

IN THE ENVIRONMENT COURT

IN THE MATTER of the Resource Management
Act 1991

AND

IN THE MATTER of an appeal under section 120
of the Act

BETWEEN **BLAKELY PACIFIC LIMITED**

(ENV-2010-AKL-00054)

**TE RUNANGA O NGAI TE
RANGI**

(ENV-2010-AKL-00060)

**DONNA POKA (ON BEHALF
OF NGA HAPU O TE
MOUTERE O MATAKANA)**

(ENV-2010-AKL-00062)

Appellants

AND

**WESTERN BAY OF PLENTY
DISTRICT COUNCIL**

Respondent

**STATEMENT OF EVIDENCE OF JAMES TALBOT BAINES ON BEHALF OF THE
APPLICANT**

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1 INTRODUCTION

- 1.1 My name is James Talbot BAINES. I am a founding director of Taylor Baines & Associates and a specialist in social assessment. I have had 22 years experience in applied social research and Social Assessment work.
- 1.2 Within New Zealand, my professional experience covers the application of Social Assessment in numerous parts of the country and across a wide range of proposals, including local government boundary changes; urban development plans; greenfield subdivision and structure plans; air quality plans; waste management facilities; prisons; mall, supermarket and town centre developments; port developments; casinos; marine farms and energy infrastructure developments.
- 1.3 I have in the past been called upon as an expert witness in a variety of settings including resource consent hearings, Board of Inquiry hearings, appeals to the Environment Court, and hearings before the Local Government Commission and the Casino Control Authority.
- 1.4 More details of my training and professional experience are provided in resume form in Appendix A.
- 1.5 I have read the Code of Conduct for Expert Witnesses (Environment Court Practice Note) and I agree to comply with it. I have complied with it in the preparation of this statement of evidence.

2 SCOPE OF EVIDENCE

- 2.1 The general grounds for the appeals lodged include the following which have particular relevance to the assessment of social well being effects -

*“The decision does not enable the community of Matakana Island to provide for their social, cultural and economic well-being;
The decision does not adequately remedy or avoid the adverse effects of the proposed activity on the environment; and
The decision fails to meet the long term sustainable management and community wellbeing objectives of the various regional and district council policies.”*

and specifically that –

“The decision failed to take into account the adverse effects of the proposed activity on the cultural landscape and Maori community of Matakana Island.”

- 2.2 I have been asked by Blakely Pacific Limited (BPL) to review the proposal for a 48-lot subdivision at the northern end of Matakana Island on land owned in freehold title by BPL and to review the associated process of community consultation undertaken by BPL, from a social perspective, adopting a social wellbeing lens.
- 2.3 Given the short time available to carry out this assessment and the fact that the only appellants in this case represent interests of the resident community on Matakana Island, I reviewed the summary of submissions made to the previous resource consent hearing as a basis for focussing my assessment on key issues for the appellants. I accept that other parties not living on the Island also expressed interests in the proposal via submissions to the resource consent hearing. However, in order to focus and prioritise my review activities, I made the decision that such issues were beyond the scope of my assessment.

3 APPROACH AND METHODS FOR THIS REVIEW OF SOCIAL WELL BEING EFFECTS

- 3.1 The Resource Management Act 1991 (RMA) sets out a statutory framework which aims to assess whether the proposed Scheme would be consistent with the sustainable management of resources in a way or at a rate that enables people and communities to provide for their social well being (as provided for in section 2 and section 5 of the RMA).
- 3.2 A review of the proposal and the community consultation process within this statutory framework requires attention to a conceptual framework for thinking about social well being, and what are the factors which might contribute to people's experience of social well being, in this case, as a result of a subdivision proposal and the related consultation activities. Such a conceptual framework, which has been adopted in a range of other social research contexts in New Zealand in recent years¹ comes from social indicators work in the OECD² and closely parallels the framework adopted by the Ministry of Social Development³. The OECD study identified key areas of social life which shape well being.
- 3.3 Elements of this framework likely to be of most relevance to this review include consideration of:
- *the quality of the physical and cultural environment* - in this case influenced by consideration of potential risks to elements of the natural environment which have cultural and spiritual significance for the tangata whenua, as well

¹e.g. Appeals to Variation 86 of the Christchurch City Plan (2009); Assessment of a Structure Plan proposal for Long Bay, Auckland (2008); Assessment Mighty River Power's Turitea wind farm proposal (2009) and Meridian Energy's Mokihinui hydro proposal (2008 and 2011).

²OECD, 1998. Living Conditions in OECD Countries: a compendium of social indicators. OECD Social Policy Studies No.5. Paris.

³Ministry of Social Development, 2003. The Social Report 2003: Indicators of social well being in New Zealand. Wellington.

as issues of ecological sensitivity and risks to environmental amenity values such as ground water quality;

- *the quality of housing, shelter, neighbourhood and living place* - in this case influenced by consideration of traditional relationships to the land for the tangata whenua, including physical access;

- *opportunities for income, employment and the quality of working life* - in this case influenced by consideration of access to on-island employment opportunities, skills training and demand for goods and services supplied on the Island;

- *opportunities for leisure and recreation and access to quality outdoor open space* - in this case influenced by consideration of access to recreational areas including boating access and changes in visitor numbers;

- *influences on personal safety, public safety, autonomy (freedom of choice)* - in this case influenced by consideration of changes in the level of vehicular traffic on the Island, increased boating and water activities, changes in fire risk, and freedom to continue traditional harvesting practices and undertake other customary practices;

- *influences on family/hapu life, social attachment, social contact, interaction and support* - in this case influenced by consideration of community segregation, community identity, demographic and lifestyle change, and community division;

- *influences on participation in community and society and the exercise of collective cultural responsibilities* - in this case influenced by consideration of support for local organisations, and opportunities for the exercise of kaitiakitanga, manaakitanga and whanaungatanga.

- 3.4 In the course of preparing this statement I have accessed a variety of information sources including the proposal documents (AEE), statements of evidence and a summary of submissions to consent hearings, statistical data sets and time series, a history of Matakana Island, discussions with other expert witnesses, a meeting with District Council staff and individual interviews with six Island residents and several BPL staff familiar with the

Island. I visited the Island on Tuesday 19 April 2011, taking the opportunity to travel by car from Pane Pane Point as far north as Cottage Road, diverting on several occasions to the ocean beach and also visiting the small settlement at Hunters Creek. My visit then took me to the western section of the Island as far as the Omokoroa barge ramp which is near the Opureora marae, visiting several areas of community focus.

3.5 I acknowledge sensitivities about interviewing Island residents. The short time available did not accommodate customary protocols and the contentiousness of the proposal amongst Island residents raised potential ethical considerations of anonymity and avoidance of harm. The six interviews resulted from a process in which I instructed BPL staff (known to Island residents) on my criteria for selecting interview candidates and these staff contacted Island residents to canvass their willingness to be interviewed. I believe this approach was transparent to all concerned, and sought to avoid both the reality and the perception that my review activities have been conducted in any other than an open manner.

3.6 In preparing this statement of evidence, I have read the statements of evidence of -

- Mr Phil Taylor,
- Mr Steve Riddall,
- Mr Buddy Mikaere,
- Ms Sarah Beadel,
- Ms Rachel McClellan,
- Mr Keith Frenz

4 THE PROPOSAL

4.1 A full description of the proposal is provided in the application documents and the evidence of BPL's other witnesses.

- 4.2 I have reviewed the proposal from the perspective of interpreting factors that could influence the well being of the existing Island community, as discussed in paragraph 3.3 above.
- 4.3 Physically, the 48 lots in the subdivision are separated from the existing community both visually and in terms of travel by road. The location of the nearest dwelling in the subdivision (on Lot 36) is at least 2.25km distant from the nearest land on the Maori-owned western section of the Island with a further 0.5km to the nearest existing dwelling. Travel by road from the interface between Maori farm land and forest land northeastwards to the Hume Highway and then northwestwards to the boundary of the nearest subdivision (Lot 35) is a distance of some 6.5km, mostly through established forest. It is unlikely that any dwellings in the subdivision will be visible from the Right-of-Ways that will be created through the Forest Zone.
- 4.4 My expectation is that occupation of all 48 lots will take some years; it will not happen overnight. Furthermore, it is likely that occupancy will reflect episodic leisure and holiday use rather than permanent occupation, although a degree of permanent occupation may evolve over time. Such patterns of use are likely to relate to summer holiday periods and be seasonal in nature, following patterns evident elsewhere in the country where isolated coastal development has occurred (e.g. Coromandel, Marlborough Sounds, Abel Tasman National Park). At full development (i.e. dwellings on all 48 lots) and during the summer holiday season, subdivision occupation will increase the total number of residents on the Island by ~20%, since this is a busier-than-usual period when many whanau members return to the Island each year. During this time the Island's resident population is reported to more than double. Alternatively, if I make the assumption that permanent occupancy might evolve in the long term to a level of 50%, which in my opinion is a conservatively high assumption, this would increase the total number of permanent residents on the Island on a year-round basis by ~20%. The current proposal makes no provision in land-use terms, for the development of any community facilities or

buildings within the overall subdivision, such as a small community hall. This is a factor which I would expect to constrain the extent of permanent occupancy.

- 4.5 The likely cost of purchasing 40ha of land and building a dwelling with associated requirements for stand-alone electricity and water supply, as well as a share in the airstrip will restrict demand for subdivision lots to relatively high-income owners. One-person households are relatively unlikely, as are households with young families and school-age children. The isolated Forest Park concept is likely to appeal to people with high expectations for environmental amenity. Given the personal and household income distribution of the New Zealand population at large, it is also most unlikely that many of these new landowners will be Maori.
- 4.6 Assuming predominantly episodic holiday-related occupancy on largely self-contained private properties, little increase in regular vehicle traffic is likely, although I acknowledge that house construction activities would result in periods of increase. Outside holiday periods, I would not expect noticeable commuter traffic for school or work, but this is possible in the longer term if a degree of permanent occupancy evolves. With an upgraded Hume Highway, although still unsealed, in practical terms there will be little to differentiate travel distance for subdivision residents between vehicle access via ferry at Pane Pane Point and ferry at Opureora.
- 4.7 The protection of coastal areas from development activity, the explicit provision of Right-of-Way access to both ocean and harbour shorelines and Esplanade Reserve access along the shoreline adjacent to the proposed subdivision, and the retention of 90% of the existing BPL forest land in a Forest Zone, administered by the forest owner, maintains existing access arrangements for tangata whenua to locations for mahinga kai - seafood and pig hunting - as well as the condition of those resources. The practicalities of leisure boating in small craft, combined with restrictions on vehicle

movements across the dunes and the wetland areas, means that boat traffic associated with access and recreation by the future subdivision lot owners is likely to be focussed on beach access at the end of Cottage Road on the northwest of the Island.

- 4.8 Assuming the occupancy pattern described above, and the likely demographic attributes of the subdivision residents described above, it is unlikely that many children from the subdivision will attend school or the kohanga reo on the Island. Exceptions to this generalisation may occur or, alternatively, increasing levels of permanent occupancy in the longer term may result in some demand for pre- and primary schooling. However, given the existing school capacity, such a development is unlikely to create capacity problems for the school, and subdivision parents will know that the school operates on kura kaupapa principles. Only very occasional use of the Island shop is likely, since subdivision occupants will most likely plan on provisioning from the mainland. I would expect that use by subdivision residents of the Hauora medical services on occasions when the GP makes a weekly visit is possible but unlikely to be frequent. Otherwise there may be relatively little interaction between these new landowners and the existing community of Island residents. However, in the longer term, it is realistic to expect that personal relationships will evolve between members of both communities, particularly if a degree of permanent occupation is established in the proposed subdivision.

5 THE SOCIAL ENVIRONMENT

- 5.1 As stated by Mr Mikaere, and supported by the Cultural Impact Assessment report, there is no dispute as to the appellants being properly representative of tangata whenua interests in this case.
- 5.2 In the short time available to me I have attempted to gain an understanding of the existing social environment and some of its historical context. I have presented my description of this in Appendix B of this statement.

- 5.3 Whilst freehold title to much of the forested eastern section of the Island has not been in Maori ownership for almost a century, the resident Maori community has maintained, via a mix of multiple ownership arrangements and individual ownership, title to all the western section of Matakana Island and to Rangiwaea Island on a continuous basis. During this period, it appears that resident whanau and hapu have also, by and large, maintained access to the locations which are important to them for the purposes of mahinga kai and also for their exercise of kaitiakitanga over these areas.
- 5.4 The existing community of Matakana and Rangiwaea Islands continues to be one of the most Maori communities in the country, in terms of the ethnicity of its resident population, continuous association with their whenua, coherent basis for social organisation, and strong sense of community identity. It is a community which appears to have shown itself adaptable and resilient in the face of changing socio-economic circumstances.

6 FINDINGS ON SOCIAL WELL BEING EFFECTS

- 6.1 It is evident that alienation of freehold title to most of the eastern, coastal section of Matakana Island from tangata whenua ownership occurred a very long time ago. This review is focussed specifically on the proposal by the freehold owners of the land to create a 48-lot forest park subdivision, a development not inconsistent with the relevant planning instruments, as discussed in the evidence of Mr Frentz.
- 6.2 I will summarise the findings of my review of potential social wellbeing effects on the community of Matakana and Rangiwaea Islands, according to each of the elements set out in paragraph 3.3 above.

The quality of the physical and cultural environment

- 6.3 Regarding the quality of the physical and cultural environment: concerns have been expressed about the risk of damage to important cultural sites from increased public access, the removal of taonga and desecration of scattered unidentified burial sites by future forest operations or residential development, the risk of damage to ecologically sensitive habitats, including areas of kaimoana, from interference by the public, the threat to a bird colony from small aircraft using the proposed airstrip, the risk to wildlife from increased pest numbers associated with subdivision landowners, and effects on the ambient noise environment from increased vehicle and boating traffic.
- 6.4 These effects have been discussed in the evidence of Mr Mikaere (paras37-54 and 77-83), Ms Beadel (paras5.6-8.1), and Ms McClellan (paras4.1-7.1).
- 6.5 Regarding the need to manage any residual risks to sites of cultural importance, Mr Mikaere has concluded (his para.48) that *“a precautionary approach using local monitors and an accidental discovery protocol is sensible and appropriate.”* He points out that such a course of action is reflected in the proposed consent conditions. Regarding long-term preservation of the one confirmed site - Tupaea’s Pa - Mr Mikaere is satisfied (his para.54) that this can be achieved by either covenant or Council-vested reserve and a management plan, with tangata whenua consultation. Regarding the need to protect kaimoana gathering areas, Mr Mikaere concluded (his para.82) that the range of measures including fencing, covenants, building setbacks, arrangements for wastewater disposal mean that *“there will be no impact on traditional kai moana gathering places”*.
- 6.6 In her evidence-in-chief, Ms Beadel summarises the risk factors for potential damage (her paras5.7-5.8) to flora and habitats in areas of ecological significance and the potential for loss of indigenous vegetation (her paras5.9-5.13). At her paragraphs 5.14-5.17, Ms Beadel identifies how the subdivision

proposal and its associated consent conditions will enhance the level of protection to substantial areas of ecological interest. At her paragraphs 6.1-6.20 Ms Beadel details the relevance of numerous specific consent conditions, and also suggests some amendments (her paras 7.1-7.9) to the wording of the conditions. On this basis, she concluded (her para 6.22) that *“any adverse effects of the subdivision on indigenous vegetation and flora is outweighed or compensated for by significant positive effects accruing by enhancement of the ecological condition of the significant natural areas”*. Furthermore, with reference (her para. 6.23) to the natural plant resources on the Island that are used for traditional Maori purposes, as identified in the Cultural Impact Assessment and the evidence of Mr Mikaere, she concluded that *“overall these resources will not be adversely affected by the proposed subdivision.”*

- 6.7 In her evidence-in-chief, Ms McClellan identifies human-related risk factors to bird disturbance (her paras 4.1-4.3) the potential risks for shorebirds, skinks and lizards due to the development of building sites (her paras 4.7-4.9), the potential effects of weed control in covenanted areas for the breeding habitat of shorebirds (her para. 4.10), and the risk of bird strike at the proposed airstrip (her para. 4.11). At her paras 5.1-5.6 Ms McClellan discusses relevant conditions of consent, concluding (her para. 6.1) that *“the proposed subdivision is very unlikely to have any significant effect on the fauna present within and adjacent to the subdivision if the proposed mitigation is undertaken.”* Furthermore, Ms McClellan concluded (her para. 7.1) that “the proposed subdivision is very unlikely to have any adverse effects on the fauna within mahinga kai sites on Matakana Island”, noting *“the abundance of indigenous fish, invertebrate and bird species within Waikoura”* and the potential benefits to fauna habitats from covenant protection and restoration initiatives elsewhere.

6.8 Taken together, the expert evidence of Mikaere, Beadel and McClellan indicate that the subdivision proposal is not expected to have an adverse effects on the quality of the physical and cultural environment.

The quality of housing, shelter, neighbourhood and living place

6.9 Regarding the quality of housing, shelter, neighbourhood and living place: concern has been expressed about the risks of losing access to forestry land for customary pig-hunting, access to Tuapaea's Pa site, access to traditional areas associated with mahinga kai; also the displacement of place names and a failure to recognise important site relationships through interruption of site lines.

6.10 These effects have been discussed in the evidence of Mr Mikaere (paras 55-58 and 74-75) and Mr Frentz.

6.11 Regarding access to or through the subdivision for cultural reasons, Mr Mikaere concluded that the proposal and its consent conditions *"will maintain or enhance access to cultural areas or mahinga kai areas and does not place inappropriate restraints on the exercise of customary activities"*. Mr Frentz describes how the public's right of access is to be provided for via a network of Right-of-Ways, notwithstanding the fact that these Right-of-Ways will be in private ownership.

6.12 Regarding the maintenance of sight lines to culturally significant landmarks, Mr Mikaere identified Mauao, the Kaimai ranges and the Tauranga coastline and concluded (his para.75) that *"the proposed subdivision does not create any impediment to the views of those features particularly from the western part of the Island which is where the community is located."* He also supports the proposed conditions (B4(g) and D2) on building design intended to avoid interruptions to sight lines, and the proposed condition (C12) on consultation with tangata whenua about naming roads.

Opportunities for income, employment and the quality of working life

- 6.13 Regarding opportunities for income, employment and the quality of working life: little attention appears to have been accorded in submissions opportunities for future employment related to this proposal.
- 6.14 To the extent that this proposal improves the future commercial viability of the forestry operations on Matakana Island, it will enable the managing body to continue employing appropriately skilled Island residents in its forestry operations.
- 6.15 The potential exists for additional elements of on-island employment and service provision, the most likely of which would be associated with house construction, property maintenance and security for subdivision landowners, weed and pest control activities and additional levels of demand for locally-sourced plant materials to support ecological restoration projects associated with the proposal (see conditions D17-D22), and occasional demand for Hauora services which subdivision residents would be required to pay for if not deemed to be permanent residents.

Opportunities for leisure and recreation and access to quality outdoor open space

- 6.16 Regarding opportunities for leisure and recreation and access to quality outdoor open space: concern has been expressed that the proposed subdivision will increase the number of visitors to the Island and the level of boating activity and associated noise.
- 6.17 From the perspective of the resident community, the potential issue is probably one of recreational displacement and effects on customary activities from increasing numbers of outside visitors.

- 6.18 In Appendix B, I provide a description of what I have learned about existing patterns of recreational activity on the Island, but I have not had the opportunity to make a detailed study of recreational trends.
- 6.19 The proposed subdivision will undoubtedly provide access to quality outdoor open space and recreational and leisure pursuits for the future lot owners and their households. As I stated in paragraph 4.7, I expect that boat traffic associated with access and recreation by the future subdivision lot owners is likely to be focussed on beach access at the end of Cottage Road on the northwest of the Island, a location which is already noted as popular for recreational boating. I expect that lot owners visits to the beach will be principally from the landward side, implying that the numbers of additional beach users from this source will be restricted to the lot owners themselves, their households and visitors. The density of such use, in the unlikely event that such recreational activities occurred simultaneously for all households in the subdivision, would be at a level similar to the density of use resulting if the resident Island community, again all at once, were to visit the ocean beach. Furthermore, I do not believe that the esplanade reserve strip proposed around the shoreline boundary of BPL land as part of this subdivision proposal will have a significant effect on perceptions of public access. Those who venture onto the beaches there now are probably unaware that, at high tide, they may be trespassing on private land. Consequently, I consider the likelihood of recreational displacement to be very low.

Influences on personal safety, public safety and autonomy

- 6.20 Regarding influences on personal safety, public safety, autonomy (freedom of choice): concerns have been expressed about the increased fire risk due to new residents in the forest areas and possible constraints on the freedom to continue harvesting practices around the Island (see also paragraph 6.11 above).

- 6.21 The fire risks associated with the subdivision proposal have been discussed in the evidence of Mr Frentz. While acknowledging that the subdivision proposal will introduce 48 new house sites and their occupants and therefore increase the risk of damage from fire, it also thereby increases the fire-fighting capability on the Island by increasing the number and spread of people who can act as observers and by requiring each house site to have its own fire-fighting provision in terms of on-site water storage. Furthermore, these landowners have a direct interest in maintaining vigilance against fires, and each property will have its own specific Fire Management Plan. The proposed airstrip will also potentially provide access to an additional source of fire-fighting water for use by helicopters. Further mitigation of the additional fire risk takes the form of a Fire Management Plan, which Mr Frentz provides in draft form attached to his evidence.
- 6.22 The issue of continued autonomy for Island residents to pursue customary harvesting practices around the Island has been discussed already in paragraph 6.11 above.

Influence on family/hapu life, social attachment, social contact, interaction and support

- 6.23 Regarding influences on family/hapu life, social attachment, social contact, interaction and support: concern has been expressed about the expected change in demographic structure of the Island's resident population, the risk of community segregation due to separate communities evolving in different parts of the Island, and the risk to the Island community's identity and cultural way of life as a result of these new arrivals who have no connection to the Island.
- 6.24 Given the assumptions I have stated in paragraphs 4.4 and 4.5 above, it is inevitable that the progressive uptake of lots in the proposed subdivision will

result in demographic change of the population of Island landowners if considered as a single population. However, unless or until the majority of new arrivals take up permanent residential occupation of their properties, I believe it is an artificial construct to consider them an integral part of the Island community in the same way as the existing, long-established Island community. Furthermore, a degree of demographic change occurs in all communities over time; something which is more pronounced in smaller populations, compared to the national population, as households in these communities pass through various life-cycle stages and residents come and go. Such demographic change is a fact of island life; neither good nor bad.

- 6.25 One particular aspect of demographic change brought to my attention was a concern about the likely contrast in income levels between the two components of future community on the Island. In the assumptions I have already stated, I acknowledge that this is highly likely. However, I note that these two components will be physically quite separate, a situation which exists in numerous other locations in the country. The new wealth will not be visibly prominent. While not nearly as extreme, an analogous situation exists already within the existing Maori community where there are significant wealth disparities but these are not visually obvious to a visitor's casual observation. Some existing residents have substantial land holdings and business activities while others live in rental accommodation on comparatively low fixed incomes. However, these disparities of wealth and income do not appear to be flaunted.
- 6.26 On the issue of community segregation, interaction between the existing and the new is not something which can be socially engineered; it will occur to the extent and at a rate individuals wish to make it happen. Furthermore, while there are undoubtedly diverse views within the existing resident community regarding the desirability or otherwise of the proposed subdivision, if a new permanent resident population were to establish at the northern end of the Island, there would, in my opinion, inevitably arise a desire amongst some in the existing community to break down any artificial or arbitrary aspects of

segregation between the two. If issues arise in future about segregation, which people feel strongly about, the Community Liaison Group mechanism, discussed in Section 7 below, would create the opportunity for a community conversation to respond to the issues.

- 6.27 More important than segregation per se, in my view, is the issue of unwanted changes to the way of life of the Island's established resident community. This seems to me unlikely, given the strength of existing social organisation on the Island, the history and strength of the community's cultural identity, and the institutions already in place for managing Island interests, or proposed for overseeing interactions between the existing resident community and a gradually evolving group of new residents in the proposed subdivision. I believe it unlikely that a Pakeha 'community' at the far end of the Island, with relatively limited opportunities for social interaction will threaten the strong culturally-reinforced identity of the existing resident community. All the established social institutions - from the various marae to the school, the Hauora, the Matakana Island Recreation and Community Incorporated and the Matakana Island Trust - are governed by interests of the long-established Maori community.

Influences on participation in community and society

- 6.28 Regarding influences on participation in community and society and the exercise of collective cultural responsibilities: concern has been expressed that the proposed subdivision development will make the exercise of kaitiakitanga, manaakitanga and whanaungatanga more difficult because of land alienation to a more diverse group of new landowners unknown to the Island community and with no previous connection to the Island.
- 6.29 Two aspects are most relevant to my review: BPL's approach to consultation with the Island community during the development of its application, and the

potential effects of the proposal on opportunities for the exercise of kaitiakitanga, manaakitanga and whanaungatanga by the tangata whenua.

- 6.30 I have read the evidence of Mr Taylor, in which he describes the engagement principles pursued by BPL (his para.9.4), the various elements of consultation activity (his paras 9.5-9.7), the commissioning of a cultural impact assessment (his para.9.9), and the subsequent court-assisted mediation (his para.9.10). I have also read his Appendix 1 containing notes from the initial Matakana Island hui and minutes from two further meetings with Island residents, and Appendix 3, particularly the June 2009 newsletter setting out BPL responses to key issues raised at the hui and subsequent meetings.
- 6.31 The process described by Mr Taylor appears to me to reflect transparency, good intentions and respectfulness. In my experience of such processes in New Zealand over the past two decades, the process represents a genuine commitment to enabling participation in good consultation practice at a level not always attempted by corporate applicants. I concur with the assessment of BPL's consultation efforts expressed by Mr Mikaere (his para.22).
- 6.32 Condition B2 sets out a process for discussing with the Matakana Island community the establishment of a Community Liaison Group, the appointment of individuals to represent Island community interests in respect of any one or more aspects of the subdivision consent, and options for Island residents to participate in relevant decisions required by conditions of this consent.
- 6.33 In my opinion, these are laudable intentions. However, the arrangements need a clearer specification of roles and responsibilities, which I provide in Section 7 below.
- 6.34 Nevertheless, in discussing RMA Section 7(a) requirements, Mr Mikaere (his paras 85-87) endorses the proposed Community Liaison Group as a

mechanism for enabling the future exercise of kaitiakitanga in relation to land which is no longer in tangata whenua ownership.

7 MITIGATION AND ENHANCEMENT OF SOCIAL WELL BEING EFFECTS

- 7.1 Several elements which underpin community well being are supported by a range of specific consent conditions already agreed to by the applicant, and referred to in the preceding section of my evidence.
- 7.2 In terms of the elements underpinning community well being, Condition B2 relates most closely to “influences on participation in community and society”, particularly insofar as the intended outcome of the condition is the establishment of a Community Liaison Group if there is a will to do so by the parties concerned. With this in mind, I concluded that the wording of Condition B2 could be improved, in order to make it more specific to the Matakana Island context.
- 7.3 Having discussed this with Mr Frentz, I accept that the focus of the wording of the condition should be upon the process for establishing a Community Liaison Group, since that is a matter for which the consent holder can be held accountable, whereas the actual establishment of such a Group requires third party agreement, a matter over which the consent holder does not have control. I have seen the revised wording for Condition B2 proposed by Mr Frentz and agree with it.
- 7.4 I referred above to the need for a clearer specification of roles and responsibilities, which I now explain.
- 7.5 In my view, there is an opportunity to establish a set of local arrangements which would serve both the interests of the tangata whenua in their exercise of kaitiakitanga, manaakitanga and whanaungatanga, and the interests of the

consent holder (applicant) and consent administrator (council) in achieving accountability to the consent conditions.

- 7.6 In summary, the Community Liaison Group (CLG) would constitute a formal relationship between the tangata whenua, the future subdivision landowners and the forest owner, which I note is currently BPL but may not always be in future. The functions of the CLG would be to have oversight and coordinate any specific protocols associated with other conditions of consent such as monitoring of the habitats of kai moana, guardianship of Tupaea's Pa site and environs, implementing the accidental discovery procedures and administering access arrangements to forest land. The CLG would provide a forum for discussion and negotiating resolution of any issues which may arise in future between these parties.
- 7.7 The tangata whenua of the Island would appoint their representatives to the CLG as well as the individuals responsible for the other specific protocols mentioned.
- 7.8 The appointed representatives of the tangata whenua would be accountable to the CLG and also to the monthly Hui-A-Hapu, as and when required.
- 7.9 I make one additional observation about establishing a mechanism such as the proposed CLG. Apart from its functions of representation, oversight and coordination, a CLG offers a mechanism for adaptive governance which can respond to future outcomes which have not always been anticipated at the time of the original decision.

8 CONCLUSIONS

- 8.1 Taking into account the existing situation of land ownership rights, the opportunities for development enabled by the operative District Plan and the other relevant planning instruments, the design of the subdivision proposal,

the mitigation already offered by the applicant via the existing consent conditions, and the additional procedural aspects discussed in Section 7 above, I believe that this proposal addresses considerations of community well being in an appropriate manner.

James Baines

29 April 2011

APPENDIX A: JAMES BAINES' QUALIFICATIONS AND PROFESSIONAL EXPERIENCE

- 1 My name is James Talbot Baines. I am a founding director of Taylor Baines & Associates and a specialist in social assessment.
- 2 I have undertaken training courses in Social Assessment, and have been a member of the International Association for Impact Assessment (IAIA) for the past fourteen years and the New Zealand Association for Impact Assessment for the past sixteen years. Between 2000 and 2006 I was Chairperson of the IAIA's Social Impact Assessment Section, during which time the Section developed the most recent set of principles for the practice of Social Impact Assessment (SIA). During this time I have also been engaged both in New Zealand and in South East Asia to provide professional training in Social Impact Assessment and to develop Social Impact Assessment implementation programmes in Malaysia on behalf of the United Nations Development Programme.
- 3 In total, I have had twenty-two years experience in applied social research and Social Assessment work. This has included participation and leadership in several multi-year social research programmes under contract to the Foundation for Research Science and Technology, as well as a wide variety of consultancy contracts for both public and private sector clients.
- 4 Within New Zealand, my professional experience covers the application of social impact assessment in numerous parts of the country and across a wide range of proposals, including local government boundary changes; urban development plans; greenfields residential subdivision and urban structure plans; air quality plans; waste management facilities; prisons; mall, supermarket and town centre developments; port developments; casinos; marine farms and energy infrastructure developments.

- 5 In addition to my training as a social assessment specialist, I hold a Bachelors Degree with Honours in Chemical Engineering from the University of Canterbury and a Post Graduate Diploma in Teaching from Wellington Teachers Training College.

- 6 I have in the past been called upon as an expert witness in a variety of settings including resource consent and Board of Inquiry hearings, appeals to the Environment Court, and hearings before the Local Government Commission and the Casino Control Authority.

- 7 The following pages contain a brief Curriculum Vitae.

Curriculum Vitae

Full name: James Talbot **BAINES**

Present position: Director

Present employer: Taylor Baines and Associates (since 1988)

Present work address: 53 Harakeke Street, Riccarton, Christchurch, NEW ZEALAND
00-64-3-3433884; j.baines@tba.co.nz

Academic qualifications: B.E.(Hons), Canterbury, Chemical Engineering, 1974;
Graduate Diploma in Teaching, Wellington, 1978

Other training: Workshop on Gender planning, Lincoln International, February 1996
NZODA workshop on LogFrame Analysis, Feb 1999
Certificate in RMA Making Good Decisions Course, Dec, 2009

Years as a practising consultant and researcher: 31

Honours/distinctions/membership of societies, institutions, committees:

Member International Association for Impact Assessment (member Organising Cttee IAIA'98; chair SIA section 2000-06; Awards Committee 2007-08)

Member NZ Association for Impact Assessment, current Core Group

Member NZ Resource Management Law Association

Member Environmental Institute of Australia and New Zealand (CEnvP registration panel member, 2005)

Invited SIA expert to E7 workshop on Social Trust, Hong Kong, 2000.

Past member Chemical Engineering Group, NZ Institute of Engineers

NZ Representative at Asia Pacific Energy Planning Network (APENPLAN)

conferences and plenary sessions in Kuala Lumpur - '87, '88, '92

Member of the Energy Advisory Group to the NZ Environmental Council - '84-'87

Professional positions held:

2001-02: UNDP International SIA consultant to Government of Malaysia

1988-2000: NZODA consultant advising Mekong Institute Project/presenters on NZODA environmental guidelines

1984-87: Senior Research Officer, Centre for Resource Management (CRM), Lincoln University and University of Canterbury

1979-84: NZERDC Energy Research Fellow, Department of Chemical Engineering, University of Canterbury

1979-80: Assistant Lecturer, Department of Chemical Engineering, University of Canterbury

1974-76: Process Development Engineer, Unilever (NZ) Ltd, Wellington

Present research/professional specialties:

Social Assessment; Integrated Assessment; Collaborative Governance.

Recent contracts relevant to this task:

Meridian Energy Ltd, 2008 and 2011: SIA of Mokihinui HEPS proposal for resource consent hearing (2008) and for appeal to the Environment Court (2011).

Ashburton District Council, 2010-11: SIA of options for a second bridge across the Ashburton River.

Palmerston North City Council, 2009: SIA of Mighty River Power's proposed Turitea wind farm.

Calco Developments Ltd, 2009 and 2010: SIA of proposed new Styx Town Centre for plan change hearing (2009) and for appeal to the Environment Court (2010).

TrustPower Ltd, 2007 and 2009: SIA of proposed Wairau Valley HEPS for resource consent hearing (2007) and for appeal to the Environment Court (2009).

Ministry for the Environment, 2008: SIA of proposed NPS on Flood Risk Management, including case study assessments in Waimakariri and Whakatane Districts.

Selected recent publications:

- 1) Baines, JT and Taylor, CN. 2011 (in press). Ethical Issues and Dilemmas in Social Impact Assessment in Vanclay and Esteves 2011 *New Directions in Social Impact Assessment: Conceptual and Methodological Advances*. Edward Elgar.
- 2) Baines, JT and Morgan, B. 2009. The Challenge of Integrated Impact Assessment: one set of guiding principles - many methods. In *Australasian Journal of Environmental Management Vol.16 pp.6-15*. March 2009.
- 3) Baines, JT and Taylor, CN 2008. Crown Research Institutes Capability Fund Evaluation. Ministry of Research, Science & Technology. March 2008.
- 4) Baines, JT and McClintock, W. 2007 Evaluation of the Envirolink Scheme. Ministry of Research, Science & Technology. August 2007.
- 5) Baines, JT and Morgan, B. 2006 Review of Integrated Impact Assessment. Ecologic Research Report No.7. April 2006.
- 6) McChesney, I, Smith, N and Baines, JT. 2006.. The Impact on Housing Energy Efficiency of Market Prices, Incentives and Regulatory Requirements. Centre for Housing Research Aotaroa New Zealand. October 2006.
- 7) Baines, JT, Newell, JO and Taylor, CN, 2006. Multiple Job Holding: comparison of data from the Household Labour Force Survey and the Census. Working Paper No.12, Taylor Baines & Associates, June 2006.
- 8) Sinner, J, Baines, JT et al. 2005. Key concepts in Sustainable Development: Part 2 The social dimension. In *Public Sector Vol.28 (4) pp.6-11*
Sinner, J, Baines, JT et al. 2005. Key concepts in Sustainable Development: Part 1 Economics and Ecology. In *Public Sector Vol.28 (3) pp.2-9*
- 9) Baines, JT and Newell, JO, 2005. Trends in the New Zealand labour market, non-standard work and multiple job holding 1981-2001. Working Paper No.11, Taylor Baines & Associates, November 2005.
- 10) Baines, JT et al.2005. Warm Homes - Social Drivers. Published by the Ministry for the Environment, Wellington, December 2005. ISBN 0-478-25945-X
- 11) Baines, JT 2005. Communities of Interest on Banks Peninsula. Published by The Local Government Commission, January 2005.

Other major achievements in commercial, social and environmental areas:

Since professional consultancy projects are usually carried out primarily for a designated client, project reports are often not finalised as publications, even though they frequently exist in the public domain once the contract is concluded, often in the form of expert evidence. Examples of projects include -

- § Member of two Chatham Islands review teams (1989 for Ministerial Committee, 2002 for Chatham Islands Enterprise Trust)
- § Fishing Communities and the social and economic impacts of management interventions to utilise and protect the marine environment. For MFish. 2008.
- § Variation 86 to the Christchurch City Plan - social analysis, including social impact case study of out-of-centre supermarket establishment. For CCC. 2007
- § Long Bay Structure Planning - social analysis and comparison of two Structure Plans. For Landco-Okura Ltd. 2007
- § Social impact assessment of Air Plan proposals for Christchurch City (2001-2004), Rangiora (2007), Kaiapoi (2007) and Ashburton (2008). For Environment Canterbury.
- § Social impact assessment of Air Quality Plan for Nelson City (2002-2003). For Nelson City Council.
- § Survey of Christchurch residents' experience of environmental noise. For Christchurch City Council, Environment Canterbury and Christchurch International Airport Ltd. 2002.
- § Warm Homes - Engaging Communities: facilitating community engagement in seven towns with winter air quality problems. For the Sustainable Management Fund.2006.

Team leader on contract to Lincoln University to prepare course curriculum and teaching materials for a professional masters programme course on Integrated Environmental Impact Assessment. (2001). NZODA consultant advising Mekong Institute Project/presenters on NZODA environmental guidelines. Independent evaluator, curriculum advisor, guest presenter and main module presenter on social impact assessment and environmental impact assessment in the context of market

reform at the Mekong Institute - Greater Mekong Sub-region - Professional Training for Economies in Transition. Khon Kaen, Thailand. 1998-2001. International Consultant engaged by UNDP and Government of Malaysia to assist with institutionalising SIA in Malaysia (2001-02)

Involvement in research programmes funded by the Foundation for Research, Science & Technology:

Programme manager, Host Communities: siting and effects of facilities, including 23 community case studies.

Team member, Resource Community Formation and Change study, with Taylor Baines & Associates, including case studies of two fishing communities and the relationships between industry, work and community.

Team member and Objective leader, Multiple Job Holding study with Taylor Baines & Associates, including detailed, time-series analysis of census labour market data between 1981 and 2006.

Team member, New and Emerging Energy Technologies study with Industrial Research Ltd, including Soft Systems analysis of technology innovation systems.

Team member, Institutions for Sustainable Development study with Ecologic Foundation, including research on social sustainability and integrated assessment.

Demonstration of relationships with end users:

In the course of both FRST-funded research, as well as private consultancy contracts, Mr Baines has developed close links with a range of industry/sector organisations and with numerous Local Authorities and Regional Councils.

Professional experience of Social Impact Assessment applications:

- of public infrastructure: hydro-electric developments, wind farms, electricity transmission, waste water treatment plants, sewage outfalls, sanitary landfills, port developments, motorway development, prisons;
- of urban development: town centres, structure planning, mall and supermarket development;
- of rural development: Rabbit and Land Management Programme, Chatham Islands reform, lake-based residential development;

- of environmental policies and plans: flood risk management, air quality, biodiversity, wetlands, environmental noise;
- of social policies: school networks, gambling venue policies, casino developments, communities of interest

APPENDIX B: Existing Social Environment - Matakana Island

A geographic description of Matakana Island is provided in the AEE document (section 2.1). The social history of Matakana⁴ points out that what is often referred to as Matakana Island is in fact two islands - Matakana Island itself and the smaller Rangiwaea Island to the southwest, separated by a narrow stretch of water which can be crossed on foot at low tide.

In her introduction - *Te Moutere O Matakana* - Murray reflects (p.2) that the present day community are direct descendants of the pre-Pakeha Maori people who inhabited the Islands. She notes that western or Pakeha influences have been gradually, progressively and voluntarily absorbed into Island culture and economic development to a greater extent than elsewhere where contact has been faster and more forced.

Pattern of land use and human settlement:

The Island has two broad land use types: the seaward, sandy two thirds of the Island's area is devoted to commercial forestry and has been since the 1920s, while the more fertile rolling country on the western section of the Island is in a mix of dairying and horticulture and has been so for several decades. The neighbouring, much smaller island of Rangiwaea has a similar mix of agricultural and horticultural land use .

Human settlement is predominantly on the western section, although a small settlement continues in a cluster of 14 houses owned by Te Kotukutuku Trust Corporation (TKC) that are a legacy of the now defunct timber mill at Hunters Creek, which closed at the end of 2005. Rangiwaea, between Hunters Creek and the western section of Matakana, is also settled with permanently-resident population.

Table 1: Population trends by location

Location	URpop.1996	URpop.2001	URpop.2006
Western section	210	249	186 ⁵
Rangiwaea	21	21	12
Hunters Creek	..	18	21
All Matakana and Rangiwaea Islands ⁶	228	291	222

Source: Statistics NZ

⁴Murray, H.J. 1990. *Matakana Island* Printed by Publicity Printing Limited. Copyright: Te Iwi o Matakana. 95p.

⁵This apparent decline in resident population may reflect the absence of horticultural workers usually resident on Matakana Island but absent for several months during the fruit-picking season and particularly during March when the census is conducted. Note corresponding data in Table 2 on the number of occupied dwellings .

⁶Totals may differ from sum of individual counts due to rounding.

Table 2: Trends in occupied dwellings on census night by location

Location	Occ. Dwell.(CN)1996	Occ.Dwell.(CN)2001	Occ.Dwell.(CN)2006
Western section	63	69	69
Rangiwaea	12	6	6
Hunters Creek	..	12	9
All Matakana and Rangiwaea Islands ⁷	72	90	81

Source: Statistics NZ

A further residential subdivision of 18 lots has been consented recently on Rangiwaea Island.

Tangata whenua associations and whakapapa relationships:

Tangata whenua associations with the land and whakapapa relationships to the Islands are described in the Cultural Impact Assessment Report⁸ prepared for this application. There are currently three active marae⁹ - Matakana, Opureora and Rangiwaea - although in times past two other marae existed - Oponui and Kutaroa - indicating the extent of early Maori settlement on these islands.

The Island population is almost totally Maori in its ethnic composition, with 93% recording Maori association at the 2006 census. Such a high level of Maori ethnicity is found in few other places in New Zealand, with the Ratana Community¹⁰ in Rangitikei District (at 97% Maori) being the most comparable case, while several other North Island localities are approaching the same level - Ruatoria on the East Cape (86%), North Cape (86%) and Te Teko in central Bay of Plenty (85%).

As described in the CIA Report (pp.20-25), many places on the Island have cultural significance for the local community related to aspects of their history (pp.20-25) as well as to contemporary aspects associated with mahinga kai (pp.25-27) and waahi tapu. The former include Tupaea's Pa and urupa scattered throughout the sand dunes, while the latter include the wetlands at the northern end and along the northwestern shoreline, and the ocean coastline. Mr Mikaere, at paragraph 79 of his evidence-in-chief, provides more detail on species and locations.

Age distribution and household type:

Table 3 exhibits the age distribution of the Matakana Island population at the time of the last census in 2006. As with the adjacent areas on the mainland which share the climatic characteristics which attract many people to retire to this part of the country,

⁷Totals may differ from sum of individual counts due to rounding.

⁸Shadrach Rolleston 2008. Aro Matawai: Cultural Impact Assessment, Matakana Island. Commissioned by BECA Group.

⁹Murray, 1990, p.6.

¹⁰Matakana itself has had links to the Ratana church since the 1930s (Murray, 1990, p.19)

the proportion of Island residents aged 65 years and over was well above the national average in 2006. This was a marked increase from 6% in 1996 which was well below the District average of 13% at that time. However, the high proportion of young children resident on the Island distinguishes this community from its mainland counterparts. These two demographic features are indicative of an Island community well served by strong local educational services - a kura kaupapa school and adjacent Kohanga Reo - and social support services based around Hauora.

Table 3: Age distribution on Matakana Island (2006)

	% of population			
	Matakana Island	Tauranga City	Western Bay of Plenty District	New Zealand
0 - 14 years	25	21	22	22
15 - 64 years	59	62	63	66
65 years & over	16	17	16	12
Total number	228	103,635	42,072	4,027,350
Median age	36	38	41	not stated

Source: Statistics New Zealand

Table 4 sets out the distribution of household typology at the time of the last census. Distinguishing features in the Matakana Island community are the high proportion of one-person households, linked to the high proportion of elderly and the associated papakainga housing, and the greater incidence of two-family households, reflecting extended family arrangements.

Table 4: Household type on Matakana Island (2006)

Household type	Matakana Island % of households	Tauranga City % of households	Western BoP District % of households	New Zealand % of households
One family	69	69	73	68
Two families	4	2	2	3
Three or more families	-	-	-	-
Multi-person	-	5	3	5
One person	27	24	20	23
Not classified	-	1	3	2
Total number	78	39,951	15,447	1,453,923

Length of residence on the Island:

Table 5 demonstrates the ties to the Island in terms of the length of residence on the Island. The resident community of Matakana and Rangiwaea Islands stand out at both ends of the scale: notwithstanding the higher proportion of children, considerably fewer locals have lived there for fewer than four years and considerably more have lived there for more than fifteen years.

Table 5: Period of residence (2006)

Period of residence	Matakana Island per cent of residents	Tauranga City per cent of residents	Western Bay of Plenty District per cent of residents	New Zealand per cent of residents
Less than a year	9	26	19	23
One to four years	21	36	33	31
Five to nine years	28	16	18	16
Ten to fourteen years	8	8	11	9
Fifteen to twenty-nine years	11	8	10	10
Thirty or more years	13	2	3	4
Not specified	9	5	7	7
Total number of persons	225	103,629	42,075	4,027,326

Source: Statistics New Zealand

This strong allegiance to the Island is also reflected in substantial numbers of hapu members returning each year to the Island over the summer months, when the resident population is reported to increase two to three-fold.

Land ownership:

Land in the western section and on Rangiwaea remains in Maori ownership - a mix of multiple ownership and individual private titles. With a few exceptions, the forested eastern land is not in Maori ownership, although Islanders ownership interests are represented via the Matakana Island Trust shareholding and some individual local shareholding in TKC.

Local economy and employment:

Murray (pp.1-2) refers to a change in employment patterns in the 1980s where more Islanders were able to find work on the Island, reversing an earlier trend which had seen them migrate to the cities and towns in search of work. Murray also notes (p.2) the affect that this out migration used to have on life of the local community, describing reduced attendances at marae gatherings, a falling school roll, and a decline in numbers involved in Island sporting teams.

Murray (p.2) refers to transport as the greatest challenge to economic life on the Island. The costs of transport between the Island and the mainland feed through into every aspect of life on the Island - export of produce, access to staple household groceries, participation in sports competitions, family gatherings, and so on.

Forestry:

Murray (p.48) records that the bulk of forestry land was already in private ownership when pinus radiata forests were planted first in 1924. A mill was established in 1951 by Bunn Brothers Limited when the first crop was due for milling (p.49). The mill was damaged extensively by a fire in 1981 but subsequently rebuilt.

At the present time the principal forestry land interests on the Island are BPL and TKC, although BPL currently holds virtually all of the forestry cutting rights. BPL has Forestry Stewardship Council certification which obliges it to adopt certain industry standards including standards relating to Indigenous Peoples' Rights, Community Relations and Worker's Rights¹¹. BPL has typically employed about 15-20 workers in its forest operations, with total numbers reducing slightly since pruning of the current rotation ceased in 2007. Currently three Island residents are employed by BPL, but the number has been as high as 10 in past years. The timber mill which operated at Hunters Creek until five years ago, employed about 26 Island residents and 7 from the mainland. When the mill closed, some of the workers went to work in mill operations on the mainland while others transferred to horticultural jobs on and off the Island.

It is generally accepted that during forestry working hours (Monday to Friday, 7.30am to 4pm) forestry land is out of bounds for occupational safety reasons, since forest gangs may be working and logging trucks using the forest roads. However, a permit arrangement, administered by BPL, grants access into and across forest land outside these hours.

Farming:

As early as the beginning of the 20th century, landowners on Matakana were growing wheat and, later on, oats and barley. By the middle of the 20th century, the predominant farming activity in the western section of the Island was dairy farming; in the 1950s Murray reports (p.51) there were 32 farms, with small herds but property amalgamation had reduced this number to eight by 1990. Today, five dairy farms rely on daily transport of milk by ferry to Omokoroa, with three of these farms milking all the year round.

Horticulture:

Murray (p.1) attributes the growth in the resident community towards the end of the 20th century to the advent of horticulture. By the 1980s, orchards had been established on Matakana Island, with the largest operation on Rangiwaea Island, with kiwifruit vines, macadamia nut trees and tamarillo trees (Murray, p.53). Several avocado orchards were also established. Hand picking fruit and other aspects such as pruning are labour intensive and provide seasonal employment. Climatic differences mean that fruit tend to ripen on the Island several weeks ahead of mainland orchards, allowing local labour to spread their effort and income-earning between the Island and the mainland. Such horticultural work can span up to nine months of the year, sufficient livelihood to support living on the Island.

Plant nursery:

There is a well-established plant nursery operation at Opureora, producing native plant species.

Tourism:

Tourism activities on the Island involve Clydesdale wagon rides and horse treks.

¹¹ <http://www.nzfoa.org.nz/images/stories/pdfs/content/certification/preapproveddraft5-2.pdf> downloaded 21 April 2011. pp.40-46.

These activities follow routes which traverse forestry land from time to time and involve overnight stays at a lodge on the Island.

An overview of Island residents' employment at the last census in 2006 is shown in Table 6. The predominance of primary sector employment is evident.

Table 6: Employment by industry sector (2006)

Sector	Matakana Island % of residents	Tauranga City % of residents	Western BoP District % of residents	New Zealand % of residents
Agriculture, forestry & fishing	41	3	21	7
Mining	-	-	-	-
Manufacturing	10	11	10	11
Electricity/gas/water/waste	-	-	-	1
Construction	3	11	9	8
Wholesale/retail/hospitality	3	23	15	20
Transport/communications	3	6	4	6
Finance/real estate	3	6	5	6
Professional/technical/administrative	7	13	11	15
Education/health/social/recreation/arts	21	22	18	21
Not specified	7	5	7	6
Total number of persons	87	48,960	20,400	1,985,400

Source: Statistics NZ

Household income:

Table 7 indicates trends in median household income over a 10-year period and compares household income for Matakana Island residents with those from neighbouring mainland areas.

Table 7: Comparative changes in household income, 1996-2006

Median household income	Matakana Island (\$)	Matakana as % of Tauranga City	Matakana as % of WBoPD	Tauranga City(\$)	Western Bay of Plenty District (\$)
1996	24,200	81%	80%	29,900	30,400
2001	28,300	85%	80%	33,300	35,500
2006	32,500	71%	69%	45,500	46,800

Source: Statistics New Zealand

Household incomes on the Island have persistently been lower than on the mainland. Indeed, the differential appears to have increased in recent years. This corresponds with the increasing proportion of one-person households comprising the elderly on low fixed incomes, as well as other comparable statistics on labour force status (Table 8) which differentiate the Matakana Island community in several respects: lower proportions of people employed full time; higher proportions

employed part time, somewhat higher unemployment level and overall a lower proportion of active labour force participation.

Table 8: Comparative labour force status (2006)

Labour force status	Matakana Island % of residents	Tauranga City % of residents	Western BoP District % of residents	New Zealand % of residents
Employed full-time	34	45	46	48
Employed part-time	18	15	16	14
Unemployed	5	3	3	3
Not in labour force	39	35	31	30
Not specified	4	2	5	3
Total number of persons	168	82,047	32,970	3,159,909

Source: Statistics New Zealand

The 2001 census data at meshblock level indicate some significant disparities in household income between different areas of the Island community. However, such disparities are not immediately apparent to the casual observer. Once again, such disparities are related to the range of occupations and the mix of full-time employment and part-time employment amongst Island residents.

Notwithstanding the lower household incomes, ownership levels of private cars by Island households is broadly comparable to elsewhere - see Table 9. With the exception of secondary school children's transport, travel to the mainland is via vehicular ferries, and the boat service for secondary school children is far enough away from areas of settlement to necessitate the use of vehicles.

Table 9: Access to motor vehicles by households (2006)

Number of Motor Vehicles	Matakana Island % of households	Tauranga City % of households	Western BoP District % of households	New Zealand % of households
None	7	6	4	8
One	37	39	31	36
Two	37	38	43	37
Three or more	11	13	18	15
Not specified	7	3	5	4
Total number of households	81	39,952	15,438	1,453,935

Source: Statistics New Zealand

Another feature of the Island economy is the comparatively higher cost of living; food at the local store is more expensive than on the mainland (small volumes and high transport costs) and travel to all shops and services on the mainland carries significant cost, in the absence of public transport. In the face of such financial challenges, living costs on the Island are offset to some extent by opportunities to provide food from the land, the forests and the sea. Also, a wide range of services is provided on the Island via several community-based services.

Community organisation and social services:

Community is organised around three active marae and their associated hapu - two on Matakana Island and one on Rangiwaea Island. Monthly hui-a-hapu are conducted by each hapu on the Island (Community Hui) to keep people in touch with what is going on and to provide updates and accountability to community members. An Island newsletter - Te Haumoana - is published every month, carrying information about the activities of various Island residents and notices about Island organisations. The banner heading of each newsletter - *Our Island surrounded by a breeze of positive happenings* - conveys a strong message of confidence and optimism. The back page carries a monthly diary of forthcoming events.

Community facilities grouped together include Te Awanui Hauora, the Sports facility and club, the Primary School and Kohanga Reo, the lighted tennis/netball courts, and the plant nursery.

Te Awanui Haora was established in 1999 by the Matakana Island Trust, but is now administered by its own independent Trust and operates from its own building providing a broad range of health and social services. These include clinical services¹² and nursing support, and a First Response Team with direct links to a rescue helicopter and St John Ambulance. As a result of a survey of Island residents conducted in 2006, a 4-room hospital unit is planned for construction this year, which will provide birthing and hospice facilities. The Hauora also anchors a range of social services including a youth centre, after-school programmes, holiday programmes and rangitaahi¹³ programmes. A modern fitness-gym facility is reportedly well used. The centre provides access for community members to four laptop computers and internet services, by which they can prepare CVs, job applications and do school assignments. The centre also provides access to learner driver licences and a range of OSH work skills training¹⁴. The Hauora provides support to resident kaumatua, coordinating fortnightly shopping visits to Tauranga.

Over the years Matakana Island has been served by pre-school, primary school and secondary school services. The Island community has along history of pre-school education and Murray reported (p.63) that by 1990 the Kohanga reo was well established. As with any primary school in the country, the primary school - Te Kura o Te Moutere O Matakana - is governed by its own Board of Trustees. Murray recorded (p.64) the underlying educational philosophy of nurturing a strong Maori identity in the children as the basis for integration into new Zealand society. During the past decade, the primary school roll has averaged 40 pupils, although the roll has fluctuated above and below this figure in a cyclical pattern not uncommon in rural communities. A secondary school was established on the Island in 1953 but closed in 1974. Murray (p.64) noted that many children used to go to boarding schools on the mainland, but this practice has more recently largely been replaced by a preference to remain at home and travel by ferry to secondary schools in

¹²A GP visits the Island every Tuesday to run a weekly clinic.

¹³Intermediate-age children.

¹⁴FarmSafe courses and safety courses for users of quad bikes, tractors and chainsaws.

Tauranga.

Matakana Island Recreation and Community Incorporated (MIR&CI) was established in 1990 to encourage and provide sport and recreational activities for the Island community. MIR&CI administers the sports facility and Club building, which provides a focus for numerous sporting and social events. Access to the Club is by membership and members are allowed to bring their visitors. The Matakana Island community has strong traditions in a variety of sports - rugby, tennis, netball, as well as eightball, badminton, softball and table tennis (Murray, pp.43-48). In 2011, the Island still fields rugby and netball teams in the Tauranga competitions, and a new, lighted tennis/netball court complex has recently been completed near the primary school.

A common theme underpinning many developments of physical infrastructure and buildings on the Island is community-based fund raising¹⁵. Even today, major local events such as the annual Fishing Competition and the Walk-Run Day continue to serve as important fund-raising opportunities.

Blakely Pacific involvement in the community:

The role of BPL in generating a component of employment for Island residents has already been described. Since becoming a major landowner on Matakana Island in 1994, BPL has made substantial investments in community infrastructure, for example the Rural Fire Party facility, training of local personnel and provision of equipment including the defibrillator used by the Island's First Response Team. In partnership with TKC and the Western Bay Rural Fire Officer, BPL continues to fund and administer the Matakana Rural Fire Party. BPL allow its 4-wheel patrol bike to be used during major events for First Aid support and general Health and Safety precautions. Daily patrols during the summer months have encountered hundreds of visitors, some intent on camping and lighting fires. The patrol remains on-call during winter months in case of emergencies. With the imminent development of more housing on Rangiwaea Island, BPL is in discussions with the local Trust regarding the establishment of its own Fire Party.

Over the past five years, BPL has contributed sponsorship funds to a range of community organisations including Te Awanui Hauora Trust, Te Kura o Te Moutere O Matakana, Matakana Island Kohanga Reo, and the Matakana Island Rugby Team and Netball Team. BPL has also supported environmental recovery programmes such as the Dotterel and Dunes projects.

This summary description of BPL's historical involvements in the Matakana Island community may explain, at least in part, the nature of the approach which BPL has adopted in developing its subdivision proposal and the scope of consent conditions offered by BPL. However, it should not be inferred that BPL will always be the owner of what are currently its forests and cutting rights on Matakana Island.

¹⁵Murray records this in relation to the rebuilding of the Catholic church (p.20) and dining hall at Opureora marae (p.7).

Mainland links:

As Murray observed in 1990 (p.1), residents of Matakana Island can travel to the mainland by launch, aeroplane, small power boats, 'roll on roll off' barges, and even on foot at low tide. Presently, the most common form of transport is via one of the 'roll on roll off' barges or the ferry boat from Pane Pane Point. These services cater for secondary school students, various sports teams, and trips for shopping or accessing services on the mainland.

Visitors to Matakana Island:

The warmer, summer months are the period when most visitors come to the Island, whether returning whanau members or mainland visitors in their own boats coming to visit the beaches particularly at the southern end of Matakana Island and the two areas of designated water ski activity¹⁶. Beaches at the southern end of the Island are closest to the population of Tauranga and visiting them avoids extended travel in the open sea. The beaches on the northwestern part of the Island are closest to Kati Kati, Kauri Point and Bowentown and visiting them also avoids extended travel in the open sea. The southern section of the Ocean beach is noted for its world-class surfing opportunities and attracts many surfers. While public access for boaties already exists to the coastline up to the high tide mark, riparian land rights mean that at high tide, visitors on land would technically be trespassing. However, this is probably not widely appreciated amongst members of the public and most of the time there would be no one present to take issue.

Permits are required for anyone who is not working in the forested areas to visit or pass through these areas. The permit system is administered by BPL and issued by Mr Harry Reid. BPL report issuing an average of 160 permits each year, covering a broad range of activities such as pig hunting, fishing competitions and recreational fishing, walking groups, research, forestry inventory, forestry training, Tauranga Hospital and Health & Safety inspections, educational trips, Matakana Island tourism, firewood collection, visits by staff from Dept of Conservation or Environment Bay of Plenty, visitors to Opu House and Mill House, and other visits for commercial purposes, including visits to other tree farms on the Island. The principal reason for obtaining permits for Island residents have been for pig hunting¹⁷, while for visitors from the mainland the principal reasons have been recreational fishing, educational trips, visits to Opu House¹⁸ and visits for commercial purposes.

In addition to the general visitor patterns described above, specific day-long events held on an annual basis attract hundreds of visitors - events such as the Fishing Competition and the Walk Run Day. The Matakana Island Music and Arts Event

¹⁶One designated water ski area is at the south end, near Hunters Creek, while the other is off the northwest shores of the Island near the Oturoa and Paretata blocks (Murray, 1990, p.iii) opposite Ongare Point and Kauri Point on the mainland. Kauri Point residents report seeing up to 100 boats in this area during summer, with many landing on the Island for picnics (Evidence of Mr Frentz)

¹⁷The pig hunting season runs from the beginning of May till the end of September each year. Typically, permits are granted to members of two Clubs, the Matakana Pig Hunting Club and the Kati Kati Pig Hunting Club. Each weekend in the season up to 8 individuals visit allocated blocks in the forest, working in pairs with dogs and no guns.

¹⁸A lodge used by various organisations (e.g. BPL, the Police) for conferences or retreats.

held in January 2010 attracted a crowd of some 3,000 visitors. The popularity of these specific events may also be the cause of some subsequent casual visits - for example, people riding mountain bikes but not knowing about the need for permits into the forest - because of the increasing exposure of Matakana Island to outsiders.