the correct alternative to an IMP.

“They should develop Hapū Management Plans. It should be an empowering strategy.”

### ***Given the opportunity would iwi develop an IMP again***

Almost all respondents said they would be either reviewing their IMP and would develop an IMP again if they had the opportunity.

“Yes. The revised version is due out soon.”

“Plan review is a big task. It is almost better to start from scratch. It is a huge process – so many people involved.”

“New councils have developed their new plans – it is a good time to review it (their IMP).”

“Yes, reviewed annually with full review every three years. If changes are required in the annual review we provide supplementary notes to all those groups who have it, then incorporate in three yearly reviews.”

Some respondents said they lacked the resources to review their IMP.

“It requires a lot of human resources. You have to have the ability to get out and do the research – kōrero with pakeke – it needs a lot of research. Both whānau and councils need to be comfortable with it. Then there is promoting it – making people aware. This is all inhibited by the lack of funding.”

“The plan needs to be reviewed regularly to be effective – but we need the resources to review them.”

A few respondents didn’t see the need for developing another IMP because, either they had made positive progress and an IMP was no longer an important tool, or because the key principles of an IMP do not change.

“No, just work with the one we have now, I think we’ve got a really good document we just need to promote and apply it more.”



## Conclusions

The majority of iwi organisations interviewed considered an IMP to be a useful tool in iwi environmental and resource management. In particular, the IMP provides key information to councils, consent applicants and consultants to enhance their understanding before engaging with iwi and hapū.

Half of respondents considered there was wide awareness of their IMP in their community and half were concerned awareness was still limited.

Most respondents felt that IMPs were not being utilized sufficiently by councils and consultants.

Most respondents said their IMP was useful to clarify and prioritise their environmental issues, for both external and internal stakeholders.

Many respondents stated there had been little capacity building from the development of the IMP, because just one or two people or an outside consultant had developed the IMP. This approach was linked to a lack of resources for involving the iwi members effectively in the development.

Most respondents advised that the awareness raised by the IMP had led to relationships, processes and protocols that could increase iwi involvement with councils and in time improve environmental outcomes. Overall, however, the relationships were still seen as poor. Respondents noted that, even where there was recognition of iwi issues in council plans and good awareness amongst resource consent applicants of the IMP, it was still too easy for councils and applicants to ignore iwi views.

Respondents generally considered that the IMP had ongoing relevance to iwi aspirations, but were concerned at the lack of progress to give iwi a significant role in environmental management.

Respondents stated that alternatives to an IMP for assisting iwi to participate in environmental management included effective relationships, iwi resource centres and Treaty settlements. However, these options were constrained by limited capability amongst iwi organisations, lack of commitment by councils, and lack of funding.

Most respondents said they would be reviewing their IMP and would develop an IMP again if they had the opportunity.

## 5. PLAN AND PRACTICE IMPROVEMENTS

A key question raised by this investigation is “What lessons have been learnt and what improvements can be made for the future?” The purpose of this section is to highlight good practice and to suggest improvements to Iwi Management Plans (IMPs) and their use based on the findings of this review. However, because IMPs vary in their scope and purpose, the lessons learned will be unique to each iwi.

First we provide the views from the interviews with iwi staff where they reflected on how they would improve their IMP if they were to revise it.

### **Iwi views for improving future IMP's**

Most respondents were confident they could improve on the first version of their Plan.

“We have changed the format (with the revised document under development). There is more depth in the values – connections to whenua and marae. Things have changed – we have introduced aquaculture marine management, rāhui and conservation issues, and expanded the scope of the document. We hope the new Plan will be a good guide to councils and developers of what our values are – and how we relate them to the environment and our decision making.”

“There was a lot more detail in the original.”

“The next one is the next step up. It also has policies – a new approach, a more holistic approach. The earlier version just provided guidelines – now we have policies.”

“There has been a lot of change since the original was developed.”

“The timeframe could have been streamlined a bit better – although some of it has been outside of our control. Release delay has been an issue.”

Several respondents stated that the main area for improvement was for hapū to be included to ensure their buy-in and support for the IMP.

“The first step is to identify the capacity of the hapū to become involved.”

“I see it bringing together all of all we know and ensuring our people out there know what we have... Putting it down on paper is the smaller job. Tautoko (support) and buy-in is going to be the big job. Communication from the (name of iwi organisation) will be working with representatives from the (names of tribal sub-groups). Those representatives will take it out to the people with us supporting them – rather than (name of iwi organisation) pushing it. The actual work (IMP development) will have to be done on the ground.”

A number of iwi were strongly of the view that hapū is the appropriate level for effective involvement and participation in environmental and resource management. Just one iwi was looking at the opposite strategy – to keep it more in-house in order to reduce the time taken to complete it.

“We would probably structure the process differently – we would hold it to management more in order to get it completed – there is so much pressure for Māori involvement in lots of committees that so many people are now over committed.”

## Review proposals for improving the IMP

In section 3 we listed nine components of a good plan. In addition to using that ‘checklist’ of what to include in an IMP, KCSM propose the following questions be debated and answered by iwi or hapū when preparing an IMP.

- (a) Why do we want to prepare an IMP? Who do we intend to read and use the IMP? Answering these questions will clarify the purpose of the IMP.
- (b) What environmental issues do we face? Which of these issues do we want the IMP to address? Where in our rohe are these issues located? What are the causes of these issues? The answers to these questions will help explain the issues clearly.
- (c) For each issue – What is the result we want to see achieved? What do we need to do to achieve this result? Who will be responsible for doing this work? When do we want this work completed by? The answers to these questions will help write the outcomes (results), policies and methods for the IMP.
- (d) Who will have responsibility for implementing the IMP? What support and resources will they need? Who will they report to and how often? What are their contact details? The answers to these questions will help write the administration section of the IMP.
- (e) When do we want to review the IMP? How will we measure the success of the IMP? Who should be involved in the review? The answers to these questions will help write the review section of the IMP.

*Te Raranga a Mahi* (Ministry for the Environment, 2000) was prepared to assist whānau, hapū and iwi prepare environmental management plans. It contains ideas and resources to help groups prepare IMPs. For example, the team preparing the IMP may want to get an archaeologist, a planner or a GIS expert to assist. Councils can often assist by providing such support people.

Here are our suggestions to make the IMP easy to read and for people to want to read it.

- (a) Language – use plain language. Give a draft to someone who has not been involved in writing it, and ask them to edit the document for ease of reading and understanding.
- (b) Size – keep it to the point. If it is too ‘bulky’ people may not get past the cover! The rule of thumb could be the width of a thumb. Ask yourself what point are we trying to make here and are these words necessary to make that point? If not, delete them.
- (c) Pictures – yes, pictures do say a thousand words. Make good use of relevant maps, photos, and diagrams to get your points across.
- (d) Presentation – the format will make the IMP ‘attractive’ to the reader. Colour is attractive, but expensive.

## **Practice improvements**

In the course of the review, KCSM found that improving the use of IMPs was as important as the plan itself to iwi and hapū to be effective in environmental and resource management in their area.

The iwi organisations that have been the most effective have developed good working relationships with councils and consultants. These organisations have:

- staff that are knowledgeable and experienced in environmental issues
- arranged funding for their work on the RMA
- regular meetings with their equivalent positions in council – chief to chief as well as environmental officer with council planners and consent staff.

Some iwi organisations also have an advantage of commitment and goodwill from their councils. In the following sections we discuss these aspects of effective iwi organisations.

## ***Education and training***

The review (chapter 4) has identified advantages in having skilled qualified people working in iwi organisations. These advantages include being able to build good working relationship with councils and consultants and being better positioned to develop and use their own IMP with the support of hapū.

This will require more Māori training in environmental and resource management. This is happening through the environmental courses provided by wananga around the motu. Then the challenge is to employ and retain those qualified staff.

## ***Capacity – resourcing***

The most effective iwi organisations are those that are resourced to participate. The review identified one iwi where councils of the region funded their environmental officer. Other iwi organisations were either totally self funded or partially self funded by charging councils and applicants fees for providing advice on resource consents.

Of the iwi interviewed, just three have fulltime environmental management staff – and one of those funds its staff member from iwi resources.

KCSM consider that if local and central government expect iwi to be effectively involved in environmental and resource management processes, then that involvement needs to be resourced.

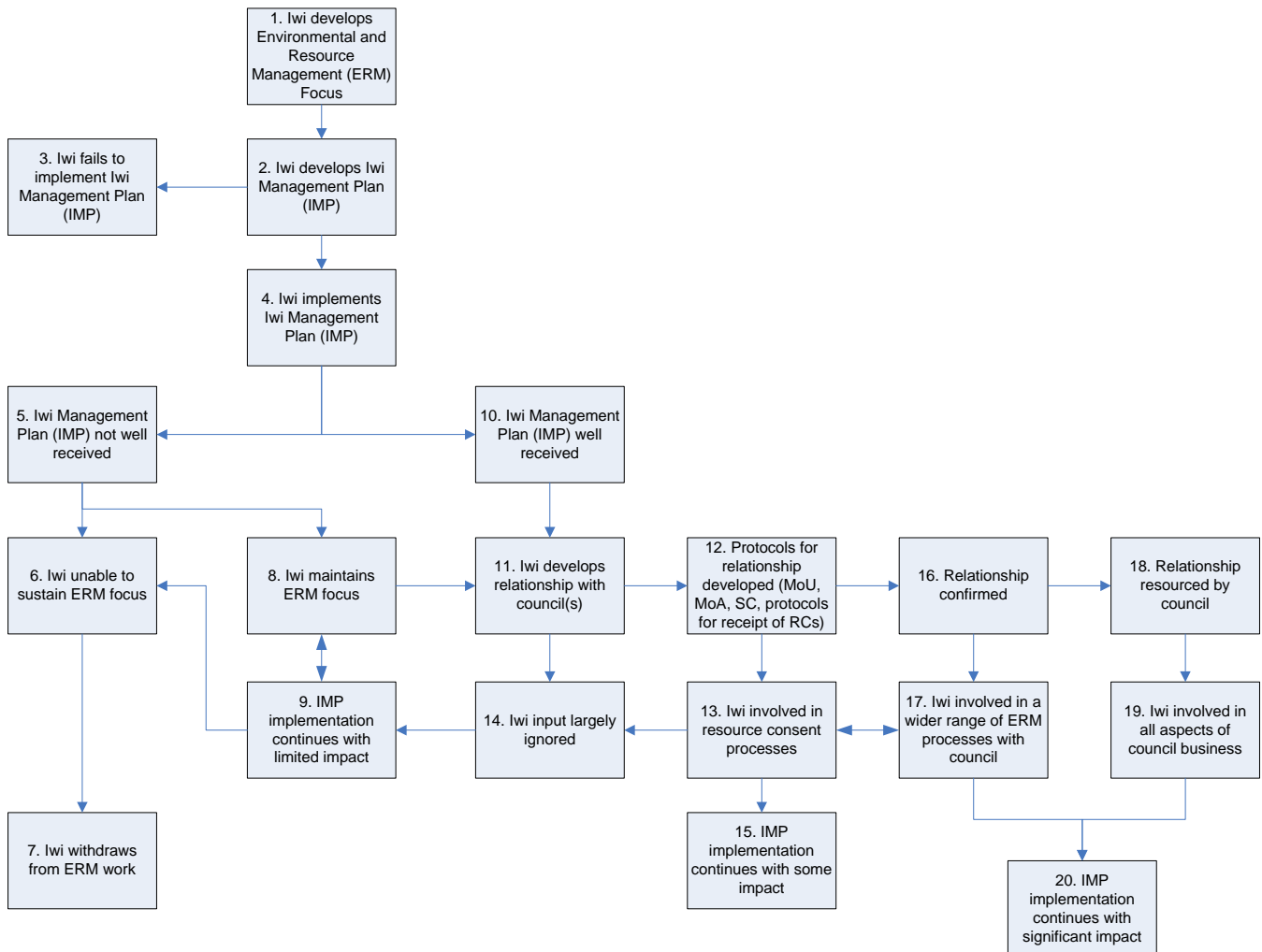
## ***Relationships – partnering***

The purpose of better relationships with councils, resource consent applicants and consultants is to get better implementation of the provisions of the IMP. The relationships need extra work when staff on either side change. The most effective relationships operate at each level of the council and iwi organisation.

## Effective implementation of an IMP

Based on this review, KCSM has identified a series of steps that iwi organisations moved through to develop and implement their IMPs. Flow diagram 1 below represents these steps. The second half of the flow diagram is focussed on the interaction with councils – the primary relationship sought by iwi for effectively participating in environmental and resource management.

Flow Diagram 1: Implementation of IMP – steps for iwi



The diagram shows that iwi can follow a number of different routes with end results as follows:

Box 3 – fails to implement the IMP

Box 7 – withdraws from environmental and resource management work

Box 15 – IMP is implemented with some impact

Box 20 – IMP is implemented with significant impact.

Of the 10 iwi organisations interviewed, KCSM identified that:

Two iwi had exited at Box 3 (fails to implement the IMP). These iwi had developed an IMP but had not used it. In both cases, the IMP was developed by an external consultant and was then determined not to be suitable for use by the iwi. The process to develop the IMP had not involved hapū and was not supported.

No iwi were at Box 7 (withdraws from environmental and resource management work). This reflected the way the interview sample was drawn. Through the phone survey, however, we identified a few iwi that had withdrawn from environmental and resource management work after they had developed an IMP.

Four iwi were at Box 9 (IMP implementation with limited impact). Despite their best efforts, iwi are still concerned that they have not made much progress. This position could lead on to Box 7 (withdrawing from environmental work) or they could maintain their focus (Box 8) and redevelop their relationship with council (Box 11).

Three iwi were at Box 15 (IMP is implemented with some impact). These groups had well established relationships with councils and were involved with council planning and monitoring. Despite this, they were still concerned that they were still only having 'some' impact on environmental and resource management in their region.

Two iwi were at Box 20 (IMP is implemented with significant impact). Only one said they had moved through Box 18 (resourced by council) and Box 19 (involved in all aspects of council business) to get there.

Iwi could use this diagram to consider how far they have come in utilising their IMP and what further steps they may need to move through to improve their participation in environmental and resource management.

## Summary

In this chapter we have made suggestions to improve the development and use of IMPs, including:

- debating and answering basic questions to provide clarity and focus for the IMP
- making the IMP concise, to the point, interesting and readable
- securing qualified staff and funding
- working on relationships at all levels.

Although a number of practical ways to improve the quality and use of IMPs are recommended here, KCSM consider that resourcing iwi to be involved in environmental and resource management needs to be addressed by local and central government.

## 6. CONCLUSIONS

Overall, Iwi Management Plans (IMPs) have been effective for most iwi in our survey. IMPs have assisted iwi by:

- communicating the views, beliefs and perspectives of iwi to their own people and to external stakeholders
- facilitating the development of more effective relationships with councils and other stakeholders
- clarifying the priorities for iwi environmental management
- providing a more focussed and strategic approach for iwi.

Although the outcomes provided by IMPs have varied widely, the majority of iwi remain committed to their use in environmental management. About half of all iwi are listed as having an IMP and others are keen to develop them.

KCSM see the effectiveness of IMPs is hampered in many cases by:

- a lack of resources and funding to support their development and use
- a lack of expertise amongst many iwi
- a lack of support by councils for iwi involvement in environmental management
- limited requirements in the legislation to ensure iwi involvement.

However, developing and using an IMP has been important in supporting iwi involvement in environmental management. The iwi that have had significant involvement in environmental management in their rohe have had an IMP and have used to their advantage to develop effective relationships with councils and developers. Many iwi consider that their impact on environmental outcomes will be progressed if effective working relationship can be established. Overall, iwi still see their relationships with councils to be poor.

## APPENDICES

**APPENDIX 1 – Telephone Questionnaire**

**APPENDIX 2 – Interview Schedule**



## APPENDIX 1 – Telephone Questionnaire

### REVIEW OF IWI MANAGEMENT PLANS

#### TELEPHONE QUESTIONNAIRE

---

Organisation:

Iwi or hapū organisation represents:

Contact details: - Phone:

- Email:

Kia ora.

My name is \_\_\_\_\_ from KCSM Consultancy Solutions. Our company is currently conducting a review to assess and evaluate the effectiveness of Iwi Management Plans. We are contacting all iwi in the country and all organisations known to have an Iwi Management Plan.

Does your organisation have an Iwi or Hapū Management Plan to deal with environmental issues?

Yes

No

If no, do you know of any other organisation in your rohe that does have an environmental or resource management plan?

Who should I speak to about the plan?

(At this point, if you are referred to another person, you would start at the top again. Once you think you have found the right person to talk to, you would continue here.)

As part of a wider focus on improving the effectiveness of Māori participation in the management and use of natural resources the Ministry for the Environment (MfE) has commissioned KCSM Consultancy Solutions to undertake a review of Iwi Management Plans and in particular to investigate if they are meeting the expectations of both the iwi who have developed them and the relevant local authorities. We are contacting all iwi in the country to determine how widely Iwi Management Plans have been developed and used.

KCSM Consultancy Solutions is a Māori research and development company based in Opotiki and Hamilton – more information about us is available from our website – [www.kcsmsolutions.com](http://www.kcsmsolutions.com). We are committed to supporting iwi development including involvement in environmental management processes.

This telephone survey will take approximately 10 minutes and asks questions about –

- the development of your plan
- the usefulness of your plan, and
- the effectiveness of your plan and other resource management processes you have been involved with on your organisation's participation in resource management processes.

Would you like to participate in this telephone survey?

Please feel free to ask any questions. You may discontinue the survey at any time. All answers that you provide will remain confidential to KCSM Consultancy Solutions. Only aggregated data from all participants will be made available in the report to the Ministry for the Environment.

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Interviewee:

Position:

What area/rohe does your iwi (hapū) cover?

Does your organisation have an Iwi Management Plan: No (Go to question 1) Yes (go to Question 5)

**ANSWER = No**

1. Does your organisation intend to develop an iwi management plan at some time in the future?  
Yes No

2. On a scale of one to five, how high on your organisation's priority list is this task? (1 being low priority and 5 being high priority)

1 2 3 4 5  
3. Why has your organisation not developed one in the past?

4. Are there hapū in your rohe who have an environmental or resource management plan? Who are they and do you have any contact details?

(Go to closing statement)

**ANSWER = Yes**

5. When was the plan developed?

6. Who developed it?

7. Is your plan limited to environmental issues? What other areas does it cover?

8. Why was the plan prepared?

9. Did you receive assistance to develop your plan? From whom? What kind of assistance? (Financial, expertise, contracted out)

**Effectiveness**

10. On a scale of 1 – 5, has your organisation and iwi’s participation in resource consent issues improved as a result of your IMP? (1 for no improvement to 5 for huge improvement)

1                      2                      3                      4                      5

Please explain how your organisation’s participation has improved?

11. On a scale of 1 – 5, how useful has your Iwi Management Plan been in clarifying and prioritising environmental issues for your organisation and iwi? (1 for no use at all to 5 for extremely useful)

1                      2                      3                      4                      5

12. On a scale of 1 – 5, how effective was the development of your Iwi Management Plan as a capacity building exercise for your organisation and iwi? (1 for totally ineffective to 5 for extremely effective)

1                      2                      3                      4                      5

13. On a scale of 1 – 5, is your IMP still relevant to the iwi’s aspirations for the environment? (1 for not relevant at all to 5 for extremely relevant)

1                      2                      3                      4                      5

14. On a scale of 1 – 5, has your organisation’s relationship and involvement with district council(s) improved as a result of your IMP? (1 for no improvement to 5 for huge improvement)

1                      2                      3                      4                      5

15. On a scale of 1 – 5, has your organisation’s relationship and involvement with regional council improved as a result of your IMP? (1 for no improvement to 5 for huge improvement)

1                      2                      3                      4                      5

16. On a scale of 1 – 5, has your IMP made a difference to district plans? (1 for no difference to 5 for huge difference)

1                      2                      3                      4                      5

To regional plans? (1 for no difference to 5 for huge difference)

1                      2                      3                      4                      5



## Outcomes

17. What are the outcomes of your organisation having an IMP?

18. What has improved as a result of your organisation developing the IMP?

19. Given the opportunity, would your organisation develop another IMP?

Yes

No

Why or why not?

20. Given the opportunity, what would you have done differently to improve your IMP?

21. What other processes, strategies or initiatives has your organisation been involved with that have had an effect on your iwi's participation in resource and environmental management processes? (rate from 1 – no effect to 5 for very positive effect)

As part of the research process we are also conducting in-depth interviews with a sample of iwi who have IMPs as well as reviewing their Iwi Management Plans. This will involve a face-to-face interview with myself or another colleague and some analysis of your Iwi Management Plan.

22. Would you be willing to be contacted again to participate in a face-to-face interview?

Yes

No

Thank you – I may ring you back to arrange for a time to meet.

23. Would your organisation agree to providing a copy of your Iwi Management Plan as part of the Review? We will meet any copying and postage charges. Yes No

Thank you for agreeing to participate in this questionnaire. All information provided is kept confidential to KCSM Consultancy Solutions. Reports provided to the Ministry for the Environment will only include aggregated data and references to the sample of iwi interviewed and whose IMP has been reviewed will not identify individual people or organisations.

My contact details are \_\_\_\_\_ Please feel free to contact me if you have any other queries.

Thanks again for your participation.

## Interview Schedule

### **Introduction**

KCSM Consultancy Solutions Limited has been contracted by the Ministry for the Environment to conduct a review of Iwi Management Plans – to investigate if they are meeting the expectations of both the iwi who have developed them and the relevant local authorities.

We have been contracted to carry out an independent review to assess and evaluate the effectiveness of Iwi Management Plans through contact with iwi, councils, and consent applicants. This will result in a formal report offering evaluative comment and making recommendations (where appropriate) in three areas:

- a. Effectiveness of IMP’s from an iwi perspective
- b. Effectiveness of IMP’s from local authority perspective
- c. Effectiveness of IMP’s from perspective of consent applicants.

All documents and anything discussed are held in the strictest confidence with KCSM Consultancy Solutions.

### Interview Schedule – Iwi / Hapū Member

Organisation name: .....

Interviewee: .....

Position: .....

Interviewer: .....

Date and venue: .....

### Iwi Management Plan

- 1. Do you have an Iwi Management Plan?
- 2. When was it created?
- 3. Is it regularly reviewed? How often?

### Development

- 4. Why did your organisation develop a plan?
- 5. How did you get the mandate to develop the plan?



6. Which groups were involved in developing the plan?
7. What were the stages of development for your plan? Please talk me through the process?
8. Did you use the Ministry for the Environment document “Te Raranga a Mahi” or some other document? Was it useful to the process?
9. Was there provision for professional development around the plans?
10. What degree of expertise was available for the process of developing your plan?
11. How effective was the development of the Iwi Management Plan as a capacity building exercise for the roopu?
12. What would you change about this process?
13. Did your roopu receive any assistance to develop your Iwi Management Plan?
14. Given the opportunity would you develop it again?
15. How do you think your Iwi Management Plans will have an ongoing effect on iwi environmental aspirations and engagement in the management of resources?
16. Did you encounter any barriers / problems when developing your plan?
17. Do you face any barriers / problems with implementing your plan?
18. Has there been any objection to your plans?

#### Usefulness – EFFECTIVENESS

19. How much awareness is there of your plan? Which groups are aware that you have developed one? How are you informing people?
20. How useful has your Iwi Management Plan been in managing your roopu’s participation in resource management issues? In what ways?
21. How useful has your Iwi Management Plan been in clarifying and prioritising environmental issues? In what ways?
22. How effective is your Iwi Management Plan in achieving your roopu’s environmental goals?
23. What has improved as a result of your Roopu developing and implementing the Iwi Management Plan?
24. Have you come up against any issues / areas which are not covered in your plan?
25. How have you dealt with these issues?

#### Plan Quality

26. What is the scope of your plan? (e.g. environment vs. other stuff)
27. Does your plan accurately describe your iwi / hapū?
28. Does your plan clearly identify problems and issues your organisation is trying to address?
29. Does your plan clearly state what your roopu wants to achieve in regards to these problems and issues?
30. Does your plan incorporate a review process?