

Waikato Regional Policy Statement (WRPS), high level policy direction, Freshwater policy review

Te Mana o Te Wai, Freshwater Management Units, Long term visions and Integrated Management

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1 Introduction

The Council has embarked on its Freshwater Planning Process to give effect to the National Policy Statement for Freshwater Management 2020 (NPSFM 2020). This process will result in changes to the Waikato Regional Policy Statement (WRPS) and substantial changes to the freshwater sections of the Waikato Regional Plan (WRP).

The NPSFM 2020 provides the framework for freshwater management across the country. *The objective of this national direction is to ensure that natural and physical resources are managed in a way that prioritises:*

- (a) first, the health and well-being of water bodies and freshwater ecosystems*
- (b) second, the health needs of people (such as drinking water)*
- (c) third, the ability of people and communities to provide for their social, economic, and cultural well-being, now and in the future (clause 2.1)*

The fundamental concept for the NPSFM, and the framework for achieving this objective, is Te Mana o te Wai, a concept that refers to:

the fundamental importance of water and recognises that protecting the health of freshwater protects the health and well-being of the wider environment. It protects the mauri of the wai. Te Mana o te Wai is about restoring and preserving the balance between the water, the wider environment, and the community. (clause 1.3(1))

The NPSFM 2020 sets out a process that must be followed by Council, and this paper sets out the first direction-setting steps of that process, the feedback received from the community and tangata whenua on the direction setting, and puts forward some options and suggestions, based on research of the issues facing the Waikato and the feedback received. The options and suggestions are drafts, and do not represent a Council position.

The importance of these direction-setting steps should not be underestimated. The NPSFM 2020 goes on to require further steps in the process that precisely set out how this direction will be achieved.

This paper sets out the overall statutory context, including the statutory direction applicable in the Waikato or parts of the Waikato, the community and tangata whenua engagement that has informed this paper, and goes on to set out the direction setting components of the NPSFM:

- Te Mana o Te Wai
- Freshwater Management Units
- Freshwater Visions
- Integrated Management

2 Statutory context

The statutory and policy context for freshwater management is set out across multiple statutes and national and regional level policy direction. These documents include a range of requirements that must be followed by the Council when managing freshwater.

Resource Management Act 1991 (RMA)

The RMA's purpose is to promote the sustainable management of natural and physical resources. It places a duty on regional councils to examine the extent to which their plan(s) achieve this purpose. This is contained in **Section 5**, and is informed by sections 6, 7 and 8 that follow.

Section 6 of the RMA outlines matters of national importance that decision-makers are required to recognise and provide for. **Section 7** sets out other matters to which particular regard shall be given to. **Section 8** sets out the requirement to take into account the principles of the Treaty of Waitangi. These matters are relevant, as they must be addressed by the objectives of the regional plan.

Section 30 sets out the functions of regional councils, including the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the natural and physical resources of the region. Clause **(1)(f)** gives regional councils the function to control discharges of contaminants into or onto land, air, or water and discharges of water into water.

Sections 59-62 sets out the purpose of Regional Policy Statements, to achieve the purpose of the Act by providing an overview of the resource management issues of the region, and policies and methods to achieve integrated management of the natural and physical resources of the whole region. Council must prepare and change any regional policy statement in accordance with any national policy statement. **Section 63** outlines the purpose of regional plans. A regional plan must give effect to any national policy statement, any New Zealand coastal policy statement, a national planning standard and any regional policy statement.

National Policy Statement for Freshwater Management 2020

In addition to the objective of the NPSFM 2020 set out earlier, there are 15 policies, which provide more detailed direction:

Policy 1: *Freshwater is managed in a way that gives effect to Te Mana o te Wai.*

Policy 2: *Tangata whenua are actively involved in freshwater management (including decision making processes), and Māori freshwater values are identified and provided for.*

Policy 3: *Freshwater is managed in an integrated way that considers the effects of the use and development of land on a whole-of-catchment basis, including the effects on receiving environments.*

Policy 4: *Freshwater is managed as part of New Zealand's integrated response to climate change.*

Policy 5: *Freshwater is managed through a National Objectives Framework to ensure that the health and well-being of degraded water bodies and freshwater ecosystems is improved, and the health and well-being of all other water bodies and freshwater ecosystems is maintained and (if communities choose) improved.*

Policy 6: *There is no further loss of extent of natural inland wetlands, their values are protected, and their restoration is promoted.*

Policy 7: *The loss of river extent and values is avoided to the extent practicable.*

Policy 8: *The significant values of outstanding water bodies are protected.*

Policy 9: *The habitats of indigenous freshwater species are protected.*

Policy 10: *The habitat of trout and salmon is protected, insofar as this is consistent with Policy 9.*

Policy 12: *The national target (as set out in Appendix 3) for water quality improvement is achieved.*

Policy 13: *The condition of water bodies and freshwater ecosystems is systematically monitored over time, and action is taken where freshwater is degraded, and to reverse deteriorating trends.*

Policy 15: *Communities are enabled to provide for their social, economic, and cultural wellbeing in a way that is consistent with this National Policy Statement.*

The NPSFM 2020 goes on to set out a specific process for freshwater planning that must be followed by regional councils, known as the National Objectives Framework. This Framework includes a range of compulsory values, attributes and national bottom lines, which will be the subject of future papers.

Resource Management (National Environmental Standards for Sources of Drinking Water) Regulations 2007

The purpose of the National Environmental Standard for Sources of Drinking Water 2007 (NESDW) is to reduce the risk of contamination of drinking-water sources by requiring regional councils to consider the effects of certain activities on drinking-water sources when granting water permits or discharge permits and when including or amending rules in a regional plan in relation to permitted activities.

Resource Management (National Environmental Standards for Freshwater) Regulations 2020

The National Environmental Standards for Freshwater 2020 (NESFW) regulate activities that pose risks to the health of freshwater and freshwater ecosystems. The NESFW sets requirements for carrying out certain activities. The standards are designed to protect existing inland wetlands, protect urban and rural streams from in-filling, ensure connectivity of fish habitat (fish passage), set minimum requirements for feedlots and other stockholding areas, improve poor practice intensive winter grazing of forage crops, restrict further agricultural intensification until the end of 2024, limit the discharge of synthetic nitrogen fertiliser to land, and require reporting of fertiliser use.

The management of diffuse discharges is an integrated management issue, requiring management of land use and freshwater. The issue of diffuse discharges is being addressed through a separate issue paper, but there will be elements of the response that may need to be addressed through an integrated management approach in the Regional Plan freshwater review.

New Zealand Coastal Policy Statement 2020

The New Zealand Coastal Policy Statement 2010 (NZCPS) is a National Policy Statement under the RMA. Its purpose is to state policies in order to achieve the purpose of the Act in relation to the coastal environment of New Zealand.

Regional policy statements, regional plans and district plans must give effect to the NZCPS (sections 62(3), 67(3), 75(3)(b)).

Policy 4 of the NZCPS relates to integrated management of the coastal environment and activities that affect it, requiring co-ordinated management or control of activities within the coastal environment, and which could cross administrative boundaries.

Hauraki Gulf Marine Park Act 2000

The Hauraki Gulf Marine Park Act 2000 established the Hauraki Gulf Marine Park, and the Hauraki Gulf Marine Park Forum. One of the purposes of the Act is to integrate the management of the natural, historic, and physical resources of the Hauraki Gulf, its islands, and catchments.

The Hauraki Gulf Marine Park Act 2000 requires that sections 7 and 8 of that Act must be treated as a New Zealand coastal policy statement issued under the RMA. Section 7 and 8 relate to the Hauraki Gulf, its islands, and catchments.

Treaty Settlement legislation

Treaty settlements may place obligations on local authorities and how they exercise their functions under the RMA. When implementing regional policy statements, regional plans, and district plans, local authorities will need to give effect to any relevant Treaty settlement obligations.

Of particular relevance are Treaty settlement provisions that prevail over any inconsistent provisions in national policy statements (including in the NPSFM), such as the following pieces of Treaty settlement legislation:

- Waikato Raupatu Claims Settlement Act 1995,
- Waikato-Tainui Raupatu Claims (Waikato River) Settlement Act 2010,
- Ngāti Tūwharetoa, Raukawa Te Arawa River Iwi Waikato River Act 2010,
- Ngā Wai o Maniapoto (Waipā River) Act 2012,
- Raukawa Claims Settlement Act 2014,
- Ngāti Tūwharetoa Claims Settlement Act 2018,
- Maniapoto Claims Settlement Act 2022.

The Te Tiriti claims settlement legislation via joint management agreements (JMAs) or their equivalents, establishes WRC/Iwi Māori co-governance committees which currently are confined to the Waikato and Waipā catchments, and Taupō Moana catchment.

In terms of RMA policy development, the agreement of JMA iwi partners is needed to commence a policy review and to make recommendations on the final content of draft plans prior to notification¹. The JMA obligations are above the requirements of the NPSFM to actively engage tāngata whenua to the extent that they wish to be involved.

Within the Waikato Region there are also individual iwi and iwi collectives which have yet to settle their respective Te Tiriti o Waitangi claims with the Crown. Initialled and signed deeds of settlement include provisions which propose natural resource management entities, and structures and frameworks which, once settlement legislation has obtained royal assent, will have a similar effect on administration and implementation of the RMA, and regional policy and planning documents as the legislation referenced above. An example of this situation is the individual iwi of Hauraki² and the Pare Hauraki Collective.

¹ WRC has joint management agreements with five Waikato and Waipā river iwi: Waikato-Tainui, Ngāti Maniapoto, Raukawa, Te Arawa and Ngāti Tūwharetoa. The JMAs can be accessed at: [Waikato River and Waipā River co-management | Waikato Regional Council](#). The Pare Hauraki Collective Redress Bill is currently at the first reading stage of the Parliamentary process. The Bill provides for a sixth JMA in relation to specified Waikato River sub-catchments.

² Settlement legislation for two of the twelve Hauraki Iwi has gained royal assent: [Ngāi Tai ki Tāmaki Claims Settlement Act 2018 No 18 \(as at 12 April 2022\), Public Act – New Zealand Legislation](#) and [Ngāti Pūkenga Claims Settlement Act 2017 No 39 \(as at 12 April 2022\), Public Act – New Zealand Legislation](#)

Waikato Regional Policy Statement

The Waikato Regional Policy Statement (WRPS) provides an overview of the resource management issues for the Waikato region and presents objectives, policies and methods to manage natural resources and associated land use activities in the region. Under s62(3) of the RMA, the regional council must "give effect to" a national policy statement in its regional policy statement. The WRPS cannot be inconsistent with Te Ture Whaimana, and this document is included in its entirety as part of the WRPS.

3 Process and outcomes of engagement

Community engagement involved nine face-to-face community water workshops held around the Waikato region, with locations distributed across each of the indicative Freshwater Management Units (FMUs) for Lake Taupō, West Coast, Waikato-Waipā, Hauraki and Coromandel. An estimated 150 people attended the one-day water workshops representing members of the community, members of community groups and tangata whenua/ hapū organisations, farmers and landowners, district and city council staff, district and regional councillors, sector and agency staff, business owners, consent holders and rural professionals. Another 21 people completed an online feedback form with two more sending their written feedback via email.

The one-day community water workshops addressed Te Mana o te Wai, FMUs, long-term visions, values and environmental outcomes, and how to achieve them through non-statutory actions and regulatory methods. Information about the current state of freshwater was shared and communities invited to identify their own strengths and challenges around freshwater management and what they could make progress on locally.

Altogether an estimated 240 people attended the range of sector engagement sessions either online via Teams or in person. There were also 15 sector responses to the online feedback form and three sector responses via email provided as written feedback. Sector engagement occurred mainly via existing forums and groups.

Tangata whenua engagement involved ten face-to-face wānanga events held around the Waikato region, with locations distributed across each of the indicative regional freshwater management units FMUs for Lake Taupō, West Coast, Waikato-Waipā, Hauraki and Coromandel. There were 104 tangata whenua who attended the face-to-face wānanga and 23 tangata whenua who attended and participated in the online wānanga all with affiliations to various tangata whenua, hapū, marae, whānau, collectives, other groupings and communities. An online form attracted no responses.

The one-day wānanga addressed Te Mana o te Wai, the indicative FMUs, long-term visions, and values and environmental outcomes. Information about the current state of freshwater was also shared.

4 Te Mana o te Wai

4.1 Introduction

As discussed in the introduction of this report, Te Mana o te Wai is the fundamental concept of the NPSFM and regional Councils must give effect to Te Mana o te Wai in implementing the NPSFM. Clause 1.3 of the NPSFM describes the concept of Te Mana o te Wai as the following:

- (1) *Te Mana o te Wai is a concept that refers to the fundamental importance of water and recognises that protecting the health of freshwater protects the health and well-being of the wider environment. It protects the mauri of the wai. Te Mana o te Wai is about restoring and preserving the balance between the water, the wider environment, and the community.*
- (2) *Te Mana o te Wai is relevant to all freshwater management and not just to the specific aspects of freshwater management referred to in this National Policy Statement.*

The NPSFM establishes a framework of essential principles encompassing Te Mana o te Wai which are drawn from both Te Ao Māori and western world views to guide implementation of the NPSFM. The principles as expressed in the Ministry for the Environment's guidance document are:

- *Mana whakahaere, kaitiakitanga and manaakitanga:* these are rights and obligations of tangata whenua to manage, protect and use freshwater that derive from their whakapapa relationship to wai.
- *Governance, stewardship, and care and respect:* these reflect the role of all New Zealanders.

These principles are expected to be reflected in local expressions of Te Mana o te Wai, including through planning processes and ongoing implementation.

The first policy of the NPSFM states that: "*Freshwater is managed in a way that gives effect to Te Mana o te Wai.*" - (Clause 2.2 Policies – Policy 1)

Clause 1.3 of the NPSFM refers to "restoring and preserving the balance between the water, the wider environment, and the community". The reference to 'balance' isn't intended to signal a trade-off between Te Mana o te Wai and other goals. It emphasises that healthy freshwater is a prerequisite for a healthy wider environment and community, and that it is vital to keep those elements in balance³.

The National Objectives Framework (NOF) outlines how regional councils must give effect to, and implement, Te Mana o te Wai (see figure 1). The process requires community engagement and tangata whenua involvement (to the extent they wish to be involved) through a process to identify long-term goals, values, environmental outcomes and other elements of the NOF within an integrated management framework so as to give effect to Te Mana o te Wai.

³ [Clause 1.3: The fundamental concept of Te Mana o te Wai and its use in the NOF | Ministry for the Environment](#), page 16.

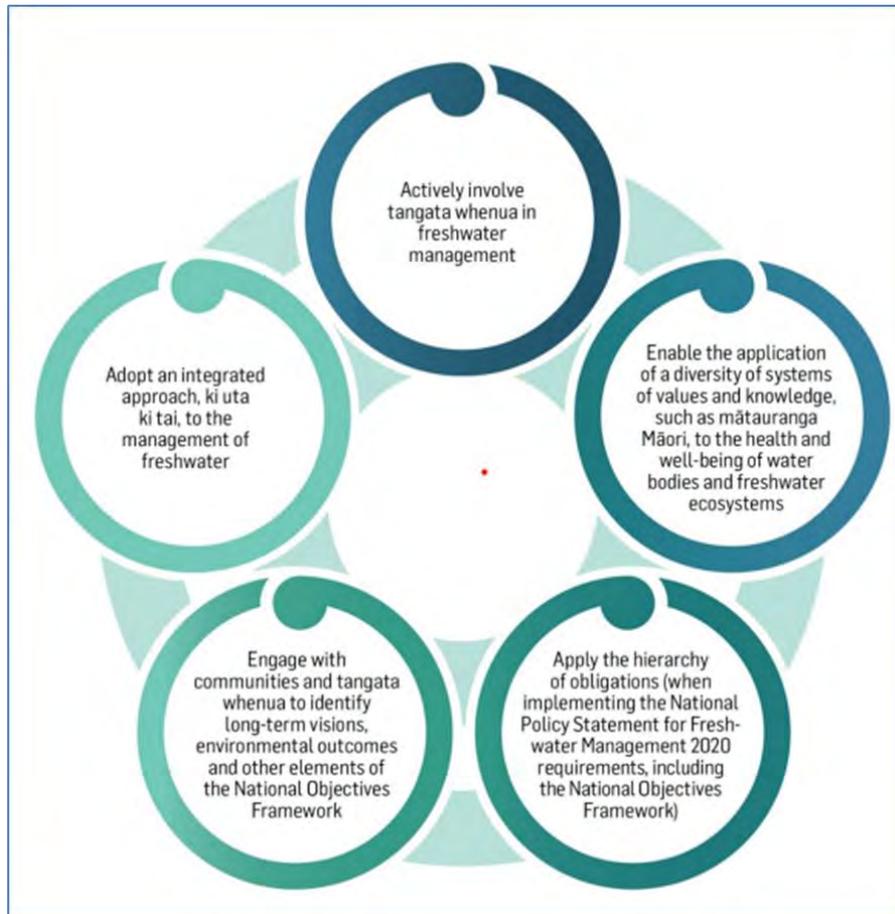


Figure 1. How regional councils must give effect to Te Mana o te Wai (Source: MfE website)

This paper places Te Mana o te Wai in its statutory context, primarily the Resource Management Act 1991 (RMA), national policy statements and national environmental standards, and Treaty of Waitangi/te Tiriti o Waitangi claims settlement legislation. Treaty settlement legislation has also resulted in important policy documents: Te Ture Whaimana o te Awa o Waikato, for the Waikato and Waipā rivers; and Te Kaupapa Kaitiaki, the catchment management plan for Lake Taupō.

Feedback on how Te Mana o Te Wai applies in the Waikato region was received from a series of initial community workshops and wānanga which were held for several possible regional freshwater management units (FMUs).

Expressions of Te Mana o te Wai and its supporting framework of principles from te Ao Māori are also available from tangata whenua claimant groups' deeds of settlement, Te Tiriti o Waitangi claims settlement legislation, and iwi environmental management plans (IEMP).

Drawing on all of the above, options for draft high-level objectives are presented for consideration as a starting point for the next round of engagement with the community and tangata whenua.

4.2 What we have heard from community workshops and wānanga

4.2.1 Community workshops

Initial feedback from the community workshop participants includes:

- a general feeling that people are generally disconnected from water and are taking it for granted, and there is a need for people to restore their connection to freshwater and reassess how they view water as a resource in the region.
- recognition that Te Mana o te Wai is paramount and requires a holistic approach ‘from the mountains to the sea’, as water is essential and should not be seen as a commodity but rather as an entity of itself.
- an example was provided regarding the changing perspectives on Whangamārimo wetland – from seeing it as a swamp or drainage area, to appreciating its value as habitat for birdlife and as a filter to naturally cleanse water.
- recognition that if the health of our waterways is improved, many other benefits will flow from this, and therefore the first priority to address should be ways to improve the health of the water bodies that we impact.
- recognition that this may mean that people will need to change their behaviour in relation to freshwater and also accept constraints in order to protect the water.
- reference was made to Te Tiriti o Waitangi settlement documents that speak to the health of both water and people.
- participants in the Waikato and Waipā catchments recognised links between Te Mana o te Wai and the Objectives of Te Ture Whaimana, the Vision and Strategy including similarities regarding the restoration of the health and wellbeing of water, placing a high value on water, and general interrelatedness.
- some participants supported the use of the current wording of the Vision and Strategy for use in this Policy Review Project.

Additionally, the interaction between Te Mana o te Wai and the hierarchy of obligations generated a number of comments in the community workshop, as follows:

- that there is a need to find a practicable point of balance between degraded and pristine states.
- aspirations need to be pursued with balance and tempered with an understanding of the cost to achieve them.

4.2.2 Wānanga

Initial feedback from the wānanga included a range of responses from tangata whenua participants as to how WRC should give effect to Te Mana o Te Wai and the way freshwater is managed. Feedback included:

- going back to traditional values with a suggestion that cultural, spiritual, ecological, recreational and social values should all be placed on the same tier as commercial and industrial values.
- Te Ao Māori needs to be included to utilise a Māori lens, where the words in Te Reo mean more than the simple English translation:
 - “It’s not just a ‘mauri’ it’s imbued with history, whakapapa, tūpuna, urupā.”
- enabling iwi, hapū, and marae to have a voice, and working with mana whenua on an ongoing basis, would help give effect to Te Mana o te Wai and enable the restoration and protection of freshwater
- participants mentioned the work that has already been done within their iwi environmental management plans in respect of Te Mana o te Wai and to refer to those

4.3 What we have found to date on the topic

In researching the concept of Te Mana o te Wai, it is critical to retain an understanding of where the information was coming from. Much of the guidance for Te Mana o te Wai comes from documents with their own unique cultural context, such as Treaty Settlement documents and Iwi Management Plans, and this means the knowledge and values within them have their own specific whakapapa. Therefore, this section is structured according to the source of the

information, which different to the corresponding section in the other chapters which are organised around themes/issues. This limits potential misrepresentation or misinterpretation of these documents.

4.3.1 Deeds of Settlement

Individual and collective deeds of settlement have accounts of tribal history, especially post-contact in relation to the Crown and the Crown's failure to meet its Te Tiriti o Waitangi obligations. Statements reflecting the world view of the claimant iwi are also expressed which, while not necessarily specifically mentioning Te Mana o te Wai, record value sets which are consistent with the concept of Te Mana o te Wai, including the hierarchy of obligations and the framework of the six principles.

Analysis revealed that there is much overlap and consistency between the various deeds, their themes, principles and expressions of Te Mana o te Wai.

The deeds typically record the whakapapa links of tangata whenua to their creation stories and the obligation of reciprocity that requires a tribe to sustain its wai, as it in turn sustains the people which, when in harmony, serves to underpin the mana and the health and well-being of a tribe. Tangata whenua state in the deeds the need to create mechanisms and methods to give expression to kaitiakitanga and manaakitanga which involves seeking mana whakahaere partnerships with Crown and local government agencies. Settlement legislation has given effect to this call in the form of joint management agreements being required between claimant iwi and regional councils, and through RMA mechanisms such as Mana Whakahono a Rohe and the NPSFM requirements to accord tangata whenua involvement and decision-making in giving effect to Te Mana o te Wai, its objective and the hierarchy of obligations.

4.3.2 Te Ture Whaimana o Te Awa o Waikato – the Vision and Strategy for the Waikato River

The Waikato-Tainui Raupatu Claims (Waikato River) Settlement Act 2010 authorises development of an overall management framework - Te Ture Whaimana o Te Awa o Waikato, the Vision and Strategy for the Waikato and Waipā river catchments, and the lower limb of the Waipā River.

Te Ture Whaimana is a response to the current state of the rivers and relates to the adverse impacts of land and freshwater activities. Concern also extends to impacts on communities' cultural, social and economic wellbeing requiring a commitment by all parties to restore and protect the rivers for future generations.

Importantly, Te Ture Whaimana o Te Awa o Waikato prevails over any inconsistent provisions in national policy statements and standards⁴.

The three "River Acts"⁵ for the Waikato and Waipā catchments also create co-management structures and arrangements with local authorities which, *inter alia.*, establish policy formulation obligations when preparing, reviewing or changing a regional planning instrument.

Te Ture Whaimana captures the aspirations that Waikato and Waipā tāngata whenua and communities have for the restoration and protection of the respective catchments. Council will be building on this information alongside tāngata whenua and communities to help define Te Mana o te Wai, the long-term visions and values for freshwater in the Waikato region.

⁴ See Section 12(1) of the [Waikato-Tainui Raupatu Claims \(Waikato River\) Settlement Act 2010 No 24 \(as at 12 April 2022\)](#), [Public Act 12 Effect of vision and strategy on Resource Management Act 1991 planning documents – New Zealand Legislation](#)

⁵ The three "River Acts" comprise the [Waikato-Tainui Raupatu Claims \(Waikato River\) Settlement Act 2010](#), the [Ngati Tuwharetoa, Raukawa, and Te Arawa River Iwi Waikato River Act 2010](#), and with additional responsibilities arising from the [Nga Wai o Maniapoto \(Waipa River\) Act 2012](#)

Te Ture Whaimana includes a vision, objectives and strategies. The vision which is drawn from the maimai aroha, or lament of Kīngii Tāwhiao, the second Māori King, states⁶:

Tooku awa koiora me oona pikonga he kura tangihia o te maataamuri

“The river of life, each curve more beautiful than the last”

Our vision is for a future where a healthy Waikato River sustains abundant life and prosperous communities who, in turn, are all responsible for restoring and protecting the health and wellbeing of the Waikato River, and all it embraces, for generations to come.

Te Mana o te Wai, or as preferred by Waikato-Tainui, Te Mana o te Awa, is encapsulated in and aligns with the Vision and Strategy’s vision and objectives in terms of the six principles which also support the NPSFM’s sole objective and its hierarchy of obligations. The Vision and Strategy objectives particularly reflect the principles of kaitiakitanga (stewardship) and manaakitanga (care and respect). The vision is also consistent with the Te Mana o te Wai hierarchy of obligations with its goal of restoring and protecting the health and wellbeing of the awa, although it is not as time bound as the NPSFM long-term vision’s ambitious but reasonable goal (Clause 3.3(2)).

The Waikato River Authority (WRA), as the custodial entity for the Vision and Strategy, explains that:

Te Ture Whaimana encompasses the vision for a future where a healthy Waikato River sustains abundant life and prosperous communities who, in turn, are all responsible for restoring and protecting the health and wellbeing of the Waikato River, and all it embraces, for generations to come.

The timeline to achieve Te Ture Whaimana is intergenerational. However, while the river system as a whole may require many decades to be fully restored and protected, there are elements to a healthy Waikato River that can, and must, be achieved at a greater pace. (WRA website⁷).

4.3.3 Te Kaupapa Kaitiaki – Taupō catchment management plan⁸

Te Kaupapa Kaitiaki is the Lake Taupō catchment management plan. The plan arose out of the Ngāti Tūwharetoa Claims Settlement Act 2018⁹ and came into effect in November 2022. A local authority must when preparing or approving any long-term or annual plan under the Local Government Act 2002, have particular regard to Te Kaupapa Kaitiaki to the extent that its content is relevant to any matter covered by the plan.

The Act also established Te Kōpu ā Kānapanapa, a co-governance committee comprising iwi and local government which was charged with developing the catchment plan with its purpose being:

...to restore, protect and enhance the environmental, cultural and spiritual health and wellbeing of the Taupō Catchment in a manner that enables Ngāti Tūwharetoa to exercise their tikanga, guardianship, traditions and leadership.

Te Kaupapa Kaitiaki sets out the visions and values, and objectives and expected outcomes for the catchment. The plan explicitly mentions Te Mana o te Wai in the context of the NPSFM:

⁶ [Vision-and-Strategy-Reprint-2019web.pdf \(waikatoriver.org.nz\)](#)

⁷ [Vision & Strategy - Waikato River Authority](#)

⁸ [Te Kaupapa Kaitiaki November 2022](#)

⁹ [Ngāti Tūwharetoa Claims Settlement Act 2018 No 55 \(as at 12 April 2022\), Public Act Contents – New Zealand Legislation](#)

Water and water bodies are managed in accordance with the hierarchy and principles of Te Mana o te Wai.

The vision, objectives and values of Te Kaupapa Kaitiaki are consistent with the six principles of the NPSFM which inform how Te Mana o te Wai is to be given effect. The plan encourages remedial and restorative actions within an integrated management framework. The importance of whakapapa is stressed, guiding how the plan will be implemented. Also, to be provided for is the principle of mana through the active protection and restoration of the relationship of Ngāti Tūwharetoa with the Taupō Catchment, including Ngāti Tūwharetoa's mana whakahaere and kaitiaki role.

4.3.4 Iwi environmental management plans (IEMPs)

Similarly, as with deeds of settlement, IEMPs give expression to Te Mana o te Wai either directly or through alignment with the NPSFM framework of principles. Typically, an IEMP will record the essential nature of freshwater to life and the whakapapa and wairua (spiritual) relationships that tangata whenua have with wai within their rohe. As kaitiaki, tangata whenua call for furthering the need to work with WRC and other agencies to restore, protect and enhance the freshwater resources over which tangata whenua hold mana whakahaere.

4.4 Policy shift

Based on existing information presented in tangata whenua deeds of settlement and IEMPs, and new information gathered through community and tangata whenua engagement, the following draft option to describe how the management of freshwater in the Waikato Region gives effect to Te Mana o te Wai has been developed.

This is an example draft only and is yet to be tested through dialogue with both tangata whenua and the community through the next phase of engagement.

4.4.1 Option: Draft objective statement for tangata whenua and community feedback

Objective statement (DRAFT)

1. The health, resilience and wellbeing of the Waikato Region's freshwater resources is restored and protected, present and future generations' connections with freshwater are sustained, and land and water are managed on a whole of catchment basis, to give effect to Te Mana o te Wai, recognising:
 - 1.1. That sufficient quality and quantity of freshwater is essential to the health and well-being of ecosystems and people;
 - 1.2. That people's relationship with freshwater is inextricably connected with their cultural, social and economic systems;
 - 1.3. The effects of human activities determine the health and well-being of the Region's freshwater bodies and ecosystems.
2. There is sufficient water available to provide for the health and well-being of waterbodies, and provided that is achieved, water may be available for human use, provided it is allocated and used efficiently.
3. Water quality and quantity targets are established and respected, to reflect the cultural, spiritual and ecological values of freshwater as understood by tangata whenua and the community.
4. Tangata whenua are enabled to participate in policy formulation and decision-making processes relating to freshwater management.

5 Freshwater Management Units

5.1 Introduction

In achieving the objective of the NPSFM, Policy 3 and 5 requires that freshwater is managed through the National Objectives Framework (NOF), to ensure that the health and well-being of degraded waterbodies and freshwater ecosystems is improved and considers the effects of the use and development of land on a whole-of-catchment basis, including the effects on receiving environments.

The NOF uses “Freshwater Management Units” (FMUs), which are described as all or part of a water body and related catchments that is an appropriate geographical area to use for freshwater management and accounting purposes. Previous versions of the NPSFM also used FMUs, and Healthy Rivers Plan Change 1 (PC1) established a number of FMUs for the Waikato and Waipā catchments. There are no existing FMUs for the remainder of the region.

Part 3, subpart 2 of the NPSFM describes the freshwater management framework/process which each council must follow in order to give effect to the NPSFM. Clause 3.7 requires engagement with communities and tangata whenua to determine boundaries and extent. Clause 3.8 provides flexibility for the spatial scale of FMUs, and requires every waterbody within the region be included in at least one FMU. A range of sites and features within each FMU are also required to be identified.

This paper examines the requirement for FMUs and identifies issues and broad options for addressing these issues.

5.2 What we have heard from community workshops and wānanga

Initial feedback from communities and tangata whenua has indicated that:

- Much of the feedback was not specific to any particular delineation of FMU boundaries.
- No feedback specifically raised PC1 lake FMUs.
- Initial feedback suggested local ownership and responsibility for governance should sit with local freshwater management unit communities familiar with their own unique characteristics.
- Participants in the Lake Taupō FMU were clear that no additional rules were required in that FMU.
- Some participants noted consideration was required at a FMU scale of different nutrient inputs and sensitivities for lakes, rivers and coastal environments.
- Some online respondents for the Waikato-Waipā FMUs felt that enough had been done to halt degradation of the waterways (presumably via PC1 and other non-regulatory actions).
- The Drystock Sector Group commented those living inland do not have a good understanding of the impact they might be having on the coast as a receiving environment. Some respondents considered that the suggested FMUs are too large (and needed to be broken down further, suggesting West Coast harbours should have their own FMUs).
- HortNZ sought an integrated approach to freshwater management and supported the suggested FMU boundaries.

5.3 What we have found to date on the topic

The key findings from our research are:

- The NPSFM requires a ki uta ki tai approach to freshwater management, recognising the connections between land, waterbodies and the coast. While the Regional Policy Statement (WRPS) already encourages a catchment based approach, there are some gaps and misalignment which will need to be addressed through the freshwater review. There is a need to improve the integrated management of freshwater, land and coastal environments, especially outside the PC1 area.
- The age of the Waikato Regional Plan (WRP) means it has not been updated to align with new statutory provisions, except where required immediately by law.
- The WRPS and WRP do not currently give effect to the hierarchy of obligations in the way that the NPSFM now requires.
- The PC1 process highlighted that the “Lake FMUs” were not well utilised in PC1, particularly as they apply to just the surface area of the lakes, not their surrounding catchments, making integrated management difficult.
- Appellants to PC1 have sought a new FMU to cover Whangamarino wetland and Lake Waikare and the surrounding catchments. While the hearing panel did not agree to a new FMU, it did recognise the need for particular management of the catchments of these waterbodies.

5.3.1 The operative Regional Policy Statement - analysis

The WRPS fulfils the purpose of the RMA by providing an overview of the resource management issues of the region, as well as the issues of significance to the iwi authorities of the region, and the policies and methods intended to achieve integrated management of the natural and physical resources. Objective IM-01 seeks to manage natural and physical resources in a way that recognises the inter-relationships within and values of water body catchments, riparian areas and wetlands, the coastal environment, the Hauraki Gulf and the Waikato River.

The WRPS identifies six significant resource management issues, as well as twenty-six objectives to address these issues. Policy LF-M22 relates to catchment-based interventions – identifying catchments that require specific intervention. This includes the Waikato River and Lake Taupō which sets out a catchment management approach for those catchments identified as requiring intervention. Policy LF-P5 relates to the Waikato River catchment and Te Ture Whaimana, the Vision and Strategy. Policy LF-M29 of the WRPS addresses water takes on a catchment basis and identifies some catchments for that purpose.

The Integrated Management section of the WRPS recognises the Interconnectedness of the whole environment (ki uta ki tai – mountains, lakes, rivers, lagoons, estuaries and to the sea). Objective IM-01 Natural and physical resources are managed in a way that recognises the inter-relationships within and values of water body catchments, riparian areas and wetlands, the coastal environment, the Hauraki Gulf and the Waikato River.

5.3.2 The operative Regional Plan - analysis

Section 3.3. of the operative Waikato Regional Plan deals with water takes. Under Table 3-5 of that that section of the Plan, a small number of catchment management units were identified to assist with water allocation (see Table 3-5 of Regional Plan for more details). While identified specifically for the purpose of water resource management, the existing broad scale catchment identification dates in Table 3-4A could be considered in identifying FMUs for the Regional Plan review.

PC1 is a proposed change to the WRP that seeks to restore and protect the Waikato and Waipā Rivers by reducing the presence of four key contaminants: nitrogen, phosphorus, sediment and micro-bacterial pathogens. PC1 was publicly notified on 22 October 2016, and has eight FMUs in the Waikato/ Waipā Catchment – upper, middle and lower Waikato, Waipā and four Lake FMUs. PC1 is currently subject to appeals before the Environment Court.

5.3.3 Implementing the NPSFM requirements for freshwater management units

Every regional council must make or change its regional policy statement to the extent needed to provide for freshwater management units. The WRPS addresses some of the elements of freshwater management required by the NPSFM. PC1 has proposed eight FMUs in the Waikato/Waipā Catchment, however this needs to be expanded under the requirements of the NPSFM 2020 so that the full extent of fresh waterbodies within the region are within an FMU. There are some gaps and misalignment which will need to be addressed through the freshwater policy review when drafting FMUs.

FMUs will need to be included in the WRPS and the WRP in both the objectives and policies, planning maps of each plan will need to define the spatial extent of the FMUs.

5.3.4 Addressing the hierarchy of obligations

The NPSFM has a single objective, which introduces a new hierarchy of obligations which means that the health and wellbeing of waterbodies and freshwater ecosystems is the first priority, followed by the health needs of people (such as drinking water), and thirdly by the ability of people and communities to provide or their social, economic, and cultural well-being, now and in the future.

The WRPS and WRP provide for these values but do not currently give effect to the hierarchy of obligations in the way that the NPSFM now requires. As such, the current provisions in the WRPS and the WRP will need to be reviewed to ensure that the hierarchy of obligations is clearly addressed. This will likely need to occur at least partly in the Freshwater chapter of the WRPS, so that all subsequent policies and methods are aligned.

5.4 Policy shift

5.4.1 Option A - Merge the Lake and River FMUs defined in PC1 and include additional FMUs for the remainder of the Waikato Region

This option includes the four major FMUs of PC1 - upper, middle and lower Waikato and Waipā, and would include new FMUs for Whangamarino/Lake Waikare, Hauraki, Coromandel, Taupō and West Coast. It merges the existing lake FMUs into the broader FMUs in which the lakes sit (8 in total, 4 from the Waikato and Waipā catchment).

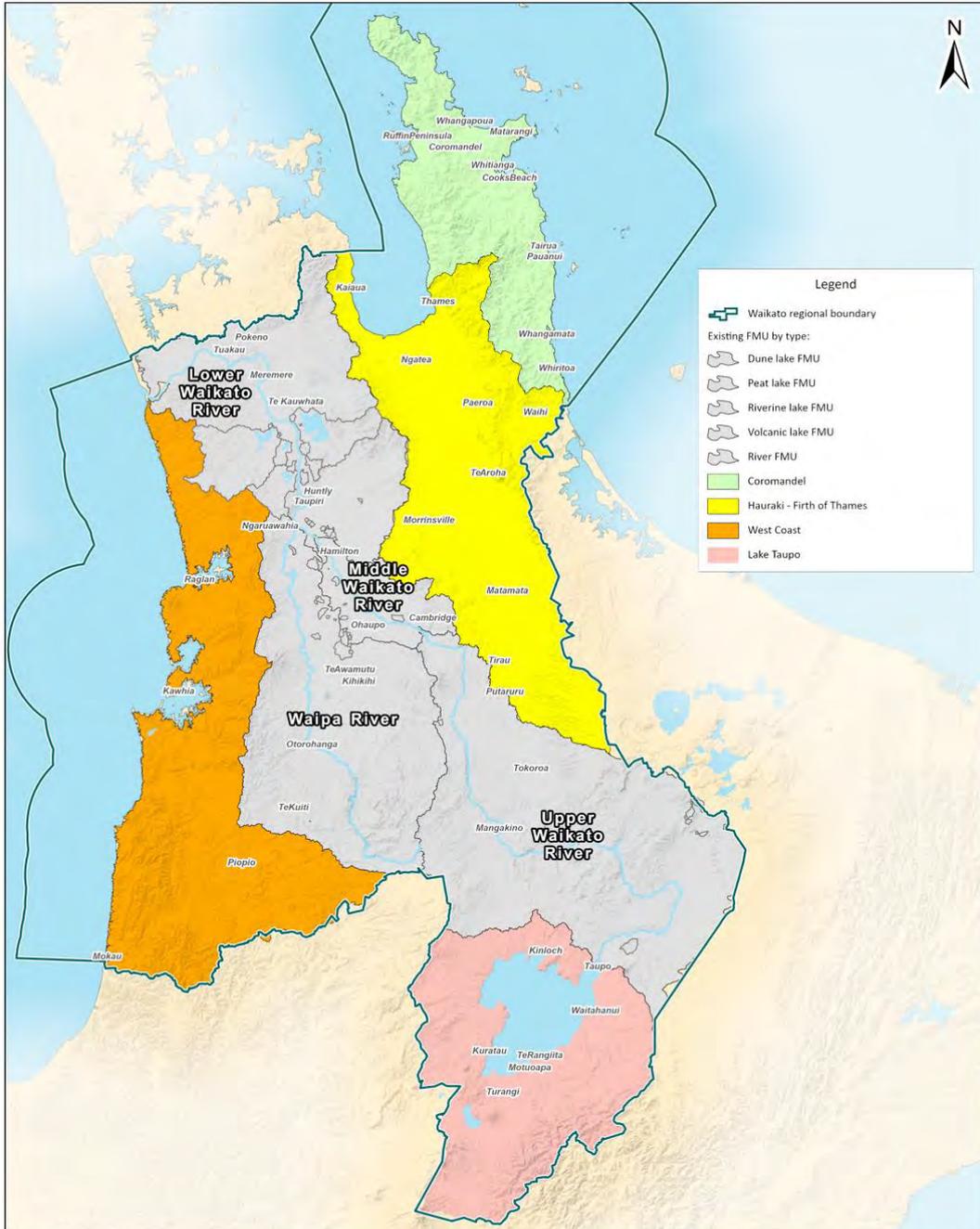
The NPSFM 2020 allows for lakes to be considered as part of a broader FMU. This means that including lakes in the FMU where they are located or adding them to the Waikato River FMU lake types, does not preclude environment outcomes and values which are lake-specific. However, it may cause confusion if outcomes and values were different, and this will need to be considered when weighing up changing any options for lakes and rivers FMUs for PC1. PC1 FMUs are the subject of appeals to the Environment Court.

5.4.2 Option B - Use the existing PC1 FMUs and additional FMUs for the remainder of the Waikato Region (preferred option)

Options B aligns with catchment management zones, which follows the policy direction to achieve integrated freshwater management. Option B follows the principle of setting the FMU's at the largest practical scale and where similar catchments are grouped together to form distinctive FMUs (twelve in total, eight from PC1). Refer to Map 1.

5.4.3 Recommended approach: Option B

Map 1. Option B - Proposed FMUs



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 1. © Waikato Regional Council 2013-2016. Healthy Rivers: Plan for Change / Wai Ora: He Rautaki Whakapaipai Data. Licensed under CC BY 4.0.
 2. Digital political boundaries data sourced from Statistics New Zealand.
 3. Hydrological data sourced from Land Information New Zealand. Crown Copyright Reserved.
 4. Draft proposed FMU extents derived from WRC catchment data.

**Option B:
Proposed Freshwater
Management Units (FMU).**



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6 Long Term Visions

6.1 Introduction

Long-term visions are a new requirement under the National Policy Statement for Freshwater Management 2020 (NPSFM). Because of this, the Waikato Regional Council must develop long-term visions and include them in the Waikato Regional Policy Statement (WRPS) as objectives.

A long-term vision is a goal, objective or aspiration which outlines how communities and tangata whenua want their catchment or waterbodies, such as rivers, lakes, streams and wetlands, to look like in the future. This vision will act as a goalpost when implementing the National Objectives Framework, a process that connects the freshwater values and aspirations with potential solutions to realise a long-term vision.

Documents such as Te Ture Whaimana o Te Awa o Waikato – The Vision and Strategy, Te Kaupapa Kaitiaki - the Taupō Catchment Plan, Treaty Legislation and iwi management plans may already describe tangata whenua's aspirations for water bodies. WRC has undertaken initial community and tangata whenua engagement on long-term visions. This information is used as a starting point to inform the development of long-term visions for the region. The process from here is likely to be iterative with drafts being tried, tested, and refined through consultation. Through this process WRC aims to learn and understand more about community and tangata whenua aspirations as well as the implications of different outcomes and timeframes. Any options presented in this report are a summary of information already collated from iwi planning documents, and initial engagement with tangata whenua and the community, and does not represent Council's position.

6.2 What we have heard from community workshops and wānanga

As a starting point, documents such as Te Ture Whaimana, Te Kaupapa Kaitiaki - the Taupō Catchment Plan, Treaty legislation and iwi management plans already describe some of the aspirations of tangata whenua for water bodies. Staff have used best endeavours to capture the information from these documents that may reflect visions described to date. While Council has reviewed these documents, they are not a substitute for engagement with iwi. The aspiration and goals identified from existing documents is a start-point, to build on and check as the tangata whenua engagement is progressed.

So far, many aspirations for visions and outcomes have been identified through engaging with the community and reviewing iwi documents. Some of these aspirations vary in terms of the level of outcomes desired, however, there are significant themes that are present across FMUs. These themes are:

- The importance of place and local considerations.
- Restoration/protection/management of freshwater/waterways/wetlands and freshwater ecosystems for present/future generations.
- Healthy, safe, and accessible/ safe to swim and gather kai /safe for human contact/ healthy for all species /secure supply, drinkable, food can be sustainably harvested/freely available.
- Connection/relationship between protecting/improving/enhancing freshwater and community/people/hapu/rohe wellbeing/future generations.
- Relationships or associations with freshwater/water bodies (cultural, social, spiritual, educational, environmental and economic).
- Taking a holistic /integrated approach including from the mountains to sea - ki uta ki tai.
- Seeking balance between water quality and quantity for the health of water/ recognise the relationship between quality and quantity.

- Sustainable land use and management/land use matches capability.
- Freshwater management reflects customary practices and principles – e.g tikanga/ unity and collective action – Kotahitanga, and knowledge and wisdom – Mātauranga Maori.
- Obligation to protect and care for freshwater/ water is cared for and nurtured as a treasure/taonga.
- Wai is supporting traditional practices, mahinga kai, birthing, education / protecting ancestral lands, water, sites, wāhi tapu, taonga and customary rights from adverse effect / recognising Māori rights and interests.
- Creating an environment for sharing of traditional knowledge and practices/ handing down space for all generations to interact with awa together/ retaining the practices and relationships of generations.
- Everyone is involved and contributing to improvements in freshwater management/ collectively owning and taking responsibility.
- Some examples of the ecosystem focused goals include:
 - provide habitat for flora and fauna/ water quality and healthy living conditions for flora and fauna.
 - management of waterways to provide safe habitat for all wetland birds to live and thrive.
 - biodiversity of flora and fauna and protection of endemic species such as porohe, inanga and matamata (whitebait species).
 - improvement in freshwater species, less pest species, a safe habitat for wetland birds, to be full of wildlife, cleaner waterways and more wetlands.
 - Restored/protected/enhanced/rehabilitated freshwater fisheries and habitat.
- Enabling land use, land use opportunities and access to water for use was mentioned in some of the feedback.

While there is some consistency across the FMUs, there are a number of FMU specific points of note:

- **Lake Taupō FMU:** Feedback reflects that communities are happy with the work that has already been done to improve freshwater in the catchment and are appreciative of the 'high' water quality in the catchment.
- **Waikato and Waipā FMUs:** Feedback shows that there is a general recognition of the importance of Te Ture Whaimana and an interest in defining what this means locally and reflecting that in the WRPS vision.
- **Upper Waikato FMU:** one of the concepts captured was 'He Wai Māori - as allowing water to be itself, in its common, ordinary or normal state, unconstrained, flowing naturally, and through our everyday lives.'

Some of the information about community and stakeholder aspirations derived from the community and tangata whenua engagement is not FMU specific. This is from responses to questions which did not specifically ask about long term visions, so may be out of context. The points below should be considered in that light.

The points captured in this non FMU specific feedback not captured in the points above, include:

- Utilising Māori indigenous concepts, practices, knowledge and thinking to influence the health of our rivers.
- Knowledge and understanding river systems from both a cultural perspective and technical aspects of the awa and what that means to the health of the awa.
- Maintain food security, provide for domestic supply of fresh vegetables, support the transition to low emissions land use, improve resilience to the effects of climate change, support the use of Highly Productive Land for primary production.
- Minimising contaminants entering freshwater bodies through point and non-point source discharge.

- Giving effect to Te Mana o te Wai in an integrated and collaborative way, and placing Te Ture Whaimana at the forefront.
- Water security, reliability, water use for consumptive and non-consumptive uses including river/lake edge restoration activities.

Timeframes

There is less information available on the timeframes for achieving community, tangata whenua and stakeholder visions. Depending on the goal, there were variations in expectation from between now up to 80 years (with some feedback setting timeframes of 1, 2, 5, 10, 20, 30-40 and 40-50 years). For some FMUs the measure or goal the community/stakeholder/iwi describe is that of past generations experiences that they want for present and future generation e.g. our mokopuna to see the awa ... the same as what our tūpuna saw, or back how it was 100 years ago.

There are some potential tensions between some of the identified outcomes within the goals and aspirations captured to date. Some of the documents and feedback identify aspirations for specific water bodies or areas that are not captured in this report. The themes captured are very high-level concepts from the feedback to date. In some cases, the matters raised reflected views about the design of policy tools and mechanisms to meet the environmental outcomes rather than goals or applications for freshwater, or outside the scope of the Review. These can be considered in other parts of the plan development process. This information gathered so far is a starting point for engagement and conversations that will inform long-term visions development.

6.3 What we have found to date on the topic

The issues identified are separated into four categories: Te Ture Whaimana and the WRPS, other Treaty obligations, Te Mana o te Wai and the hierarchy of obligations, and the implications of long-term visions on WRP plan requirements.

6.3.1 The “vision” in the WRPS does not fully give effect to the NPSFM

Whilst long-term visions are a new requirement of the NPSFM, the WRPS does include a vision for the Waikato and Waipā River catchment as a result of Te Ture Whaimana being deemed part of the WRPS. However, the vision of Te Ture Whaimana for the Waikato and Waipā catchments does not include a timeframe and understandably has not been developed using the methodology set out in the NPSFM.

6.3.2 Visions expressed in Treaty Settlement obligations are at various levels of hierarchy within the RMA and not “full” NPSFM visions

Current and pending Treaty settlement obligations require, or may require, the development of RMA planning documents that set a vision for freshwater. These RMA planning documents are at various stages of development and various levels of hierarchy within the RMA. For example, Te Kaupapa Kaitiaki – Taupō Catchment Plan came into effect on 4 November 2022 and WRC must ‘recognise and provide’ for Te Kaupapa Kaitiaki each time WRC prepares or reviews an RMA planning document. Alternatively, Te Ture Whaimana is deemed part of the RPS and must be ‘given effect to’.

Te Ture Whaimana is the primary direction setting document for the Waikato and Waipā rivers and prevails over any inconsistency with the NPSFM. Further the WRPS must be consistent with Te Ture Whaimana. Given the primacy of Te Ture Whaimana, if and how to resolve the relationship between Te Ture Whaimana and the requirement to include long-term visions for freshwater as objectives in the WRPS is unclear.

For Taupō, a long-term vision must be consistent with Ngāti Tūwharetoa’s vision in Te Kaupapa Kaitiaki. The vision is included in Attachment 2. However, Te Kaupapa Kaitiaki vision for the

Taupō catchment does not currently “fully” align with visions anticipated in the NPSFM, due to the lack of timeframe and uncertainty around the Te Mana o te Wai hierarchy of obligations. The hierarchy of obligations is likely partially reflected in the vision but has possibly not been tested using the methodology set out in the NPSFM.

6.3.3 Te Mana o te Wai and the hierarchy of obligations

The NPSFM 2020 requires Council to give effect to Te Mana o te Wai. To do so, Council must develop a long-term vision through discussion with communities and tangata whenua. The hierarchy of obligations will inform how council identify and/or set long term visions.

The Te Ture Whaimana o Te Awa o Waikato is a planning document specific to the Waikato and Waipā catchments which fulfils many of the same functions as a vision. Te Ture Whaimana predates the hierarchy of obligations in its present form in the NPSFM.

6.3.4 Vision setting has implications about the scale of change required which may lead to changes in aspirations when the implications are understood

The design of policy tools and mechanisms to meet the environmental outcomes and, ultimately, the long-term visions will depend on what outcome the long-term visions seek to achieve, the degree of change required, and the speed at which this change needs to occur. This means that there are significant implications in setting out the desired state and in setting shorter or longer timeframes in the long-term visions. For example, if the goal is more ambitious, the target attribute states will also need to be more ambitious in order to reach that goal. More ambitious visions and targets will likely require a greater degree of change. This may lead to a desire to revisit the visions, and what might be considered ambitious and reasonable when the implications are understood. While this is not problematic, it could create uncertainty and frustration in the community.

6.4 Policy shift

Based on existing information presented in tangata whenua deeds of settlement, documents, and new information gathered through community and tangata whenua engagement, the following draft FMU vision statements start to describe tangata whenua and community visions for freshwater in the Waikato Region.

These are draft example long-term visions only and are yet to be tested with both tangata whenua and the community through the next phase of engagement. These drafts are aspirational, and some elements will be difficult to achieve within current knowledge frameworks. However, when exploring these long-term vision statements, it is important to consider the Te Mana o te Wai hierarchy of obligations.

6.4.1 Option A – Draft visions for each FMU

Lake Taupō FMU – Draft Vision

By 2034 in the Lake Taupō FMU:

- a) The health, well-being and mauri of waterbodies is protected and restored where necessary, for present and future generations.
- b) Freshwater is holistically managed in a way that recognises that the health of people relies on the health of the environment.
- c) Freshwater management recognises Māori rights and interests in freshwater, creates an environment for sharing of traditional knowledge and practices and protects customary activities and principles - tikanga.
- d) The cultural, spiritual, educational, environmental and economic associations with freshwater are recognised.
- e) Sustainable land and water management practices support the achievement of clause (a) and ensure no new aquatic pest species are introduced.

- f) Water quality is maintained where good, and if degraded, improved for all freshwater attributes from the baseline state.
- g) Freshwater supports natural flows and ecosystems and is available for traditional and customary uses.
- h) Fisheries and freshwater habitat that are degraded are rehabilitated and restored, and where they are not degraded they are protected.

West Coast FMU- Draft Vision

In the West Coast FMU:

- a) The health, well-being and mauri of all waterbodies and their biodiversity is protected and if necessary, restored for present and future generations to sustain cultural, spiritual, social, economic and kaitiaki needs.
- b) Fisheries and freshwater habitats that are degraded are rehabilitated and restored, and where they are not degraded they are protected.
- c) Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use.
- d) The community is involved in contributing to the sustainable needs of freshwater allowing freshwater to sustainably meet the needs of the community.
- e) Clean drinking water has been maintained, waterways are safe for human contact in 10 years and water quality restored for safe swimming swim and gathering kai in 80 years.
- f) Public access to waterways is improved.
- g) Waterways are maintained, and the life sustaining ecosystems and habitat for freshwater flora and fauna have been safeguarded by 2050.
- h) By 2034, waterways are clean, provide a safe habitat for all wetland birds free of predators and riparian margins are managed by removing pest species, fencing and replanting with native species to support a thriving environment.

The outcomes sought in a) to d) are achieved by 2050.

Waipā FMU – Draft Vision

By 2044 in the Waipā FMU:

- a) The FMU is managed in accordance with Te Ture Whaimana o te Awa o Waikato – the Vision and Strategy for the Waikato River.
- b) Water quality, the mauri and integrity of all freshwater bodies, and their biodiversity is restored and protected for present and future generations by bringing the waterbodies back to as close as possible to their state 100 years ago.
- c) Freshwater management reflects kotahitanga and mātauranga Maori knowledge and wisdom, customary practices and principles as well as the best available scientific information.
- d) Fisheries and freshwater habitats that are degraded are rehabilitated and restored, and where they are not degraded they are protected.
- e) Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use, and wai supports traditional practices, mahinga kai, birthing and education in order to sustain cultural, spiritual, and social and kaitiaki needs.
- f) The community and tangata whenua take collective responsibility to sustainably care for and nurture the mana and mauri of wai as a treasure.
- g) Existing natural inland wetlands are enhanced and protected and new natural inland wetlands are created to improve indigenous biodiversity and water quality.

Upper Waikato - Draft Visions

Refer also to the Te Ture Whaimana – Attachment 1

By 2044 in the Upper Waikato FMU:

- a) Freshwater management recognises Te Ture Whaimana o Te Awa o Waikato - the Vision and Strategy for the Waikato River and Te Mana o Te Wai.
- b) The health, well-being, mauri and mana of waterbodies is protected and provides for a range of freshwater values including drinkable water for present and future generations.
- c) Freshwater is holistically managed in a way that recognises the health of the people relies on the health of the environment.
- d) Mana whenua are recognised as kaitiaki mō ngā wai - the guardians of Wai, customary practice and principles – tikanga are provided for and our mokopuna see the awa and wai as our tūpuna did.
- e) Communities exercise stewardship for the water for present and future generations.
- f) Sustainable land use and management supports ecosystem health and the achievement of clause a) and b) while also conserving and protecting the productive capacity of land.
- g) Freshwater management supports an environment for sharing of traditional knowledge and practices with present and future generations.
- h) Fisheries and freshwater habitats that are degraded are rehabilitated and restored, and where they are not degraded they are protected.
- i) Water is allowed to be itself, in its common, ordinary or normal state, flowing naturally, and through our everyday lives.
- j) Water quality and habitat is improved with established riparian areas and native plantings and rubbish is removed from waterways.

Middle Waikato – Draft Visions

Refer also to the Te Ture Whaimana – Attachment 1.

In the Middle Waikato FMU:

- a) Freshwater management recognises Te Ture Whaimana o Te Awa o Waikato - the Vision and Strategy for the Waikato River and achieved the Vision in 80 years.
- b) % improvement [% informed by science] in all aspects of freshwater across the region in 10 years.
- c) The health, well-being and mauri of waterbodies is restored and protected for present and future generations in a way that enhances the environment.
- d) Fisheries and freshwater habitats that are degraded are rehabilitated and restored, and where they are not degraded they are protected.
- e) Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use and cultural practices and relationships are retained.
- f) Land use opportunities have been recognised and taken within ecosystem health target attribute states.
- g) Rivers are swimmable and the bottom of rivers are visible.
- h) The built form of urban areas contribute to improve water quality and urban communities value freshwater and manage it sustainably.

The outcomes sought in clauses c) to h) are achieved by 2074.

Lower Waikato – Draft Visions

Refer also to the Te Ture Whaimana – Attachment 1.

In the Lower Waikato FMU:

- a) Freshwater management recognises Te Ture Whaimana o Te Awa o Waikato - the Vision and Strategy for the Waikato River.

- b) Freshwater is healthy, sustains abundant life and prosperous communities and the needs of present and future generations and improved back to its attribute state [100 years ago].
- c) Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use.
- d) The community and tangata whenua collectively takes responsibility for the restoration and protection of the health and wellbeing of the freshwater.
- e) Biodiversity of flora and fauna, endemic species including porohe, inanga and matamata (whitebait species) are protected.
- f) Natural inland wetland areas have been enhanced and increased; provide safe habitat for wetland birds to thrive; increased freshwater species, and access to mahinga kai.
- g) Waterways are safe, easier to access, and provide for swimming and drinking water, weed and pest free and in 10 years there has been no decline in water quality.
- h) Reduction in water takes and discharges of nutrients and contaminants to water in 10 years to provide for clause a) and b).

The outcomes sought in clauses a) to f) are achieved by 2074.

Hauraki FMU – Draft Visions

In the Hauraki FMU:

- a) The health, well-being and mauri of waterbodies is protected and restored where necessary to provide for present and future generations and healthy ecosystems.
- b) The community collectively takes action and sustainable land management supports ecosystem health, freshwater values and the achievement of clauses a) and e).
- c) Freshwater is holistically managed in a way that recognised that health of the people relies on the health of the environment.
- d) Freshwater is suitable and accessible to provide for a range of values and uses, including drinking, swimming, mahinga kai and other traditional and customary practices.
- e) Freshwater management supports space for all generations to interact with the awa together and ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use.
- f) Fisheries and freshwater habitats, riparian margins and natural inland wetlands that are degraded are rehabilitated and restored, and where they are not degraded they are protected.
- g) Water quality is above any national bottom line, further degradation is avoided and gradual improvements made over the next 10 years with water quality returned to a [point in time or other state] in 50 years.
- h) Extent of natural inland wetlands is increased, and natural inland wetland tuna populations are restored.
- i) Public access to waterways is improved.
- j) Riparian planting of waterways with appropriate types of vegetation is achieved by 2034 with re-forestation of appropriate areas within catchments by 2074.

The outcomes sought in clauses a) to f) are achieved by 2054.

Coromandel FMU

By 2054 in the Coromandel FMU:

- a) People contribute to the creation of healthier waterways as the health of water and our community are a reflection of each other and freshwater is the essence of life for all species.
- b) Freshwater is clean, safe for drinking and contact recreation, swimmable, supports sustainable food harvest, and water supply is secure, for all species and for future generations.

- c) Freshwater management supports healthy clean water for traditional and customary practices and space for all generations to interact with the awa together and to pass on to future generations.
- d) Water quality is above any national bottom line and improved from the baseline state for all attributes.

By 2034 in the Coromandel FMU:

- e) Waterways have a riparian strip of native flora, contain corridors for native birds and insects and are aesthetically pleasing.
- f) Sediment sources entering headwaters from upstream activities are reduced and water quality is maintained.
- g) The extent of natural inland wetlands and freshwater wetlands in the coastal environment have increased, and are abundant with native wetland flora and fauna species.

Non FMU specific - Draft Visions

Additional points that may apply to more than one FMU - the community could consider which FMU they apply to:

- a) Te Mana o te Wai is given effect in an integrated and collaborative way that places Te Ture Whaimana at the forefront.
- b) Freshwater management supports a strengthened sense of belonging of, kaitiaki relationship to and ownership of awa and utilises Māori indigenous concepts, practices and knowledge, cultural perspectives, technical perspectives, research and innovation to inform river health.
- c) Swimming, access to mahinga kai and other traditional activities including tohi, drinking, washing, preparing tupāpaku for mauri and wellbeing of the awa are provided for.
- d) Transition time and balancing of ecological, environmental and social priorities is recognised when implementing changes to meet catchment freshwater.
- e) The community collectively protects and enhances our water resources for our environment, and well-being.
- f) An integrated approach to freshwater management is adopted, climate adaption and natural hazard risk management is supported and the transition to low emissions land use is encouraged.
- g) Highly productive land use for food production to maintain food security and domestic supply, is supported by innovative and sustainable land and water management practices.
- h) Access to freshwater for use, including non-consumptive uses is provided while improved water management reduces future demand.
- i) Contaminants entering freshwater bodies from point source discharge and non-point source are minimised.

7 Integrated Management

7.1 Introduction

In achieving the objective of the NPSFM, Policy 3 requires that freshwater is managed in an integrated way. This means that local authorities must recognise the interconnectedness of the whole environment, from the mountains to the sea, consider the effects of the use and development of land on a whole-of-catchment basis, including the effects on receiving environments, and co-operate between agencies to achieve the objective of the NPSFM. This section examines these requirements for integrated management of freshwater and identifies issues and broad options for addressing these issues.

Section 3.5 of the NPSFM sets out requirements upon local authorities in adopting an integrated approach, the concept of *ki uta ki tai*, which recognises the interconnectedness of the whole environment from mountains to the sea. An integrated approach must recognise the interactions between freshwater, land, water bodies, ecosystems and receiving environments, including managing cumulative effects. Regional councils must amend RPSs to the extent needed to provide for the integrated management of the effects of the use and development of land on freshwater and the use and development of land and freshwater on receiving environments. Territorial authorities must include objectives, policies, and methods in district plans relating to the effects of urban development on the health and well-being of water bodies, freshwater ecosystems, and receiving environments.

7.2 What we have heard from community workshops and wānanga

Feedback has indicated that:

- There are some gaps and inconsistencies in the way that regional council and district and city council functions are addressed in the Regional Plan, including where responsibilities overlap.
- There is a need for stronger direction for district and city councils in terms of freshwater management.
- The Waikato Regional Policy Statement (WRPS) takes a catchment-based policy approach but the Regional Plan has not yet been reviewed to incorporate this for all catchments. Plan Change 1 (Healthy Rivers) seeks to reduce the amount of contaminants entering into the Waikato and Waipā catchments, and Plan Change 2 Taupō Overseer Version address issues of nitrogen and other nutrients in the Lake Taupō catchment. There is a need for a stronger emphasis in the Regional Plan on catchment-based approaches to freshwater management.
- There is a need to integrate the management of freshwater and coastal environments. Coastal receiving environments are identified as sensitive receiving environments and can be significantly impacted by the effects of land use within the catchments which feed into them. The Firth of Thames is an example of a sensitive receiving environment where the effects of land use within the catchment have been identified as the main cause of degraded marine habitats in estuaries, harbours and the Inner Hauraki Gulf.
- There are several issues associated with regulatory cross-agency collaboration, including issues relating to fish passage, whitebait stands, and maimai.
- There are some good examples of non-regulatory approaches to integrated freshwater management. The Waipā District Peat Lake and Wetland Accord¹⁰ is one such example.
- The approach to managing the cumulative effects of urban development and diffuse discharges needs to be reviewed.

¹⁰ Waikato Regional Council, 2017. Waipā District Peat Lakes and Wetlands, Ngā Roto rei me ngā repo o Te Rohe o Waipā

7.3 What we have found to date on the topic

The key findings from our research are as follows:

- A te ao Māori world view inherently recognises interconnectedness of land, water and coastal environments, particularly through concepts such as ki uta ki tai (from the mountains to the sea).
- The NPSFM requires an integrated approach to freshwater management, and while the WRPS already addresses elements of the integrated management approach, there are some gaps and misalignments.
- The age of the Regional Plan means it has not been updated to align with new legislation, except where required immediately by law.
- The NPSFM anticipates a greater role for district and city councils in freshwater management. There are some gaps and inconsistencies in the way that regional council and district and city council functions in relation to freshwater management are currently addressed. Successful integrated management requires a strong working relationship between Regional Council and district and city councils.
- While the WRPS takes a catchment-based approach to freshwater management, the Waikato Regional Plan (WRP) has not been reviewed to give effect to the WRPS. The WRP needs to take a stronger role in requiring catchment-based approaches to freshwater management in order to address the integrated management requirements of the NPS-FM and to implement the WRPS.
- There is a need for the integrated management of freshwater and coastal environments. An integrated approach to setting limits to achieve freshwater objectives should also consider how these limits can contribute to the achievement of objectives in receiving environments, as required by the NZCPS, the Coastal Plan, and the Hauraki Gulf Marine Park Act.
- The WRPS and WRP do not currently articulate the hierarchy of obligations in the way that the NPSFM now requires. This hierarchy of obligations now needs to guide all other planning where there is use of, demand for, or effects upon, freshwater. The integrated management chapters of the WRPS and WRP could play a role in clearly identifying this hierarchy of obligations.
- There are several regulatory requirements for cross-agency collaboration, including for fish passage, whitebait stands, and maimai.
- There are opportunities for cross-agency collaboration to integrated freshwater management across multiple agencies with various responsibilities.

7.3.1 The operative Regional Policy Statement - analysis

The WRPS contains an integrated management objective (3.1) and an Integrated Management chapter containing policies and methods.

Section 6 of the WRPS integrates infrastructure and land-use planning as required by s30(1)(gb) of the RMA 1991 and addresses infrastructure requirements for new subdivision, use and development. This links to WRPS Policy 8.3 which relates to the management of freshwater bodies. The methods under this policy direct regional plans and district plans to manage certain activities and effects.

There are numerous methods in the WRPS which either encourage or direct the regional and district plans to address a particular policy approach in relation to freshwater management.

Method 4.1.8(e) relates to the integrated management of the coastal environment, and seeks to ensure integrated management and consistent provisions give effect to the direction in the WRPS for the coastal marine area and the adjoining land in the coastal environment.

Policy 7.2 relates to marine water quality, and seeks to manage discharges to marine waters (waters in the Coastal Marine Area) to maintain or enhance the mauri and health of marine

water and to protect ecosystem, amenity, and tāngata whenua values. Whilst management of water quality is a regional council function, Method 7.2.3 signals an expectation that TAs should consider marine water quality when managing land use activities that ultimately have the potential to affect the receiving environment.

7.3.2 The operative Regional Plan – analysis

The WRP is an integrated plan, covering the key components of the environment for which the WRC has functions under s30 of the RMA for water, river and lake beds, land and soil, air and geothermal resources. It does not cover the area below mean high water springs, which is covered by the Regional Coastal Plan (Coastal Plan).

Objective 3.1.2 sets the desired end point for management of water bodies, including surface and ground water in the region. It recognises that land use and development can have significant adverse effects and that non-point source and land based discharges may have adverse cumulative effects. The objective is an overarching objective, relevant to all chapters in the Water Module as well as other chapters that directly or indirectly affect water bodies.

The objectives and policies throughout the Water Module of the WRP link back to the overarching objective 3.1.2 and therefore acknowledge the impacts that different activities can have upon other values.

The WRP also contains numerous policies and methods relating to integrating decision-making with TAs and other agencies such as public health boards, iwi authorities, Fish and Game, and the Department of Conservation.

7.3.3 Implementing the NPSFM requirements for integrated management

Every regional council must make or change its regional policy statement to the extent needed to provide for the integrated management of the effects of the use and development of land on freshwater and the use and development of land and freshwater on receiving environments.

The WRPS and WRP address many of the elements of integrated management required by the NPSFM. There are however some gaps and misalignment which will need to be addressed through the freshwater review.

7.3.4 Addressing the hierarchy of obligations

The NPSFM has a single objective, which introduces a new hierarchy of obligations which means that the health and wellbeing of waterbodies and freshwater ecosystems is the first priority, followed by the health needs of people (such as drinking water), and thirdly by the ability of people and communities to provide for their social, economic, and cultural well-being, now and in the future. Policy 15 of the NPSFM seeks to ensure that communities are enabled to provide for their social, economic, and cultural well-being in a way that is consistent with the NPS.

The WRPS and WRP do not currently articulate this hierarchy of obligations in the way that the NPSFM now requires.

7.3.5 Lack of integration between regional and district and city council functions

The NPSFM 2020 identifies that a lack of integrated management is one of the gaps that has contributed to the continuing degradation of the health of New Zealand's freshwater, and specifically identifies a greater role for district and city councils in freshwater management. Every regional council must make or change its regional policy statement to the extent needed to provide for the integrated management of the effects of the use and development of land on freshwater and the use and development of land and freshwater on receiving environments. District and city councils must consider the effects of the use and development of land on a whole-of-catchment basis.

It is noted in the NPSFM Regulatory Impact Statement that the requirements for district and city councils under 3.4(6) (now 3.4(4)) are dependent on regional councils first giving the direction to district and city councils in their regional policy statement, as required under part 3.4(5) (now 3.5(2))¹¹. As such, it will be important through the freshwater policy review to consider the role that the WRPS can play in giving direction to district and city councils on freshwater management.

Additionally, it has been identified that there needs to be greater clarity where there are areas of overlap with district and city council functions.

7.3.6 Lack of an integrated approach to urban development planning

Issues arise when land is identified for urban use prior to planning for infrastructure or where land has not been properly assessed for its suitability for urban development. Integrated catchment management plans and structure plans are examples of methods which can be employed to ensure that freshwater management issues are integrated with infrastructure and land use planning.

While the WRPS requires regional plans to undertake catchment-based approaches (Method LF-M1), the WRP has not previously been reviewed to give effect to the WRPS. Additionally, the WRPS does not require district plans to undertake catchment management plans prior to rezoning, although it is expected that they will do so, except where there are good reasons not to, as demonstrated in a s32 report or other appropriate evaluation or analysis (Method LF-M20).

7.3.7 The need for integrated management in relation to rural land use and freshwater management in all catchments

Clause 3.5(1)(c) of the NPSFM requires the management of freshwater, and land use and development, in catchments in an integrated and sustainable way, and 3.5(3) requires that local authorities must co-operate in the integrated management of the effects of land use and development on freshwater.

The *Non-Point Source Discharges From Farming Activities Issues and Options Paper* identifies that increased levels of non-point discharges from farming and land use change are causing a decline in water quality. Plan Change 1 to the WRP introduces an integrated management approach to the management of diffuse discharges into freshwater from rural land uses, in relation to the Waikato and Waipā catchments.

In order to achieve the NPSFM objective, there will be a need to consider an integrated approach to the management of diffuse discharges from farming land uses in all catchments. This includes integration of land use and freshwater management, and integration of implementation across different agencies, including councils, iwi, industry sectors and landowners.

(NB: This issue, and options to address it, are fully traversed in the *Non-Point Source Discharges From Farming Activities Issues and Options Paper*)

7.3.8 The need for integrated management of freshwater and coastal environments

The NPSFM specifically identifies that in adopting an integrated approach, ki uta ki tai (from the mountains to the sea), local authorities need to recognise the interconnectedness of the whole environment, from the mountains and lakes, to rivers and hāpua (lagoons), wahapū (estuaries) and to the sea.

¹¹ [Action for healthy waterways part 2: Detailed analysis | Ministry for the Environment](#)

The Coastal Plan is a separate document from the WRP. It is currently being reviewed. It will be important to ensure that there is integration between the Coastal Plan review and the WRP freshwater review.

In addition to the NPSFM, the NZCPS and the Hauraki Gulf Marine Park Act 2000 also have the status of an NPS. The NZCPS applies to the coastal environment. The Hauraki Gulf Marine Park Act 2000 includes the catchments of the Hauraki Gulf, and, above MHWS. In these areas, the objectives of the NPSFM, the NZCPS and the Hauraki Gulf Marine Park Act 2000 will all be relevant in relation to freshwater bodies and receiving environments. An integrated management approach will be necessary in order to ensure that the objectives of all of these documents can be achieved.

7.3.9 Opportunities for non-regulatory cross-agency collaboration

Non-regulatory approaches present an opportunity to integrate freshwater management across multiple agencies with various responsibilities. The WRPS identifies an action for collaborative approaches to investigating and implementing future freshwater body management approaches. This includes working with stakeholders for the development and delivery of non-regulatory policy options including primary industry initiatives, third party audited self-management and education programmes. Working with industry sector groups for example will have an important role to play in supporting landowners to make the changes that will be needed to implement the NPSFM.

7.4 Policy Shift

7.4.1 Option A – Status quo

Retain existing WRPS approach to integrated catchment management and make no changes to the WRP.

7.4.2 Option B – Amending the WRPS and the WRP to align with the NPSFM, and providing a more directive approach to integrated management

Introduce a more directive approach to integrated catchment planning in the WRPS, WRP, and district plans, as well as integrating freshwater management across the Coastal Plan and WRP including considering receiving environments when setting FMU values/objectives/attributes/limits. This option applies a consistent approach to integrated management across the Waikato region but may result in different outcomes by FMU. This option would also include the identification of further opportunities to integrate freshwater management approaches across various agencies.

7.4.3 Preferred option: Option B

8 Attachments

Attachment 1: Vision and Objectives in Te Ture Whaimana o Te Awa o Waikato – The Vision and Strategy

The Vision and Strategy for the Waikato River¹² states:

Tooku awa koiora me oona pikonga he kura tangihia o te maataamuri

“The river of life, each curve more beautiful than the last”

Our vision is for a future where a healthy Waikato River sustains abundant life and prosperous communities who, in turn, are all responsible for restoring and protecting the health and wellbeing of the Waikato River, and all it embraces, for generations to come.

In order to realise the Vision, the following Objectives will be pursued:

- a) The restoration and protection of the health and wellbeing of the Waikato River.
- b) The restoration and protection of the relationships of Waikato-Tainui with the Waikato River, including their economic, social, cultural, and spiritual relationships.
- c) The restoration and protection of the relationships of Waikato River Iwi¹³ according to their tikanga and kawa with the Waikato River, including their economic, social, cultural and spiritual relationships.
- d) The restoration and protection of the relationships of the Waikato Region’s communities, with the Waikato River, including their economic, social, cultural and spiritual relationships.
- e) The integrated, holistic and co-ordinated approach to management of the natural, physical, cultural, and historic resources of the Waikato River.
- f) The adoption of a precautionary approach towards decisions that may result in significant adverse effects on the Waikato River, and in particular, those effects that threaten serious or irreversible damage to the Waikato River.
- g) The recognition and avoidance of adverse cumulative effects, and potential cumulative effects, of activities undertaken both on the Waikato River and within the catchment on the health and wellbeing of the Waikato River.
- h) The recognition that the Waikato River is degraded and should not be required to absorb further degradation as a result of human activities.
- i) The protection and enhancement of significant sites, fisheries, flora and fauna.
- j) The recognition that the strategic importance of the Waikato River to New Zealand’s social, cultural, environmental and economic wellbeing, requires the restoration and protection of the health and wellbeing of the Waikato River.
- k) The restoration of water quality within the Waikato River so that it is safe for people to swim in and take food from over its entire length.
- l) The promotion of improved access to the Waikato River to better enable sporting, recreational, and cultural opportunities.
- m) The application to the above of both maatauranga Maaori and the latest available scientific methods.

¹² [Vision-and-Strategy-Reprint-2019web.pdf \(waikatoriver.org.nz\)](#)

¹³ Maniapoto, Ngāti Tūwharetoa, Raukawa, Te Arawa River Iwi, and Waikato-Tainui

Attachment 2: excerpt from the Te Kaupapa Kaitiaki - Taupō Catchment Plan¹⁴

The vision for the Taupō Catchment as set out in the Ngāti Tūwharetoa Claims Settlement Act 2018 is 'for a healthy Taupō Catchment that is capable of sustaining the whole community and that is managed in a manner that reflects Ngāti Tūwharetoa tikanga'.

Te Kaupapa Kaitiaki is underpinned by this vision and provides the objectives, issues and desired outcomes of Ngāti Tūwharetoa for the Taupō Catchment, ensuring the management of the catchment is carried out in a manner that is consistent with Ngāti Tūwharetoa tikanga and principles. The following principles are derived from tikanga:

- a) **the principle of mauri:** the health and well-being of the Taupō Catchment reflects and nourishes the health and wellbeing of Ngāti Tūwharetoa.
- b) **the principle of mana:** the active protection and restoration of the relationship of Ngāti Tūwharetoa with the Taupō Catchment (including Ngāti Tūwharetoa mana whakahaere and kaitiaki role).
- c) **the principle of wairuatanga:** respecting and upholding the spiritual essence relating to all things and people.
- d) **the principle of te whanake:** the sustainable development of Ngāti Tūwharetoa taonga, Ngāti Tūwharetoa, and the whole community.
- e) **the principle of integrated management:** the natural resources within the Taupō Catchment are interdependent and should be managed in an integrated manner.

In addition to these principles, Te Kapua Whakapipi and Ngā Pou e Toru also describe the aspirations of Ngāti Tūwharetoa and is the focus of the integrated approach taken by Te Kōpu ā Kānapanapa to achieve the outcomes set for the Taupō Catchment.

Te ao Māori derived values of rangatiratanga, whanaungatanga, manaakitanga, kaitiakitanga and the importance of whakapapa are also seen as guiding values for how the plan will operate.

The Treaty principles of partnership, protection and participation combined with all the values above forms the basis for how Te Kaupapa Kaitiaki will be implemented.

¹⁴ https://tekaupapakaitiaki.co.nz/assets/7122-Te-Kaupapa-Kaitiaki-document-2022-Nov_web_DR3.pdf

Attachment 3: Supporting information for the Te Mana o te Wai objective

Objective statements (DRAFT)	Alignment with NPSFM and comments
<p>5. The health, resilience and wellbeing of the Waikato Region's freshwater resources is restored and protected, present and future generations' connections with freshwater are sustained, and land and water are managed on a whole of catchment basis, to give effect to Te Mana o te Wai, recognising:</p>	<ul style="list-style-type: none"> • Clause 1.3, C.2.2 Policy 1 - Establishes primacy of Te Mana o te Wai as the fundamental NPSFM concept and relates this objective to the issue of degraded freshwater resource and the need to restore and protect to ensure societal sustainability. • C.2.1(1)(c) - Recognises intergenerational obligations. • C.3.5, P.2.2(3) - References ki uta ki tai/integrated management approach to managing catchments.
<p>5.1. That sufficient quality and quantity of freshwater is essential to the health and well-being of ecosystems and people;</p>	<ul style="list-style-type: none"> • C.1.3, C.2.2(P.11) & (P.12) – Freshwater, through the lens of Te Mana o te Wai, stresses the importance of freshwater to all living systems in terms of both quality and quantity.
<p>5.2. That people's relationship with freshwater is inextricably connected with their cultural, social and economic systems;</p>	<ul style="list-style-type: none"> • C.1.3.3 (Framework & principles) & C.1.3(5)(c) - Addresses the values and principles expressed in the context of wider society – encompasses both Te Ao Māori and Pākehā cultural/spiritual associations with freshwater – e.g., whakapapa (lineage), wairua (spirituality), etc.
<p>5.3. The effects of human activities determine the health and well-being of the Region's freshwater bodies and ecosystems.</p>	<ul style="list-style-type: none"> • C.3.14, P.4 - Addresses setting limits on resource use & recognises the impacts of human land use practises and natural processes such as extreme climatic events, and thus NZ's climate change response. • C.3.4(1)(a) - Addresses issue raised by people at engagement workshops and wānanga of adverse land use effects on freshwater/wai – forestry, farming, urban – and incorporating identifying the local approach to giving effect to Te Mana o te Wai.
<p>6. There is sufficient water available to provide for the health and well-being of waterbodies, and provided that is achieved, water may be available for human use, provided it is allocated and used efficiently.</p>	<ul style="list-style-type: none"> • C.1.3, C.2.1(b) & (c) (NPSFM objective) - Asserts primacy of Te Mana o te Wai, its hierarchy of obligations and the framework of principles.
<p>7. Water quality and quantity targets are established and respected, to reflect the cultural, spiritual and ecological values of freshwater as understood by tangata whenua and the community.</p>	<ul style="list-style-type: none"> • C.2.2(P2), (P5), P11) & (P12) – Links measurable water quality and quantity targets – utilising both science and mātauranga indicators – to accord with community and tangata whenua freshwater related value systems.
<p>8. Tangata whenua are enabled to participate in policy formulation and decision-making processes relating to freshwater management.</p>	<ul style="list-style-type: none"> • C.3.4 - Aligns with the NPSFM requirement for tangata whenua involvement in freshwater management (to the extent they wish to be involved), including decision-making processes. • Addresses recommendation of the WAI 2358 Stage 2 Report on The National Freshwater and Geothermal Resources Claims that, <i>inter alia</i>: <ul style="list-style-type: none"> ○ the Crown ... provide effectively for co-governance and co-management of freshwater taonga;

-
- the Crown take urgent action on the problem of under-resourcing of Māori participation in RMA processes;
- to ensure that the Waikato Regional Council strives toward Te Tiriti o Waitangi compliant status – noting that Māori consider local government to be part of the Crown.
-

The draft objective is a statement of the application of Te Mana o te Wai (NPSFM Cl.1.3), and how the management of freshwater will give effect to Te Mana o te Wai in the Waikato Region.

The objective, in accordance with the provisions of the NPSFM, is applicable across all sectors of the Region, both urban and rural, and within social, cultural and economic domains, and is intended to effect the restoration and protection of the Region's degraded freshwater bodies and ecosystems in accordance with Te Mana o te Wai. The objective will be given effect to through the national objectives framework (NOF) process and will be supported by long-term visions for each freshwater management unit, and policies and methods of implementation in the Waikato Regional Policy Statement and the Regional Plan.

It is intended to serve as a basis for further discussion and refinement with the Council, tangata whenua, the community and key stakeholders.

Attachment 4: Long-term vision consistency analysis

Following a Council Workshop held on 14 March 2023, it was identified that there were similarities in the different FMU Long-term visions. Staff embarked on an exercise to identify similar or like clauses that are consistently included in each of the long-term vision statements, and identified if any differences exist because of specific wording used in Iwi Environmental Plans, or reflect the wording expressed during engagement events.

The tables below identify the key themes addressed in each vision statement along with suggested wording to be used in each of the visions, to provide consistency. The text in **red** highlights differences in the vision statements based on wording used in Iwi Environmental Management Plans, whereas the text in **blue** identifies differences in vision statements based on engagement feedback. Staff recommend retaining these differences to ensure each vision statement is a reflection of local aspirations and feedback.

“Fisheries and freshwater habitat”		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	h) Fisheries and freshwater habitat that are degraded are rehabilitated and restored, and where it is not degraded it is protected.	<p><i>“Freshwater fisheries and habitat that are degraded are rehabilitated and restored, and where they are not degraded they are protected.”</i></p> <p>“Freshwater habitat” includes riparian margins (see Appendix 1A of the NPS-FM) and wetlands so there shouldn’t be any change to the policy intent by removing the additional terms from the Hauraki FMU. Consider this further, particularly for wetlands.</p>
West Coast	b) Fisheries and freshwater habitat that are degraded are rehabilitated and restored, and where it is not degraded it is protected	
Waipā	c) Fisheries and freshwater habitat that are degraded are rehabilitated and restored, and where it is not degraded it is protected.	
Upper Waikato	f) Fisheries and freshwater habitat that are degraded are rehabilitated and restored, and where it is not degraded it is protected.	
Middle Waikato	d) Fisheries and freshwater habitat that are degraded are rehabilitated and restored, and where it is not degraded it is protected.	
Lower Waikato	No clear equivalent.	
Hauraki	f) Fisheries and freshwater habitat, riparian margins and wetlands¹⁵ that are degraded are rehabilitated and restored, and where it is not degraded it is protected.	
Coromandel	No clear equivalent.	

“Ancestral lands, water, sites, wāhi tapu, taonga and customary rights”		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	No clear equivalent.	

¹⁵ The “riparian margins and wetlands” reference appears to come from the Ngati Kea Ngati Tuara Iwi Environmental Management Plan 2016, and should apply to the Hauraki and Upper Waikato FMUs.

West Coast	c) Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use.	<p><i>“Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use.”</i></p> <p>Clause originates from <i>Te Mata Herenga - Ngāti Tamainupō Mātauranga and Taonga Management Plan 2021</i>. This IMP doesn't apply in the Lake Taupō and Upper Waikato FMUs, however given its general applicability this clause could be adopted in these FMUs following testing with iwi and community.</p>
Waipā	e) Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use, and wai supports traditional practices, mahinga kai, birthing and education in order to sustain cultural, spiritual, and social and kaitiaki needs.	
Upper Waikato	No clear equivalent.	
Middle Waikato	e) Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use and cultural practices and relationships are retained.	
Lower Waikato	c) Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use.	
Hauraki	e) Freshwater management supports space for all generations to interact with the awa together and ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use.	
Coromandel	No clear equivalent.	

“Community collectively takes action / responsibility...”		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	No clear equivalent.	<p><i>“The community collectively takes responsibility and action to protect and restore freshwater habitat and water quality.”</i></p> <p>There is some variation between FMUs, which appears to be the result of specific engagement. Any FMU that adopts a local expression of a</p>
West Coast	d) The community is involved in contributing to the sustainable needs of freshwater allowing freshwater to sustainably meet the needs of the community.	
Waipā	f) The community take collective responsibility to sustainably care for and nurture the mana and mauri of wai as a treasure.	
Upper Waikato	No clear equivalent.	
Middle Waikato	No clear equivalent.	
Lower Waikato	d) The community collectively takes responsibility for the restoration	

	and protection of the health and wellbeing of the freshwater.	community outcome i.e., Waipā, will be difficult to justify a change.
Hauraki	b) The community collectively takes action and sustainable land use and management supports ecosystem health, freshwater values and the achievement of clauses a) and e).	
Coromandel	No clear equivalent. Potentially part of clause (a): People contribute to the creation of healthier waterways as the health of water and our community are a reflection of each other and freshwater is the essence of life for all species.	

“Vision and Strategy”		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	No clear equivalent.	<i>“Freshwater management gives effect to Te Ture Whaimana o Te Awa o Waikato - the Vision and Strategy for the Waikato River.”</i>
West Coast	No clear equivalent.	
Waipā	a) The FMU is managed in accordance with Te Ture Whaimana o te Awa o Waikato – the Vision and Strategy for the Waikato River.	
Upper Waikato	a) Freshwater management recognises Te Ture Whaimana o Te Awa o Waikato - the Vision and Strategy for the Waikato River and Te Mana o Te Wai.	
Middle Waikato	a) Freshwater management recognises Te Ture Whaimana o Te Awa o Waikato - the Vision and Strategy for the Waikato River and achieved the Vision in 80 years.	
Lower Waikato	a) Freshwater management recognises Te Ture Whaimana o Te Awa o Waikato - the Vision and Strategy for the Waikato River.	
Hauraki	No clear equivalent.	
Coromandel	No clear equivalent.	

“Holistic management”		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	b) Freshwater is holistically managed in a way that recognises that the health of people relies on the health of the environment.	<i>“Freshwater is holistically managed in a way that</i>
West Coast	No clear equivalent.	

Waipā	No clear equivalent.	<p><i>recognises that the health of the people relies on the health of the environment.”</i></p> <p>This clause appears to have been sourced from <i>He Mahere Pūtahitanga: A pan-tribal Iwi Planning Document on behalf of the Central North Island Forests Iwi Collective 2018.</i></p> <p>Could consider adopting this for all FMUs, as different IMPs within these other FMUs recognise a holistic approach which is inherent in Te Ao Māori. The Coromandel vision also refers to this concept in clause (a) <i>as the health of water and our community are a reflection of each other.</i></p>
Upper Waikato	c) Freshwater is holistically managed in a way that recognises the health of the people relies on the health of the environment.	
Middle Waikato	No clear equivalent.	
Lower Waikato	No clear equivalent.	
Hauraki	c) Freshwater is holistically managed in a way that recognised that health of the people relies on the health of the environment.	
Coromandel	No clear equivalent.	

“Sustainable land use”		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	e) Sustainable land management practices support the achievement of clause (a) and ensure no new aquatic pest species are introduced.	<p><i>“Sustainable land use and management supports the achievement of clauses X to X.”</i></p> <p>Sustainable land use and management references appear to have been sourced from <i>Ngati Kea Ngati Tuara Iwi Environmental Management Plan 2016</i> and, potentially, <i>Te Kaupapa Kaitiaki Plan: Taupō Catchment Plan 2022?</i></p> <p>The clause “while also conserving and protecting the productive capacity of land” was also</p>
West Coast	No clear equivalent.	
Waipā	No clear equivalent.	
Upper Waikato	e) Sustainable land use and management supports ecosystem health and the achievement of clause a) and b) while also conserving and protecting the productive capacity of land. ¹⁶	
Middle Waikato	Potentially the following clause? f) Land use opportunities have been recognised and taken within ecosystem health target attribute states.	
Lower Waikato	No clear equivalent.	
Hauraki	b) The community collectively takes action and sustainable land use and management supports ecosystem health, freshwater values and the achievement of clauses a) and e).	

¹⁶ From the Ka Ru a Poutama – Te Whakauakitanga o Poutama. Also applies in Lake Taupō, consider including this wording in that FMU vision.

Coromandel	No clear equivalent.	

“Traditional knowledge and uses”		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	<p>c) Freshwater management recognises Māori rights and interests in freshwater, creates an environment for sharing of traditional knowledge and practices and protects customary activities and principles - tikanga.</p> <p>g) Freshwater supports natural flows and ecosystems and is available for traditional and customary uses.</p>	No changes suggested
West Coast	No clear equivalent.	
Waipā	<p>c) Freshwater management reflects kotahitanga and mātauranga Maori knowledge and wisdom, customary practices and principles.</p> <p>e) Ancestral lands, water, sites, wāhi tapu, taonga and customary rights are protected from adverse effects and inappropriate use, and wai supports traditional practices, mahinga kai, birthing and education in order to sustain cultural, spiritual, and social and kaitiaki needs.</p>	
Upper Waikato	f) Freshwater management supports an environment for sharing of traditional knowledge and practices with present and future generations.	
Middle Waikato	No clear equivalent.	
Lower Waikato	No clear equivalent.	
Hauraki	No clear equivalent.	
Coromandel	c) Freshwater management supports healthy clean water for traditional and customary practices and space for all generations to interact with the awa together and to pass on to future generations.	

“Clean drinking water, swimming (etc)”		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	No clear equivalent.	Differences are mostly due to specific feedback from engagement,
West Coast	e) Clean drinking water is been maintained, waterways are safe for	

	human contact in 10 years and restored for safe swimming swim and gathering kai in 80 years.	however could include the following clause for consistency. <i>Freshwater is clean, safe and accessible and provides for a range of values and uses, including drinking, swimming, mahinga kai and other traditional and customary practices.</i>
Waipā	No clear equivalent. Potentially part of clause (e)	
Upper Waikato	No clear equivalent. Potentially part of clause (b) i.e. with abundant drinkable water for present and future generations (which was sourced from engagement).	
Middle Waikato	g) Rivers are swimmable and the bottom of rivers are visible.	
Lower Waikato	g) Waterways are safe, easier to access, and provide for swimming and drinking water, weed and pest free and no decline in water quality in 10 years.	
Hauraki	d) Freshwater is clean and accessible to provide for a range of values and uses, including drinking, swimming, mahinga kai ¹⁷ and other traditional and customary practices.	
Coromandel	b) Freshwater is clean, safe for drinking and contact recreation, swimmable, supports sustainable food harvest, and water supply is secure, for all species and for future generations.	

"Wetlands"		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	No clear equivalent.	No changes for consistency suggested
West Coast	No clear equivalent.	
Waipā	g) Existing wetlands are restored and protected and new wetlands are created to improve indigenous biodiversity and water quality.	
Upper Waikato	No clear equivalent.	
Middle Waikato	No clear equivalent.	
Lower Waikato	f) Wetlands area has been increased and provides safe habitat for wetland birds to thrive; increased freshwater species, and access to mahinga kai.	
Hauraki	h) 90% of existing wetlands and wetland tuna populations are restored. Also refer to part of clause (f) above in the "fisheries and freshwater habitat" table.	

¹⁷ This has been summarised from the Ngati Kea Ngati Tuara Iwi Environmental Management Plan 2016. This statement also applies in Upper Waikato, consider adding to that LTV.

Coromandel	No clear equivalent.	
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"Riparian"		
FMU	Relevant Clause	Suggested wording for consistency
Lake Taupō	No clear equivalent.	<p>No changes for consistency suggested</p> <p>Consider how "waterways" and "water bodies" are being used in these visions and whether there is a need for consistency.</p>
West Coast	h) By 2034, waterways are clean, provide a safe habitat for all wetland birds free of predators and riparian margins are managed by removing pest willows, fencing and replanting with native species to support a thriving environment.	
Waipā	No clear equivalent.	
Upper Waikato	i) Riparian areas are planted and rubbish is removed from waterways.	
Middle Waikato	No clear equivalent.	
Lower Waikato	No clear equivalent.	
Hauraki	j) Riparian planting of all waterways including with appropriate types of emerging forest around all water bodies is achieved by 2034 with developed forest around all water bodies and covering catchments by 2074.	
Coromandel	e) Waterways have a riparian strip of native flora, contain corridors for native bird and insects and are aesthetically pleasing by 2034.	