Iwi Perception Survey Results

Executive Summary

This report presents the results of the second iwi perception survey. The survey contributes to monitoring and evaluating the iwi resource management objectives, policies and methods of the Bay of Plenty Regional Policy Statement. It also provides information on iwi/hapū experiences with Council resource consent processes. Findings from the first iwi perception survey were reported to Komiti Maori in June 2016.

The 2018 survey had 26 respondents, an increase from 2016. Areas of improvement from the first survey include perceptions relating to consultation and development of multiple owned Māori land. Contrastingly, there has been a decline in perceptions relating to progress achieving kaitiakitanga and giving effect to iwi/hapū resource management plans.

Survey results to highlight include:

- 80% of respondents think the mauri of natural resources in their rohe has degraded in the past 5 years.
- 74% of respondents agreed that Council provides opportunities for iwi, hapū or kaitiaki involvement in resource management decision making processes. That compares to 60% in the 2016 survey.
- 65% of respondents felt Council considers and responds to kaitiaki advice (same as 2016). In contrast 75% of respondents do not feel cultural advice is reflected in Council's decisions.
- 44% of respondents think their iwi, hapū or organisation almost always experiences consistent, positive engagement with Council. 33% answered sometimes to this question, with 17% saying once in a while, or rarely.

The results of the survey will assist Council in fulfilling its policy and plan monitoring obligations under the Resource Management Act. The next survey will be in 2020.

Recommendations

That the Komiti Māori:

1 Receives the report, Iwi Perception Survey Results;
2 Agrees to making the survey results publicly available on Council's website.

3 Notes the survey results contribute to monitoring the efficiency and effectiveness of iwi resource management provisions of the Bay of Plenty Regional Policy Statement and review of iwi/hapū experiences with Regional Council’s resource consent processes.

1 Purpose

To present the results of the 2018 iwi perception survey.

2 Background

The Bay of Plenty Regional Policy Statement (RPS) requires Council to conduct biennial iwi perception surveys to help assess whether the iwi resource management objectives are being achieved.

RPS iwi resource management provisions to be monitored include objectives, policies and methods relating to:

- Consultation
- Kaitiakitanga
- Development of multiple owned Māori land
- Partnership and co-management agreements
- Iwi and hapū resource management plans
- Maintaining and enhancing the mauri of water, land, air and geothermal resources; and
- Recognition and provision for the relationships of Māori and their ancestral taonga.

These monitoring requirements stem from sections 35 and 79 the Resource Management Act 1991 which require Council to monitor its policy statement and plans and report on those findings five years after they become operative. Under section 79 councils are required to formally review their policy statement and plans 10 years after they become operative. The review of the first generation RPS was undertaken in 2008. The second generation RPS was made operative in October 2014 and the next formal review is due in October 2024.

The iwi perception survey results also contribute to reviewing iwi/hapū and whānau experiences with Regional Council’s resource consents processes. This is an existing biennial survey which was last conducted in 2016.

3 Survey Process

The survey was deployed online using Survey Monkey for three months from 1 February 2018 until 3 May 2018. Panui and emails promoting survey participation was distributed via various networks including Komiti Māori email distribution list, Papa Pounamu, ‘Have your say’ on Council’s website, Pou Ngaio RMA Kōrero and the RPS iwi contacts email distribution list. Two email reminders were sent out prior to the closing date at the beginning of May. The survey was kept open for an extra month in response to requests from individuals who asked for extra time to complete the survey. Unfortunately those individuals did not complete the survey.
The 2018 survey sought to significantly increase participation numbers from the first survey. Twenty-six people responded to the 2018 survey, up from 20 in 2016.

4 Survey Results

The survey results are presented in Appendix 1 to this report. The results are reported by:

1. identifying the relevant iwi resource management objective,
2. the survey question(s) relevant to that objective,
3. the survey results and a brief analysis of these, and
4. comparing the results between 2016 and 2018.

4.1 Regional Policy Statement

Protecting the mauri of natural resources is the primary role of kaitiaki. Responses received in relation to Mauri Objective 17 show 80% of respondents think the mauri of natural resources in their rohe has degraded in the past 5 years. Respondents relate the degradation of mauri to their ancestral water bodies. Responses to the 2016 survey were similar.

Partnership Objective 14 states ‘partnerships between regional, city and district councils and iwi authorities’. The survey includes three related questions. The first is whether people felt Councils promote a range of opportunities to formalise management partnerships with iwi. Approximately half the responses were ‘sometimes’ (53%) with 17% rated ‘almost always’.

The second question participants were asked is whether they or their organisation experience consistent, positive engagement with councils?

- 44% of respondents think their iwi, hapū or organisation ‘almost always’ experiences consistent, positive engagement with Council.
- 33% answered ‘sometimes’ to this question
- 17% said ‘once in a while, or rarely’.

In the 2016 survey 37% of respondents answered ‘almost always’ while 53% answered ‘sometimes’.

The third question participants were asked is whether they felt there is a positive trend in representation of tangata whenua on Council’s committees. For Regional Council 41% agreed, 18% somewhat agreed and 12% strongly agreed. Compared to the 2016 survey results, 30% of respondents agreed, 20% somewhat agreed and 10% agreed. For the regional councils the perception shows a marked improvement since 2016.

For district and city councils, 29% agreed, 29% somewhat agreed and none strongly agreed. This is also an improvement on the 2016 results with 20% agreed, 25% somewhat agree and none strongly agreed.

In relation to Objective 15 iwi and hapū resource management plans, for Regional Council the results declined slightly from the 2016 survey.

- 53% said iwi and hapū resource management plans were ‘sometimes taken into account’.


24% said ‘almost always’
12% said ‘once in a while’.

In 2016, 21% said sometimes, 32% said almost always and 16% said once in a while.

Commentary on this question was provided by some survey respondents. Participants’ comments included:

- Advice provided by iwi/hapū on draft plan changes is not reflected in the final proposal. Council wastes resources on Environment Court appeals before taking iwi/hapū advice seriously. Early and focused engagement could do away with the need for appeals.

- Engaging with the issues and respecting people goes a long way but it takes consistent action of tangata whenua to be heard within planning regimes. Forming agreed actions instead of wish lists, avoid blanket provisions which can’t be accessed by iwi and hapū.

In relation to multiple owned land Objective 16 the question is whether councils are reducing barriers to developing multiple owned Māori land in the Bay of Plenty region.’

- 31% of participants responded ‘very much’
- 38 responded ‘somewhat’
- 13% responded ‘neutral’.

This is an improvement on the 2016 results where 33% of respondents were ‘neutral’.

4.2 Resource Consents

Results from the resource consents survey questions show improvement compared to the 2016 results. The weighted average scores were in the middle range (i.e. 5 - 6) for all questions. This was very similar to the 2016 results. The highest score generated was participants overall satisfaction with how people are kept informed about consent application relating to their rohe. The lowest score generated was participants overall satisfaction with Council’s consents process where the average was 5.27 however this was still higher when compared with 5.19 in 2016.

Unfortunately, not all survey respondents completed the resource consents questions.

Participants were asked whether they had any suggestions for improving Regional Council’s resource consents process. Responses to this question included:

1. Competent staff know what’s in the plans, and know how to use the plans to advantage Maori and who can properly and knowledgeably inform and advise Maori. Also there needs to be an urgent review of the Regional Water and Land Plan and better monitoring of cultural impacts arising from earthworks. Insufficient resources being allocated to monitoring of consents and impacts on Maori.

2. Iwi/hapū not being informed of resource consents applied for within tribal boundaries. The better process for us is to read the consents that affect us in our tribal area. Then either provide a submission or not.

3. Be truthful and transparent.
4. Reimburse whānau, hapū and iwi representatives for their time attending meetings and engaging in consents processes.

5. Council broadening the requirement of cultural effects assessments to include any interested iwi/hapu outside of the mana whenua rohe as a requirement of the RMA and TOW processes. This needs to be tightened up.

6. Ensure s88 evaluations observe all provisions of higher order documents and be able to demonstrate how those provisions are being complied with; do not take the approach that all iwi are the same; that iwi need to reach a consensus; that first in first served in terms of cultural monitoring work; do not rely on one iwi for cultural heritage advice; do not use a divide and rule approach; do not accept applicants summaries of consultation at face value - do some due diligence and follow up with the iwi involved; treat Maori developers the same as any other developer, understand that ahikaa and ahikaa level kaitiaki are just as, if not more important than iwi authorities; understand that iwi authorities or iwi entities (advisory groups/committees, co-governance committees etc) are not kaitiaki and do not exercise true kaitiakitanga.

7. The expectation that Council will defend Maori RMA issues once they are in the RPS, but that has not been the case.

5 Implications for Māori

The iwi perceptions survey is a means for Māori resource management and kaitiaki practitioners to provide their considered opinions on the extent to which regional council and the region’s city and district councils are implementing the RPS iwi resource management objectives.

The RPS iwi resource management objectives have monitoring indicators linked to them. For example, Objective 13 ‘Kaitiakitanga is recognised and the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) are systematically taken into account in the practice of resource management’ has the following indicator.

“Regular iwi perceptions surveys show iwi have a high degree of satisfaction that local authorities actively have regard to kaitiakitanga and take into account the Treaty of Waitangi principles in resource management decision making processes.”

The iwi perceptions survey approach is directly linked to RPS Policy IW 2B ‘Recognising matters of significance to Māori’ which states:

“Recognise that only tangata whenua can identify and evidentially substantiate their relationship and that of their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga.”

The survey results will feed into the monitoring and review of the RPS iwi resource management objectives, policies and methods. It provides a means of more fairly reflecting tangata whenua views on the RPS iwi resource management provisions.

6 Next steps

The survey results will be made available on Council’s website under the Regional Policy Statement Implementation web page. The results will be emailed to survey
participants for their information and advised through relevant panui to iwi/hapū and Māori RMA practitioners across the region.

The results will also be shared with the region’s city and district councils as part of the RPS Implementation Strategy project. This reflects that many survey participants’ perceptions were relevant to their experiences dealing with city and district councils in the region.

The next biennial survey is scheduled in 2020.

Michal Akurangi
Senior Planner (RIN)
for Regional Integrated Planning Manager

14 August 2018
2018 Survey Results - RPS objectives

Objective 12 - The timely exchange, consideration of and response to, relevant information by all parties with an interest in the resolution of a resource management issue

Survey question: Council provides for the timely exchange of information?

Result Analysis

The survey results for 2018 show the majority ‘somewhat agree’ Regional Council provides for a timely exchange of information. This hasn’t changed from the 2016 results, however in 2016 more participants ‘agreed’ than those of 2018. It is worthy to note, in 2016 there were no responses for regional Council that “disagree” or “strongly disagree” however in 2018 three responses “disagree”.

There has been a slight improvement in 2018 with a mean score of 3.22 while in 2016 the score was 3.05.
Objective 12 results continued

Survey Question: Council is informed and shares information with appropriate parties?

Result Analysis

Majority of responses ‘somewhat agree’ with the question while three disagree and one strongly disagrees. Comparing results from 2016 the majority of responses either ‘agreed’ or ‘somewhat agree’ none ‘strongly disagreed’ and 1 ‘disagreed’

There has been an improvement in 2018 with a mean score of 3.61 while in 2016 the score was 2.95.
Objective 13: Kaitiakitanga is recognised and the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) are systematically taken into account in the practice of resource management

Survey Question: Council provides opportunities for iwi/hapū kaitiaki involvement in resource management decision making processes?

2018 Survey Results

Result Analysis

Results for 2018 show majority of responses “somewhat agree” overall responses scored a mean of 2.91 this result has declined from 2016 where the mean was 3.10.
Objective 13 results continued:

Survey Question: Council considers and responds to iwi/hapū kaitiaki advice?

Result Analysis
There has been an improvement in 2018 with a mean score of 3.48 while in 2016 the score was 3.10. The majority responses “somewhat agree” while in 2016 responses “agreed”.
Objective 13 results continued:

Survey Question: Do you feel advice you or your organisation contributes to regional or district planning is reflected in the Council’s decisions?

2018 Survey Results

<table>
<thead>
<tr>
<th>Answer</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>4</td>
</tr>
<tr>
<td>No</td>
<td>12</td>
</tr>
</tbody>
</table>

Result Analysis

75% of respondents in 2018 felt Council’s decisions did not reflect their advice, comparing this result to 2016 where 71% of respondents
**Objective 14: Partnerships between Bay of Plenty Regional Council, district and city councils and iwi authorities**

**Survey Question:** Do you feel Councils ‘promote a range of opportunities to formalise resource management partnerships with iwi’?

**Result Analysis**

Most responses are between “sometimes” and “once and a while” this result hasn’t changed from the 2016 survey. This could be an indication that Council could improve or better improve communication about the opportunities that do exist to create new opportunities for partnerships with iwi across the region.
Objective 14 analysis continued:

Survey question: Does your organisation experience consistent, positive engagement with Councils?

Result Analysis

The responses show Regional Council is achieving in this area. 2016 results showed 37% of participants “almost always” had a positive experiences and an improvement of 44.4% of participants in the 2018 survey chose “almost always”.

2018 Survey Results

2016 Survey Results
Objective 14 analysis continued:

**Survey question:** Do you feel there is a positive trend in representation of tangata whenua on Council's committees?

**Result Analysis**
Most participants in 2016 'agree' and in the latest survey most people still 'agree' with an improvement shown.
Objective 15: Water, land, coastal and geothermal resource management decisions have regard to iwi and hapū resource management planning documents

Survey Question: Do you feel Council’s resource management decisions take into account of iwi or hapū resource management plans relevant to your organisation, iwi or hapū?

Result Analysis

52.94% of participants feel that hapū/iwi management plans are "sometimes" taken to account during decision making, this result has declined slightly from 2016 survey.

Participant comments:

- The current LTP process is still underway but based on previous LTPs im confident the council will include tangata whenua submissions in the final decision making.
- Based on PC9 experience, very little advice was reflected in final proposal. In RPS and coastal plan - both processes involved wasting resources on environment court appeals before advice was taken seriously and reflected. Early and focussed engagement could do away with the needs for appeals.

- Engaging with the issues and respecting people goes a long way but it takes consistent action of tangata whenua to be heard within planning regimes. Forming agreed actions instead of wish lists, avoid blanket provisions which can't accessed by iwi/hapū.
- Sometimes we have made submissions on both regional council planning and district council. So things we may win and some things we may have to make another submission or seek other assistance to address the matter.
Objective 16: Multiple-owned Māori land is developed and used in a manner that enables Māori to provide for their social, economic and cultural wellbeing and their health and safety, while maintaining and safeguarding its mauri.

Survey Question: Do you feel regional; city and district councils are ‘reducing barriers to development on multiply-owned Māori land’ in the Bay of Plenty region?

Result Analysis

37.5% of participants in 2018 “somewhat” feel that barriers are being reduced by the Regional Council, this has changed since the 2016 survey where majority of participants were neutral.
Objective 17 – The mauri of water, land, air and geothermal resources is safeguarded and where it is degraded, where appropriate, it is enhanced over time

Survey Question: Do you thing the mauri of water, land, air and geothermal resources within your rohe has changed in the last 5 years?

Result Analysis:
Majority of responses still remain in the very “much category”, showing that iwi perceive the mauri of natural resources has changed within the last five years.

2016 Survey Results

<table>
<thead>
<tr>
<th>Answer Choices</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very much</td>
<td>68%</td>
</tr>
<tr>
<td>Somewhat</td>
<td>24%</td>
</tr>
<tr>
<td>Neutral</td>
<td>0%</td>
</tr>
<tr>
<td>Not really</td>
<td>5%</td>
</tr>
<tr>
<td>Not at all</td>
<td>5%</td>
</tr>
<tr>
<td>Total</td>
<td>19</td>
</tr>
</tbody>
</table>

2018 Survey Results

- It has reduced
- Pollution of resources pipi, mussels depletion of resources mussels Ohiwa harbour
- Over abstraction not being abated
- Due to the efforts of tangata whenua, nga whenua rahui and regional council our waterways are slowly returning to where they ought to be.
- Water take-TOO MUCH, Land take-TOO MUCH, Air Pollution-TOO MUCH
- More pressure on the rivers through land development. Increase in resource consents approved for discharge despite a statutory tool on the Kaituna River. We haven't even looked at the Pongakawa River which does deserve some attention to its mauri wellness. Land resources within our area of interest has not only increased in rates but future developments in Tumu, Paengaora and the potential Rangiuru business park is also changing the mauri of our people.

- Kua mate te mauri i etahi waahi o to matou awa i muri i to tatou marae i Ruatoki, kua mate atu te nuenga o nga tuna i reira, kei te mate to matou awa mai te tiko o nga kau, ka kore ai e tipu te wasta kirihia iniaonei, I te wa e tamaki ana au, he nui ke te kai o to matou awa.
- The water has changed
- Land use intensification and increasing water consent uptakes. Commercial interests override cultural interests to include the retention of landscapes. Omokoroa urban intensification. Agrichemical discharge and tresspass of kiwifruit and avocado orchards, industry. There is a lack of monitoring and research of effects which includes human health effects and outfall effects to the inner harbour. Air plan offers little assistance of control and it is focused on pm's. Substances approved by EPA are known to be harmful, but the EPA does not administer control. Therefore there is little or no accountability to accumulative or immediate effects of this air discharge which is actively protected by industry.
2018 Survey Results - Resource Consents Process

This part of the survey incorporates questions specifically related to iwi/hapū and whānau experiences with Regional Council’s resource consents process. Participants’ were asked to rate their experience (1 = Poor, 5 = OK, 10 = Excellent) on specific process related matters set out in the table below.

Result Analysis

Overall, the survey response for 2018 indicates Regional Council is performing slightly higher than ‘okay’ for resource consenting processes. 2018 responses on average are slightly improved compared to the results of 2016. The lowest score generated was participants overall satisfaction with Council’s consent process where the average was 5.27 compared to 5.19 in 2016. The lowest score generated for 2016 was in relation to ‘how your iwi/hapū management plan was considered during the consents process’ with an average score of 4.49, in 2018 there has been a slight improvement with an average score of 5.45.

11 participants provided the following suggestions for improving Regional Council’s consent process, their comments are provided below:

1. Reimburse, whanau, hapu and iwi reps (particularly unpaid reps) for their time given to make meetings and engage.
2. Being true & transparent.
3. More involvement in decision making affecting our taonga.

4. More regard with tangata whenua suggestions with regard to their own rohe, turangawaewae.

5. Ensure s88 evaluations observe all provisions of higher order documents and be able to demonstrate how those provisions are being complied with; do not take the approach that all iwi are the same; that iwi need to reach a consensus; that first in first served in terms of cultural monitoring work; do not rely on one iwi for cultural heritage advice; do not use a divide and rule approach; do not accept applicants summaries of consultation at face value - do some due diligence and follow up with the iwi involved; treat maori developers the same as any other developer, understand that ahikaa and ahikaa level kaitiaki are just as, if not more important than iwi authorities; understand that iwi authorities or iwi entities (advisory groups/committees, co-governance committees etc) are not kaitiaki and do not exercise true kaitiakitanga.


7. We don't receive any RC consents related to our rohe. Sending these to us would be the first step in improving the process Hapu needs to be involved with CIA's not just Iwi We are still completing our Hapū Management Plan.

8. BOPRC has broadened the requirement of a consents, cultural effects assessments to include any interested iwi/hapu outside of the mana whenua rohe as a requirement of the RMA and TOW processes. This needs to be tightened up.

9. That whanau are involved.

10. Competent staff who really know what's in the plans, and who know how to use the plans to advantage Maori and who can properly and knowledgeably inform and advise Maori. Also there needs to be an urgent review of the land plan and better monitoring of cultural impacts arising from earthworks. Insufficient resources being allocated to monitoring of consents and impacts on Maori.

11. Your consents team don't inform us of resource consents applied for within our tribal boundaries. We have to find them in the received and approved consent emails. The better process for us is to read the consents that affect us in our tribal area. Then either provide a submission or not. As it is it depends if I'm busy whether we catch resource consents within our area.

**Further advice to better Regional Council processes**

<table>
<thead>
<tr>
<th>Comment 1</th>
<th>Council staff (RC &amp; DC) understand the relevance to their work. And understand that the provisions are not optional. TCC consent staff in particular, WBOPDC are very active and respectful about engaging with Iwi and hapu within our rohe.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Comment 2</td>
<td>Councils (particularly district councils) need to realise that if they are engaging with whanau, hapu or iwi on resource management matters, they need to ensure that those representatives are compensated for their time and costs for being at the ‘table’. Whanau, hapu and iwi representatives that aren’t paid find it difficult to make it to meetings as they have to take time off work or use their own vehicles to get there where council staff are paid to be there. This is particularly the case where developers or consent applicants want to undertake activities and they are required to consult with whanau, hapu or iwi then suddenly those representatives have to pay their own costs to get to meetings etc. This issue is beginning to grow the more consents and developments are required.</td>
</tr>
<tr>
<td>Comment 3</td>
<td>Be more accountable back to iwi, hapu, kaitiaki. Going through a proper process with hapu.</td>
</tr>
<tr>
<td>Comment 4</td>
<td>NPKT hope that a MWAR and an Iwi Management Plan will assist in getting our points across to BOPRC. We expect BOPRC to defend Maori RMA issues once they are in the RPS, but that has not been the case. We cannot rely on Council to defend Maori issues. WBOPDC operates by playing to the lowest denominator in the group approach when dealing with Maori. In other words, they treat you as if you are dumb. They operate in silos so</td>
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<tr>
<td>Comment 5</td>
<td>Take regard of tangata whenua when they offer suggestions etc</td>
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<td>-----------</td>
<td>---------------------------------------------------------------</td>
</tr>
<tr>
<td>Comment 6</td>
<td>Kanohi ki te kanohi consultation</td>
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<tr>
<td>Comment 7</td>
<td>RMA korero is an awesome method of communications from BoPRC in regards to the legislation.</td>
</tr>
</tbody>
</table>
| Comment 8 | More support for Maori Policy staff. Update tangata whenua contacts and details including email distribution of consents if iwi/hapu are limited notified in a consent and ensure the details appear across all staff.  
Be consistent in who represents iwi/hapu and their rohe.  
Demonstrate how iwi/hapu management plans are taken into account and have this supported by the appropriate tangata whenua.  
Identify iwi/hapu management plan sought outcomes and form policy, methods, objectives and implementation plans to address concerns. Not regard iwi/hapu plans as advice notes only.  
Actually fulfill the review relevant iwi/hapu resource management plans, undertake research, distil issues and engage iwi/hapu with options based on detailed research Resource iwi/hapu throughout their engagement with Council. |
| Comment 9 | Maori are kaitiaki to all resouces there storys are the mauri |
| Comment 10 | I supported a tool kit and think it would be valuable for iwi/Hapu going forward. I think district council are way behind 'Regional Council with regard to consulting with tangata whenua, and that RC could provide the district councils with some professional development. |