

# Appendix A

**Rangitāne o Manawatū Cultural Impact  
Assessment**

**Rangitāne o Manawatū**

**Cultural Impact Assessment**

**FOR PALMERSTON NORTH CITY COUNCIL**

**DATE: MAY 2022**

**TE UTANGANUI**

KIWIRAIL REGIONAL FREIGHT HUB



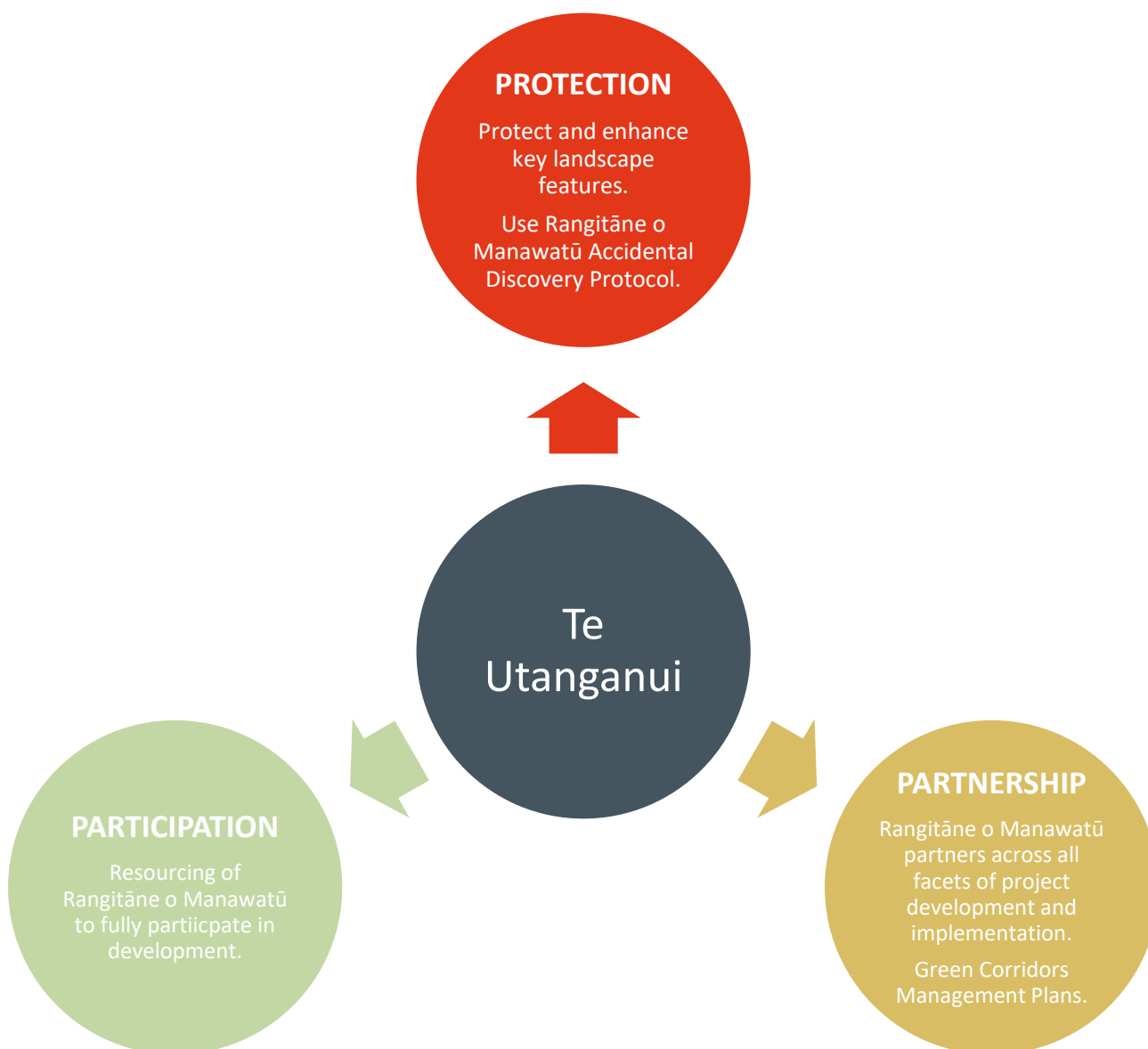
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# 1 Executive Summary

## 1.1 Key Findings

Rangitāne aspirations for Te Utanganui can be defined using the three key principles of Te Tiriti o Waitangi: Protection, Partnership and Participation.



## 1.2 Introduction

Following the announcement of the KiwiRail Regional Freight Hub and ongoing investigations by Waka Kotahi regarding the Regional Freight Ring Road, CEDA and PNCC turned their attention to a collaborative exercise that sought to ensure the KiwiRail Regional Freight Hub contributed to the development of a nationally significant, integrated multi-modal freight and distribution hub that offered more than just co-location benefits for freight operators.

PNCC has put together a multi-disciplinary team to determine the way in which development of the area should occur. This includes Rangitāne as Treaty Partners and technical experts in this process.

Rangitāne are working alongside PNCC to deliver an integrated, holistic approach for Te Utanganui at a number of levels and this CIA is another level of RoM involvement. To ensure the PNCC project team deliver a culturally responsive solution, a comprehensive Cultural Impact Assessment (CIA) has been commissioned to guide the environmental development of the Project.

The aim is that the project will reflect both PNCC and Rangitāne aspirations a focus on amenity, Whānau Ora, Te Mana o te Wai, and respect for the natural landscape.

We have also included as an appendix the submission we did for the Kiwirail Hub which also supports our approach set out in this CIA.

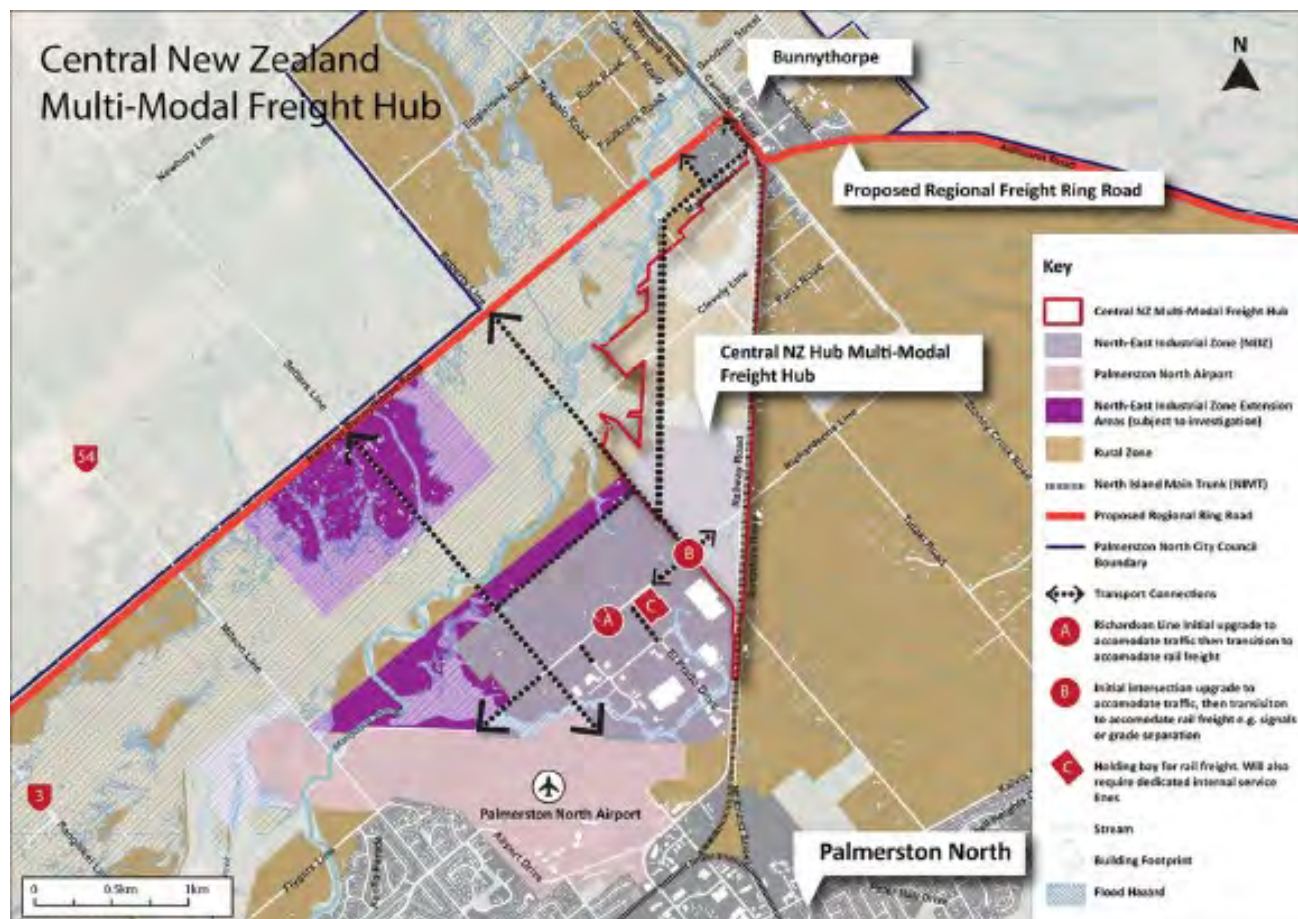


Figure 1: CNZDH and PNITI Master Plan Brief – October 2021

Rangitāne CIA includes the following information:

- A brief history of Rangitāne as mana whenua within the Manawatū;
- Features associated with Rangitāne and Te Utanganui: These include (but are not limited to) transport pathways, settlements and pā, wāhi tapū and resource collecting areas;
- The relationship of Rangitāne with different parts of our environment, in particular the Manawatū Awa, Awapuni Lagoon, Mangaone Stream and whenua;
- Rangitānenuirawa, tikanga and values;
- Express preferences for how the whenua needs shall be managed in the future in order to be consistent with Rangitāne aspirations for Te Utanganui; and
- Key elements that need to be part of the development that will support Rangitāne Whānau Ora outcomes.

### 1.3 Whānau Ora Assessment

Rangitāne apply their values against the Whānau Ora Outcomes Framework within the Te Utanganui project context. Whānau Ora simply translates to “family health” And health in its widest context. The philosophy is based on a set of consistent whānau ora-focused outcomes and is a framework for assessing the success of projects and directing project actions. Whānau Ora was born in response to the recognition that standard ways of delivering social and health services was not working and outcomes, particularly for Māori, were not improving. In 2010 Whānau Ora was launched as an innovative pathway to support wellbeing and development.

In 2015 a Whānau Ora Partnership Group made up of six Iwi and six Crown representatives was established. This group provided a strategic oversight and advised the Minister for Whānau Ora. The Whānau Ora Outcomes Framework, agreed by the Partnership Group, is the principle measurement for indicating success.

The framework sets out seven outcome areas that can be applied in any setting, to achieve improvements over the short, medium and long-term. Rangitāne mātauranga understands that health and wellbeing are intrinsically linked to the health of the taiao, or environment. Therefore the aspiration to deliver the Whānau Ora Outcomes Framework within a planning context, merging contemporary health and environmental disciplines, was born.

Whānau Ora allows for iterative decision-making with outcomes that support an indigenous world view. The approach moves away from focusing on bottom lines often used in planning decision-making, to supporting aspirations instead.

Whānau Ora is being met when whānau are:



self-managing and empowered leaders;



living healthy lifestyles;



confidently participating in te ao Māori (the Māori world);



participating fully in society;



are economically secure and successfully involved in wealth creation;



cohesive, resilient and nurturing; and



are responsible stewards for their natural and living environments.

This document builds on the Rangitāne Environmental Management Plan.

## 2 Rangitāne o Manawatū

### 2.1 Whakapapa

Ancestors of Rangitāne arrived in Aotearoa aboard the Kurahaupō waka over 30 generations ago. Whatonga was a captain of the waka and is the eponymous ancestor whom the people of Rangitāne trace their lineage. He settled in the Heretaunga area (Hawkes Bay) and explored a large part of Aotearoa. Rangitāne was the grandson of Whatonga whose descendants occupy the Manawatū and other areas of the lower North Island and the top of the South Island today. At the turn of the 19th century Rangitāne and Rangitāne whānaunga held mana over nearly the entire drainage basin of the Manawatū River (Manawatū Awa) for many hundreds of years.

Life centred around the Manawatū Awa, its tributaries, lakes and wetlands, which came Whānau, Hapū, Iwi

Traditional entry to the Manawatū interior was gained by paddling and poling waka along the Manawatū Awa. At each major river bend a permanent or seasonal village or pā existed within Rangitāne history<sup>1,2</sup>. The awa linked family groups (hapū) together, to form who we now know as Rangitāne o Manawatū. Rangitāne is a collective of six different hapū. Hapū members work closely together and each hapū has a representative on the Rangitāne o Manawatū Settlement Trust. This collaboration forms one avenue of mandate for Rangitāne as an iwi authority<sup>3,4</sup>.

1 Taylor & Sutton (1999). Inventory of Rangitāne Heritage sites in Palmerston North City, 1999. Palmerston North City Council.

2 Tanenuiarangi Manawatū Inc (1999). Rangitāne Mahinga Kai Project. Palmerston North.

3 Treaty of Waitangi Claims: Wai 182 the Manawatū Claim. Retrieved on June 1st, 2021 from <https://www.tmi.maori.nz/Treaty.aspx>

4 Rangitāne o Manawatū: Deed of Settlement documents (2021). Retrieved on June 1st, 2021 from <https://www.govt.nz/browse/history-culture-and-heritage/treaty-settlements/find-a-treaty-settlement/Rangitāne-o-Manawatū/>



The six hapū are set out below in no particular order, their collective area of interest is pictured in Figure 2.

### **Ngāti Mairehau (also known as Ngai Tuahuriri)**

Descend from the land on the east bank of the Manawatū Awa between Turitea and Tokomaru, including over the Tararua Ranges to Pahiatua.

### **Ngāti Te Kapuarangi**

Descend from the land surrounding the current city of Palmerston North.

### **Ngāti Hineaute**

Descend from the land above Te Apiti to the northern area of Palmerston North City.

### **Ngāti Rangitepaia (also known as Ngāti Rangi)**

Descend from the land from the southern area of the city to the confluence of the Oroua and Manawatū Awa.

### **Ngāti Rangiaranaki**

Descend from the land above Te Apiti to Palmerston North City with Ngāti Hineaute.

### **Ngāti Taurira, a Rangitāne (Ngāti Apa hapū)**

Descend from the land around the upper Oroua River between Ohungarea and Awahuri.

Rangitāne maintain further resource collection areas shared with Ngāti Apa including coastal areas, and in the upper catchments of the Oroua and Pohangina Rivers.

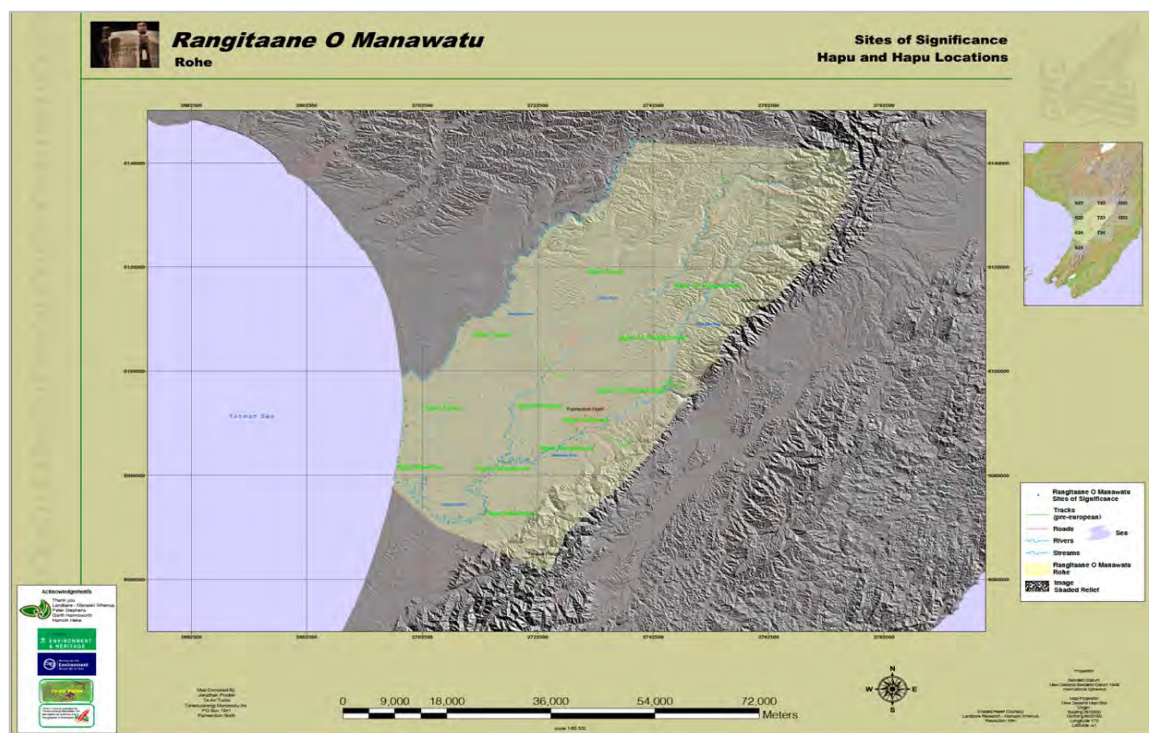


Figure 2: Rangitāne o Manawatū area of interest

## 2.2 Wāhi tapū

Wāhi tapu are sacred places of whenua (land) and natural features important to Māori in the traditional, spiritual, ritualistic and mythological sense.

Rangitāne maintain the knowledge and relationship with hundreds of wāhi tapu across the Manawatū. They are highly interconnected features generating connection to the landscape, waterways and moana. These wāhi tapu support Rangitāne position as mana whenua in the Manawatū; manifesting a link between the past and present, Rangitāne ancestors, and the surrounding landscape<sup>5</sup>. Wāhi tapu are an imprint of Rangitāne on the whenua, and they include but are not limited to:

- urupā ie burial grounds;
- places where significant ancestors lived and/or died;
- locations where significant events occurred (both battle grounds and peace-making sites);
- traditional travelling tracks;

<sup>5</sup> Procter, J.P. (2021). Rangitāne o Manawatū GIS dataset. Confidential collection.

- resource collecting areas;
- cultivation clearings;
- ritualistic areas;
- temporary and permanent shelters;
- fortified pā sites;
- entry to the realms of kaitiaki and taniwha;
- mountains and mountain peaks; and
- rivers, wetlands, lakes and forest areas.
- Habitat of taonga (indigenous) species

The importance of wāhi tapu does not diminish with the passing of time or succession of generations and their status has not been overturned by Crown policy. Rangitāne wāhi tapu exist today even though deforestation, drainage and stop-banking schemes may have removed their physical evidence. Rangitāne remain mana whenua within the Manawatū today through their continued connection with the awa, whenua and moana.

Following sections will outline wāhi tapu within the Te Utanganui area, including a brief history of how they came to be named and their existing values.

### 3 Te Utanganui

Te Utanganui has been gifted as the project name by Rangitāne leaders. Te Utanganui: in its most simplistic meaning: **Inland Port**, of transient goods moving in and then out again.

### 3.1 Mangaone



Figure 3: J. T. Stewart hand drawn map of the proposed location of Palmerston North within the Papaioea clearing. Awapuni Lagoon and the original Mangaone Stream channel can be identified in the west.

Mangaone is a branch of the Manawatū, named for the characteristics of the stream bed being sandy.

A major diversion took place in 1907 redirecting the traditional path of the Mangaone into Awapuni, carving a channel to the Manawatū. The drainage project opened the way for extensive deforestation, while the new Mangaone Stream channel was progressively claimed by urban development and upper catchment for agriculture in the following decades. The flow regime today is flashy. Sediment laden flood waters rise quickly and pose a threat to the western suburbs of Palmerston North. Climate change will enhance the flood risk in the coming years.

The waterways are primarily managed as stormwater conveyance systems. Urban pollution issues include sedimentation, petrochemicals, heavy metals, plastic pollution, e.coli loading and decaying green waste. All of which result in the diminishment of the life force (the Mauri) all impacting ecological health of all communities along or in that waterway. It is critical for Rangitāne that these issues are either avoided and off set no matter the cost in the Te Utanganui development and any greenfield expansion in the area must be regenerative. This becomes more critical with 170ha of whenua subject to this development that will have no life supporting capacity and will remain in that state for the duration of the operation of the rail hub. This will have ongoing implications for

RoM cultural values for not only the whenua, awa and hau takiwā, but for the whanau that live in the area and are sustained by the hikoi a mauri for generations to come.

## **3.2 Findspots**

A findspot is the location where an artefact was found, Rangitāne have recorded findspots near the development site that include adze and patu that indicate a resource harvesting area within close proximity.

## 4 The Whānau Ora Framework and Te Utanganui

Rangitāne apply their values against the Whānau Ora Framework within the context of Te Utanganui, including recommendations on how to achieve each of the key outcomes. Each recommendation is given a traffic light score to describe the current state of development and directs work over the coming 12 months (Figure 7). Ideally each of the scores will be green upon commencement of the development.

Needs development	
Underway	
Achieving Key Outcomes	

Figure 4: Traffic light scores



### 4.1 Rangatiratanga- self-managing and empowered leaders

Tino rangatiratanga is absolute sovereignty and self-determination, having ownership, rights and control of Rangitāne lands, waters, and taonga. Article Two of Te Tiriti o Waitangi guarantees Rangitāne tino rangatiratanga, which is fundamental to wellbeing. Put simply, by Article Two the Crown promises that Rangitāne will have the right to make decisions over resources and taonga which they wish to retain.

Key Outcomes	Giving effect to these Outcomes	Giving effect to these Outcomes within Te Utanganui	
Rangitāne exercise Tino Rangatiratanga by collaborating in planning and governance within their rohe	Councils resource Rangitāne as a Treaty Partner to participate meaningfully and early in planning phase.	Rangitāne have been resourced to participate in Te Utanganui planning at a governance and technical advisory level. It will be imperative that this support is ongoing throughout the development at both governance and operational levels.	
	Technical advisors should have knowledge in te mana o te wai and understand a Māori worldview.	Te Ao Māori is based on the holistic principle that all elements are interrelated. Every part of the environment understood to have a common genealogy, descending from a common ancestor. Te Mana o te Wai and other policies in the NPSFM prioritise this worldview and must be applied by mana whenua and councils in their local context. The landscape approach to Te Utanganui must be built around giving effect to Te Mana o te Wai and ki uta ki tai, approaches supported by a Māori worldview. Thus, decision makers must be skilled in their understanding of Te Ao Māori and Te Mana o te Wai to give effect to these policies.	
	Rangitāne tikanga is understood and incorporated into plan changes.	Taonga are tangible and intangible components of Te Ao Māori. Taonga are anything that is of value or treasured including places, people, language, objects, flora and fauna. They are to be cherished, protected and enhanced. Tikanga must be set around the following taonga: a) e Ranginui, e Papatuanuku; b) Nga atua; c) Whenua, Te taperenui a Whatonga; d) Awa Manawatū; e) Awa Mangaone; f) Kaianga Te Papaieoia; g) Te Taiao Turoa He tuakana/taina; and h) Iwi/whanau/hapu. Tikanga is built into the landscape approach. Next steps include recognition in the planning provisions that are to be developed.	

RoM are aware of their interests in natural resources and have a clear idea of their opportunities, rights and responsibilities.	Impacts on Rangitāne wāhi tapu and taonga are avoided, reduced, mitigated and offset as decided by Rangitāne.	To achieve planning provisions relating to protection of wāhi tapu afforded within the Resource Management Act the technical design team must work closely to provide quality information to Rangitāne representatives. Rangitāne in return will be responsive to requests for information including appropriate ways values associated with wāhi tapu can be provided for within planning provisions.	
	Notification preclusion clauses relating to Rangitāne are avoided in Planning & Development.	Rangitāne have an existed unbroken connection within the te Taperenui a Whatonga/Manawatū landscape going back hundreds of years and will continue to be affected by this development for ever more. Thus, planning provisions that lock Rangitāne out of the planning, construction, and mitigation processes as an affected party shall be avoided and ways to enable their participation promoted.	
	Rangitāne Accidental Discovery Protocol (ADP) is included in earthworks consents	Tikanga requirements must be honoured as accidental finds are uncovered. Rangitāne consider the potential recovery of taonga tuturu are minimal.	



## 4.2 Tiaki Taiao- Responsible stewards of their natural environment

Kaitiakitanga is the act of stewardship. The process and practices mana whenua undertake to use, protect and celebrate the environment include cultural monitoring, environmental education and restoration, mahi toi, celebrations, ceremonies and karakia, participation in planning and RMA matters, management partnerships and co-governance agreements.

Key Outcomes	Giving Effect to Outcomes	Giving effect to these Outcomes within Te Utanganui	
Whānau exercise Rangitānenuirawa and kaitiakitanga over their natural environment and waterways, protecting the environment for future generations.	A CIA is required to support the development project. However, input will not be limited to the provision of this document, there must be a tangible workstream developed eith RoM kaimahi	A CIA will ensure cultural effects are recognised, provided for and mitigations are undertaken.. The CIA must be undertaken by or in partnership with Rangitāne whos shall decide the approach and will assess at a minimum the seven Whānau Ora Outcome principles and how the development contributes to protecting Te Mana o te Wai.	
	Develop biodiversity restoration and implementation objectives for Mangaone Stream.	Cultural-Environmental objectives shall be incorporated in partnership with Rangitāne through their Environmental Centre and promote	



	<p>Indigenous planting will use ecologically and culturally sourced seeds provided and installed by Rangitāne and incorporate traditional plant species used for rongoā and Rangitāne customary use.</p> <p>As partners in this process RoM shall be resourced to undertake the land rehabilitation required to meet the above objectives</p>	<p>the use of Rangitāne mātauranga through the use of RoM kaimahi.</p>	
	<p>Where it is unavoidable to mitigate all the effects, pollution limits are set for key urban stream pollutants including but not limited to heavy metals, turbidity, algae growth, e.coli and plastics. Limits must protect safe access to mahinga kai, and the recovery of mahinga kai populations.</p>	<p>The mana and qualities of wai must be protected at all costs as part of the the Te Utanganui development. This will ensure the development is completed in a sustainable manner.</p> <p><i>“Kei te ora te wai, kei te ora te whenua, kei te ora te tangata”</i></p> <p>Rangitāne are looking to understand how monitoring and maintenance of stormwater will be managed in the future and ensure it meets our aspirations. This kaupapa is developed and approved in partnership with Rangitāne.</p>	
	<p>Rivers and streams need room to move. Stop banks and riparian corridor fences require widening and streams need revegetating. Re-naturalisation goes some way towards restoring the mauri/life force of waterways.</p>	<p>The character and history of natural stream meanders and oxbow lagoons within Te Utanganui must be acknowledged and protected in the design of stormwater corridors.</p> <p>An ecological restoration plan must be developed, approved, and implemented in partnership with Rangitāne.</p>	
	<p>Fish barriers are systematically accessed and where necessary designed, so that all new stream and river works require allowance for fish passage and safe-haven in partnership with Rangitāne.</p>	<p>Crossing points over stormwater channels and green corridors shall be limited and crossings designed in partnership with Rangitāne to allow for fish passage and refugia in times of low or no flow. Crossings in order preference include:</p> <ol style="list-style-type: none"> <li>1- Bridges;</li> <li>2- Single culverts with simulated stream properties;</li> <li>3- Double culverts and weirs are less preferable;and</li> <li>4- Weirs must be designed in partnership with Rangitāne with a fish passage bypass.</li> </ol>	

	Appropriate light-scapes are required in new projects and upgraded in existing projects to protect taonga in natural and cultural areas in partnership with Rangitāne.	The sound and light scape will change as a result of the development. Large light infrastructure should be avoided adjacent to stormwater systems and green corridors.	
<u>Ki uta ki tai</u> is a whole-of-landscape approach, understanding and managing interconnected resources and ecosystems from the mountains to the sea.	Rangitāne and PNCC work collaboratively to structure and plan for future growth and appropriate use of local landscapes by employing ki uta ki tai.	Ki uta ki tai is fully captured within the Te Utanganui Development Plan stormwater and strategy. Ensuring its execution throughout the lifetime of the development is critical to Rangitāne.	
	Wetlands of scale need developing in partnership with Rangitāne, in regionally strategic locations to protect urban and rural water quality and provide for biodiversity. Establish wetland nodes within all urban suburbs to treat stormwater.	The stormwater strategy is critical to achieving Rangitāne aspirations for Te Utanganui. A Cultural-Ecological Management Plan to have input and approval by Rangitāne must include descriptions on how they will give effect to: <ul style="list-style-type: none"> <li>- Ki uta ki tai;</li> <li>- Manaakitanga;</li> <li>- Kaitiakitanga;</li> <li>- And Rangitāne mātauranga (Rangitānenuirawa).</li> </ul>	
	Habitats of significance must be protected and enhanced in partnership with Rangitāne.	All existing open water habitats must be preserved and enhanced. Enhancement should include at least 20 metres of indigenous planted riparian buffer and a minimum of 50 metres between the feature and built infrastructure. Some existing hedging may need to be retained to allow protection from wind and full sun as ecological areas are restored.	



### 4.3 Hauoranga- Leading Healthy Lifestyles

Hauoranga outcomes are dedicated to ensuring that that Te Whare Tapa Wha whanau spiritual, mental, physical and emotional wellbeing is provided for and is integrated within planning. Whānau should be able to safely access the landscapes and waters that their tupuna once could allowing them to practice their culture and provide for their tikanga.

Key Outcomes	Giving effect to these Outcomes	Giving effect to these Outcomes within the Te Utanganui development	
Whānau are able to support their hinengaro, wairua and physical wellbeing.	<p>Shared use pathways, bus and transport routes, schools, employment hubs, and natural spaces link in a safe and integrated manner.</p> <p>Development of Mahinga/rongoa kai areas must be developed in line with any offset required. (This is linked to paroitanga below).</p> <p>(NB; these may be off site but resourced by Utanganui over the lifetime of its use).</p>	<p>Primary cycling and walking pathways connecting through Te Utanganui should be designed separate from the road corridor wherever possible.</p> <p>Offset mitigation area may be needed to satisfy RoM cultural concerns to enable access for whanau to kai or rongoa resources which may not be viable within the Utanganui footprint.</p>	
	<p>Rangitāne whānau are supported to undertake karakia and other aspects of tikanga such as place tapu and rāhui, for projects of significance to them within their rohe.</p>	<p>Wairuatanga is the recognition of the interconnectedness of physical and spiritual dimensions. It is the energy force that connects all aspects of life including the environment. Mana whenua continue to support and uplift the essence of wairuatanga through karakia, rituals and cultural practices. The development of a wairuatanga process in both the construction and ongoing operation of utanganui will benefit from its inclusion.</p>	



#### 4.4 Kotahitanga- Participating fully in society

Whānau need access to warm, dry, affordable housing and quality education to be able to participate fully in society and reach their potential.

Key Outcomes	Giving Effect to the Outcomes	Giving effect to these Outcomes within Te Utanganui	
Whānau housing within location are safe from potential hazards due to developments.	Housing is safe from natural hazards.	Rangitāne would like more detail on flood and liquefaction risk including how plan change rules engineering rules will protect surrounding housing against potential adverse events.	



## 4.5 Tuakiritanga- Confidently participating in Te Ao Māori

Whānau wellbeing is strengthened by exploration of Māori values and participation in Māori spaces. The contribution of mahi toi signage, art and information by Rangitāne contributes to the visibility of te ao Māori and te reo Māori in the wider community.

Key Outcomes	Giving Effect to these Outcomes	Giving effect to these Outcomes within Te Utanganui	
Māori Language and Rangitāne history is visible and celebrated in the wider community.	Te Reo is included in signage or replaces English.	To be considered in the Cultural-Ecological Design Framework.	
	Councils prioritise signage, information boards and mahi toi within recreation areas to share Rangitāne values and relationships with the land and waterways.	To be considered in the Cultural-Ecological Design Framework and Management Plans proposal. Mahi toi opportunities can be used in pathway design schools, natural and community spaces with Rangitāne.	
	Developers work in partnership with Rangitāne to identify original place names, values, significant sites and as projects progress.	Rangitāne have shared a number of presentations and undertaken reports to detail wāhi tapu, traditional names and sites in Te Utanganui area. These values must be considered and provided for through the CIA process during subdivision.	



## 4.6 Pukenga Rawa- Economically Secure and successfully involved in wealth creation

Māori economic development is traditionally viewed alongside, rather than separate to, social and cultural development. Whānau Ora is consistent with this view. Rangitāne economic development has an intergenerational outlook with long-term planning horizons to support future generations. A future focus implies building a sustainable economy and ensuring that it is accompanied by environmental health and cultural integrity.

Key Outcomes	Giving Effect to Outcomes	Giving effect to these Outcomes within Te Utanganui	
Whānau business leaders are innovative, entrepreneurial, and successful.	Education and business opportunities are enabled through revitalisation of natural areas.	There should be significant investment in the revitalisation of urban green spaces.	
	A Māori procurement pathway is supported by Council in partnership with Rangitāne to promote Rangitāne Procurement Business and Employment Opportunities.	To be considered through Rangitāne-PNCC Treaty Partnership and Memorandum of Understanding and as part of the wider Te Utanganui development.  Rangitāne to participate in business procurement opportunities such as Kahuku Enterprises and employment opportunities that may unfold so that Rangitāne businesses can become key contractors to PNCC in the procurement space. Also as sub-contractors to the project directly.	



## 4.7 Pāporitanga- Cohesive, Resilient, Nurturing

Key Outcomes	Giving Effect to Outcomes	Giving effect to these Outcomes within Te Utanganui	
Local Food Resiliency	Kai Forests are encouraged that support access to traditional food.  Rongoa and mahinga kai area (as above) must feature in the process and development and operation of Utanganui.	Manaakitanga is the way in which care, generosity, and respect is expressed towards manuhiri (guests) at the marae, within papa kainga, and towards the environment and atua. Mana of people and places is uplifted when people behave in a manner that aligns with their collective values.  Providing wild and cultivated kai within reserves or appropriate areas to support Rangitāne pātaka kai (food bank) initiatives and to support wider food resilience within our communities is a meaningful way to invest in manaakitanga.	

## 5 Next steps

Rangitāne have described their aspirations based around partnership, participation and protection, for the way in which the development of Te Utanganui should occur. There are recommendations that will support the achievement of our aspirations and suggested management mechanisms that will avoid, mitigate and manage potential adverse effects of urban development on their values.

PNCC must meet with Rangitāne technical experts to discuss the CIA and ensure any key objectives are agreed upon and initiated.

Rangitāne look forward to walking alongside Council as Treaty partners as we move through to development and implementation of Te Utanganui.

VERSION	DATE	REVIEWER	COMMENTS
1	12 May 2022	Paul Horton	Approved
2	13 May 2022	Danielle Harris	Approved
3	16 May 2022	Deb Te Puni	Approved
4			

# APPENDIX 1

## **KiwiRail Freight Hub Submission**

**Form 21 – Submission on a Notice of requirement from KiwiRail Holdings Limited for a designation to accommodate a new regional freight hub**

**To:**

Palmerston North City Council

Private Bag 11-034

Palmerston North 4410

ATTENTION: Democracy & Governance Manager

**Submitter:**

Te Ao Turoa Environmental Centre/Bestcare Whakapai Hauora Charitable Trust

Mandated Iwi Authority for Rangitāne o Manawatū

140-148 Maxwells Line, Awapuni

Palmerston North

Attention: Jonathan Procter

Email: [J.N.Procter@massey.ac.nz](mailto:J.N.Procter@massey.ac.nz)

Phone: 021 634 488

**MY SUBMISSION IS:**

**Introduction: Rangitāne o Manawatū**

Ancestors of Rangitāne o Manawatū arrived in Aotearoa aboard the Kurahaupō waka over 30 generations ago. Whatonga, who was a captain of the waka, settled in



Heretaunga (Hawkes Bay) and explored a large part of Aotearoa. Whatonga is the eponymous ancestor whom the people of Rangitāne o Manawatū trace their lineage. Rangitāne was the grandson of Whatonga whose descendants occupy the Manawatū and other areas of the lower North Island and the top of the South Island today. At the turn of the 19<sup>th</sup> century Rangitāne and Rangitāne whānaunga had held mana over nearly the entire drainage basin of the Manawatū River for many hundreds of years. Life centred around the Manawatū River and its tributaries which came to shape the worldview of Rangitāne. Thus the naming of the Manawatū River and its creation feature prominently in Rangitāne lore. This mātauranga links Rangitāne o Manawatū to the world creating an inseparable bond and a responsibility to protect the environment physically and metaphysically in its widest sense from misuse and further degradation.

Rangitāne o Manawatū have been mana whenua for hundreds of years, thus have a deep connection to the life-giving land and waters of the Manawatū and an obligation to ensure kaitiakitanga; protecting, enhancing and restoring the mauri for future generations.

Rangitāne o Manawatū is a collective of six hapū. The Leaders within the hapū work closely together and each hapū has a place on the Rangitāne o Manawatū Treaty Settlement Trust. This collaboration forms the mandate for Rangitāne o Manawatū as the iwi authority. Rangitāne o Manawatū signed their Treaty Settlement in 2016 and hold a statutory acknowledgement over the Manawatū River and its tributaries including the Mangaone Stream.

### **Summary of Rangitāne concerns**

The Kiwirail Freight Hub Project will have significant impacts on Rangitāne o Manawatū as a result of adverse effects on the environment, in particular in the following areas

- Sediment discharges and erosion
- Stormwater discharges (water quality and quantity)
- Freshwater and terrestrial ecology
- Landscape
- Design

- Archaeological Management
- Flooding
- The relationship of Rangitāne o Manawatū and our culture and traditions with land, water, sites, wāhi tapu and other taonga

**THE SPECIFIC PARTS OF THE PROPOSAL THAT MY SUBMISSION RELATE TO ARE:**

Sub-part 3.5(4) of the National Policy Statement for Freshwater Management 2020 provides direction to territorial authorities to ensure integrated management of freshwater. The proposed Freight Hub is a form of urban development in Rangitāne o Manawatū opinion, and the NPSFM 2020 should be had regard to, including consideration of how the proposal will contribute to Te Mana o te Wai.

(a) ***Mana whakahaere***: the power, authority, and obligations of tangata whenua to make decisions that maintain, protect, and sustain the health and well-being of, and their relationship with, freshwater.

Also note Chapter 2 of the One Plan, Objective 2-1: a. To have regard to the mauri of natural and physical resources to enable hapū and iwi to provide for their social, economic and cultural wellbeing.

Rangitāne o Manawatū understand that two tributaries of the Mangaone Stream will be destroyed as a result of the Railhub project. It must be recognised that these waterways have mauri and support life. They also have the potential to be restored to high ecological value in the future, a potential which will be lost as a result of the project. The waterways are not simple low-value degraded farm drains but the headwaters and life blood of the Mangaone Stream, which has great significance to Rangitāne o Manawatū for mahinga kai, ceremonies and bathing.

## **Relief sought**

- 1) To protect te Mana Whakahaere of Rangitāne o Manawatū, Rangitāne strong preference is that the Freight Hub is re-designed so that major modifications to the Mangaone Stream tributaries are avoided.
- 2) If those impacts cannot be avoided through redesign, the project must ensure that the impacts on these waterways is properly and comprehensively offset and, where offsetting is not possible, compensated for, in consultation with Rangitāne o Manawatū, using a robust habitat and biodiversity accounting model.
- 3) That Kiwirail commission a Cultural Impact Assessment so that Rangitāne o Manawatū has the opportunity to explore the impact on whenua and wai fully.

**(b) Kaitiakitanga:** the obligation of tangata whenua to preserve, restore, enhance, and sustainably use freshwater for the benefit of present and future generations.

Also relevant to kaitiakitanga are:

- Section 6 Matters of National Importance in the Resource Management Act (RMA)
  - (e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga;
- Section 7(a) Kaitiakitanga and;
- Chapter 2 of the One Plan, Objective 2-1: b. Kaitiakitanga must be given particular regard and the relationship of hapū and iwi with their ancestral lands, water, sites, wāhi tapu and other taonga (including wāhi tupuna) must be recognised and provided for through resource management processes.

Rangitāne o Manawatū are kaitiaki of their rohe (the Manawatū area), water and indigenous taonga species. They have the responsibility to future generations to protect and enhance mahinga kai stocks, protect the intrinsic values of indigenous species, and the quality of water in the Manawatū.

It is of great concern to Rangitāne that thorough ecological investigations were not carried out across the entire project area. A designation cannot be granted without fully understanding the effects on Rangitāne o Manawatū taonga. Rangitāne o Manawatū must know what taonga species and endangered indigenous species are using the project area for parts or all of their life cycles.

***Relief sought***

- 1) KiwiRail must complete comprehensive ecological surveys for all types of native lizards, birds, bats, terrestrial invertebrates, freshwater communities, wetlands and indigenous vegetation. Ecological surveys must be undertaken across the entire project area because many indigenous taonga such as lizards, birds, and tuna thrive in agricultural and forestry environments.
- 2) The project must ensure that the impacts on all taonga species is properly reduced, mitigated, offset and, where appropriate, compensated for, in consultation with Rangitāne o Manawatū, using a robust habitat and biodiversity accounting model.
- 3) To ensure accidental wildlife deaths are avoided and Kaitiakitanga is upheld, the project must undertake onsite wildlife salvage under the supervision of a suitably qualified person during the following activities:
  - a) During all and any work in freshwater bodies, including wetlands
  - b) During removal of any woody vegetation
- 4) Aquatic wildlife must be translocated to the Mangaone Stream, and terrestrial wildlife to a location suitably protected from predators and of similar habitat to which the individual was found.
- 5) To ensure accidental wildlife deaths are avoided and Kaitiakitanga is upheld the project must undertake pre works wildlife surveys under the supervision of a suitably qualified person for indigenous nesting birds in the following areas:
  - a) Rank grass
  - b) Clearance of woody vegetation
  - c) Within 20 meters of riparian areas of streams and wetlands

d) Within wetlands

If active nests are found, then a 30 meter exclusion zone must be in place until the birds have fledged.

(c) **Manaakitanga:** the process by which tangata whenua show respect, generosity, and care for freshwater and for others.

Rangitāne o Manawatū are incredibly concerned about the impact the Freight Hub project will have on water quality both during construction and as a result of on-going operation. Addressing these potential effects is a critical part of the overall design of the proposal and effective integrated management, and shouldn't be left as a future regional consenting consideration.

High quality erosion and sediment control is extremely important to protect freshwater bodies from sedimentation. Rangitāne o Manawatū recognise the Mangaone is naturally a soft bottomed stream but are concerned the project could create unnatural levels of sedimentation in the Mangaone Stream. The disturbance of agricultural soils to build the project could also send high levels of nutrients to the stream promoting anoxic events and algal blooms.

**Relief sought**

- 1) Rangitāne o Manawatū must see that Kiwirail have undertaken high quality baseline surveys along the Mangaone Stream from above the project area to the confluence of the Mangaone Stream with the Manawatū River. The surveys must measure macrophyte species and abundance, periphyton abundance and bed sedimentation/sediment deposition rates using at least two different techniques. Freshwater monitoring must continue for the duration of the project and beyond.
- 2) To ensure we are showing manaakitanga and kaitiakitanga over our waterways Rangitāne o Manawatū request Kiwirail undertake the following:
  - a) Install two turbidity monitors on high-risk Sediment Retention Ponds to demonstrate how effective pond treatment is.

- b) A treatment efficiency standard is imposed on sediment treatment devices
- c) The installation of all sediment treatment devices is overseen by at least two suitably qualified persons and undertaken in consultation with Rangitāne o Manawatū.
- d) Works do not occur within winter months
- e) Rangitāne o Manawatū kaitiaki (cultural monitors) are required to oversee earthworks, ecology works and archaeology

Rangitāne o Manawatū are currently undertaking a project to monitor tuna in the Mangaone Stream downstream of the Kiwirail development, the iwi have turned up hundreds of eels each monitoring occasion in every 50 meter reach. The stream is a thriving eel fishery for the iwi. Phase two of the project will be to test the eels to ensure they are safe to harvest and eat, in aim of revitalising Rangitāne culture. The act of manaakitanga for the fishery and the iwi must not be compromised by the Railhub. The quality of water discharged from the Kiwirail site over the life of the project and operation is of utmost concern to Rangitāne o Manawatū. Industrial areas such as the proposed Freight Hub discharge heavy metals, hydrocarbons, potentially herbicides and pesticide residues, sediment, macro and micro-plastics. Even in small quantities these pollutants could severely impact the water quality of Mangaone Stream, contaminate tuna, and further alienate Rangitāne o Manawatū from their absolute taonga.

### ***Relief sought***

At a minimum the following provisions must be put in place to protect water quality:

- 1) Macro plastic AND microplastic filters must be imposed on every manhole and drainage hole in the Rail hub designation.
- 2) Macro and micro plastics must be monitored annually within the Mangaone Stream and discharge points for the whole lifespan of the Kiwirail operations.
- 3) A treatment train to remove all heavy metals and hydrocarbons.
- 4) Monitoring, maintenance and further treatment option loops are put in place and assessed at least annually to ensure the Kiwirail Freight Hub

are not discharging water contaminated with heavy metals, hydrocarbons and any other contaminants.

- 5) Ecological treatment wetlands must be used as a final method to restore mauri to the treated water, prior to discharge to the Mangaone Stream.

Rangitāne o Manawatū are also concerned that the development of the Kiwirail project will increase flooding risk in Palmerston North.

### ***Relief sought***

To show manaakitanga for our community downstream Kiwirail must ensure that the Rail hub project is hydraulically neutral; that is, stormwater water is held in storage wetlands and released at a slow rate only after peak flood flow has passed. It cannot be discharged at a greater rate than natural and should aim to provide stormwater buffering over and above natural levels.

- (d) **Governance:** the responsibility of those with authority for making decisions about freshwater to do so in a way that prioritises the health and well-being of freshwater now and into the future.

The panel of commissioners for the Kiwirail Freight Hub Project and Palmerston North City Council have the obligation to prioritise the evidence contained within this submission. The National Policy Statement for Freshwater Management 2020 is a live document with strong direction on the requirement to protect the fundamental importance of Te Mana o te Wai. Section 6(e) The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga; s7a Kaitiakitanga; and s8 Treaty of Waitangi exist to because we cannot have sustainable management without indigenous partnership and protection of culture.

“There is a hierarchy of obligations in Te Mana o te Wai 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”.

There is clear direction that the health and wellbeing of the Mangaone Stream and ecosystems contained therein is to be prioritised over the ability of people, in this case Kiwirail, to provide for their social and economic priorities now and in the future. To ensure that Te Mana o te Wai, Kaitiakitanga, and Treaty Partnership is recognised in its fullest extent, the advice given by Rangitāne o Manawatū throughout this submission to protect the Managaone Stream must be implemented through the designation. A designation cannot be granted without firm assurance the relationship of Rangitāne and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga will be protected.

(e) **Stewardship:** the obligation of all New Zealanders to manage freshwater in a way that ensures it sustains present and future generations.

Also note

Chapter 2 of the One Plan, Objective 2-1:

*b. Kaitiakitanga must be given particular regard and the relationship of hapū and iwi with their ancestral lands, water, sites, wāhi tapu and other taonga (including wāhi tupuna) must be recognised and provided for through resource management processes.*

Rangitāne o Manawatū are working with Horizons Regional Council and Palmerston North City Council to plan for widening of the Mangaone Stream stop banks and restoration of the lower reaches of the Mangaone Stream. Planting has already begun at the confluence of the Manawatū River and Mangaone, as well as regular tuna monitoring. Te Ao Turoa Environmental Centre hold training days in the Mangaone Stream for Rangatahi (youth) to learn about water quality and ecology. The Mangaone Stream is sustaining economic, social and cultural activities for Palmerston North, these relationships and opportunities are growing for our region and they must not be compromised by the Railhub.



The Mangaone Stream and wider land environments are a set of interlinked wāhi tapu where settlements once dotted the stream banks and trails led through the dense forest. One such track named the Awahuri track started in Whakarongo, traversed the Mangaone Stream and went directly through the project site, to lead off in various directions around Awahuri/Feilding. There are a scatter of accidental archaeological finds relating to Rangitāne surrounding the Freight hub Project area resulting in the risk of archaeological evidence being uncovered as the Freight hub Project progresses.

Rangitāne o Manawatū highlight again the importance of having cultural monitors onsite as the project progresses to oversee the management of water, taonga species and archaeology.

### ***Relief sought***

- 1) Rangitāne o Manawatū iwi leaders require notification of accidental finds, participation in management processes including safe keeping of their taonga/ Tino Rangatiratanga/ sovereignty over archaeology that belongs to their ancestors.
- 2) The provisioning of cultural monitors to oversee earthworks
- 3) The visual impact of the Railhub on Rangitāne o Manawatū use of the wider cultural landscape must be considered through the use of native plantings.

**(f) Care and respect:** the responsibility of all New Zealanders to care for freshwater in providing for the health of the nation.

Also note

Section 8 of the RMA- Treaty of Waitangi: requires that all persons exercising functions and powers under the Resource Management Act take into account the principles of the Treaty of Waitangi.

Section 3 Objective 1 of Palmerston North District Plan- To acknowledge Rangitāne o Manawatū as Tangata Whenua within Palmerston North City, Policy 1. 4 To follow Rangitanenuiarawa in resource management processes which Rangitane o Manawatu are involved in.

Kiwirail have consulted early in the process supporting Rangitāne o Manawatū to participate in the Multi Criteria Analysis to choose the preferred location. Rangitāne are supportive of the location chosen but are concerned that the mauri of the area and ecology has not been properly assessed, protections and long-term monitoring imposed, and sufficient ecological offset and compensation provided.

Since the MCA process there has been a concerning lack of consultation and engagement. As a result, Rangitāne believe we are have not been able to contribute to properly addressing the risk of severely impacting the environment forever more; including wetlands, water quality, flood-risk, habitat, taonga species, mahinga kai and archaeology.

### ***Relief sought***

- 1) Rangitāne o Manawatū recommend an Iwi Working Group is set up to provide oversight of these issues. Rangitāne o Manawatū wish to work with Kiwirail to ensure that effects are managed in a culturally appropriate manner “Rangitānenui-a-rawa” while adhering to best practice throughout the duration of the project and beyond.
- 2) Rangitāne o Manawatū should also sit on the Governance Committee of the project. This is a treaty led approach. This is an approach that would demonstrate Kiwirail take their responsibility as a New Zealand company seriously to protect freshwater for the health of the New Zealand nation.

### **I SEEK THE FOLLOWING RECOMMENDATION OR DECISION FROM THE PALMERSTON NORTH CITY COUNCIL:**

Amend the Notice of Requirement based on the reasons and relief sought set out above.

I **wish to be heard** in support of this submission.

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

I **am not** a trade competitor for the purposes of section 308B of the Resource Management Act 1991.

I am directly affected by an effect of the subject matter of the submission that—

(a) adversely affects the environment; and

(b) does not relate to trade competition or the effects of trade competition.

This submission has been sent to Palmerston North City Council by email:

[submission@pncc.govt.nz](mailto:submission@pncc.govt.nz)

A copy of this submission has been served on Kiwirail Holdings Limited by email to:

[Pam.Butler@kiwirail.govt.nz](mailto:Pam.Butler@kiwirail.govt.nz)

Jonathan Procter

Te Ao Turoa Environmental Centre Advisor