

The Motu Dialogue

A report prepared for the Recreation
and Landscape Values Working Party

by C MacMurray 1984

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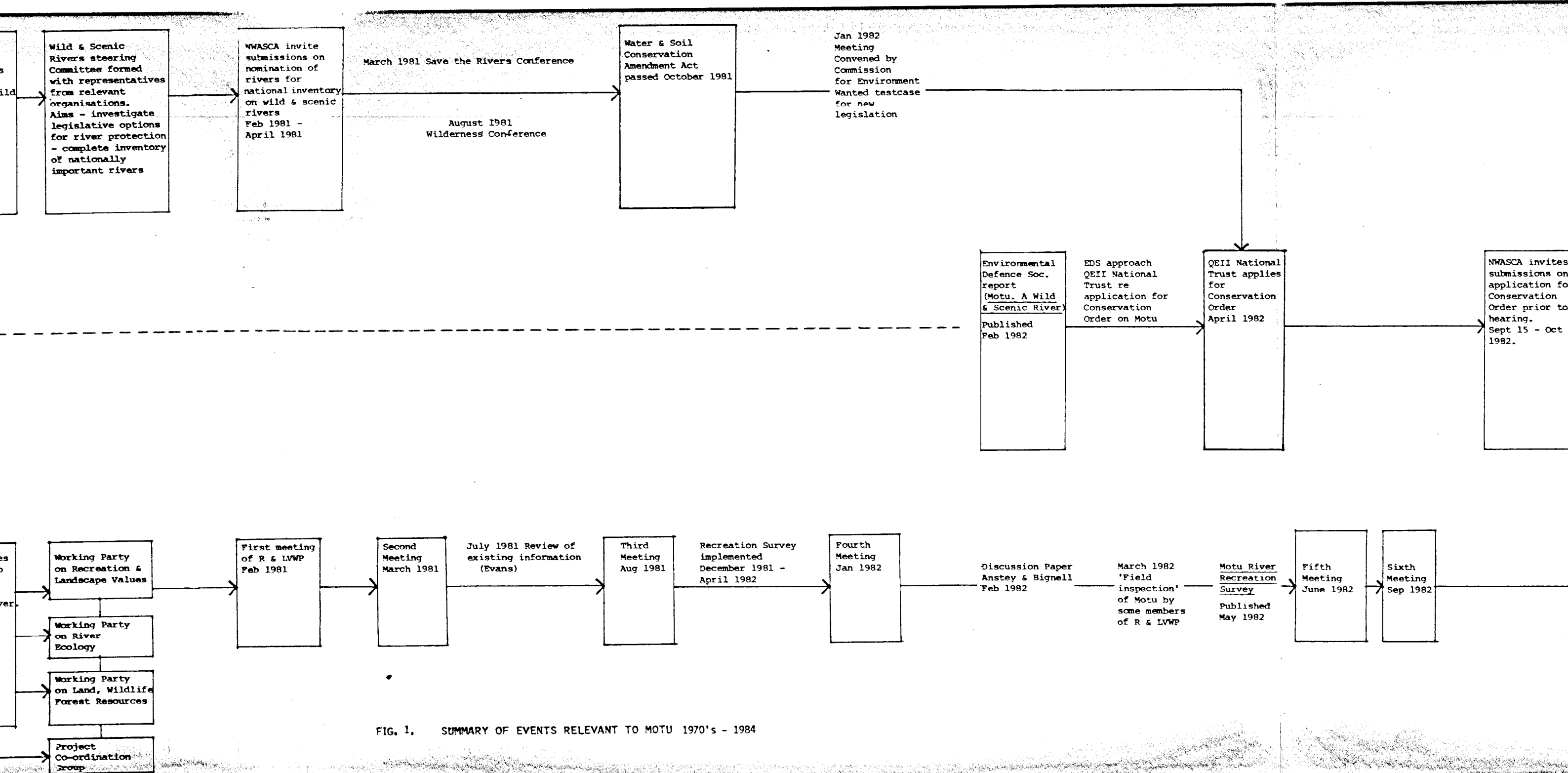


FIG. 1. SUMMARY OF EVENTS RELEVANT TO MOTU 1970's - 1984

1



Introduction

Context of report

Interest in developing the Motu River for hydro power dates from the late 1950's when the Power Division of the Ministry of Works and Development began initial engineering investigations into the Motu. These investigations ceased in 1963, and were re-opened in 1977. In 1980, the MWD established several Working Parties comprising members seconded from various agencies, to study non-engineering aspects of the river. These Working Parties were to collect baseline data on land, wildlife and forest resources, river ecology, recreation and landscape values. It was intended that this information would be used later to assess the likely impact of different management or development options.

This report has been prepared for the Recreation and Landscape Values Working Party, to

collate and assess landscape information on the Motu. The Recreation and Landscape Values Working Party (hereafter referred to as the R & LVWP) began its existence in February 1981. The scope of the brief covered:

"An assessment of the components of the landscape and their inter-relationships, and the existing and potential recreational opportunities and experiences in the Motu Catchment", and "An assessment of how landscape and recreation values are likely to be affected by development options". From 1981 until 1984 the R & LVWP accumulated information towards these ends. During this period concerned organisations and individuals were lobbying for a National Water Conservation Order on the Motu River. Their cause was successful and a Conservation Order was granted over part of the river in February 1984. With the Conservation Order hydro power development ceased to be an issue (at least in the immediate future) and it was

decided that the time had come to publish the information which had been compiled and disband the Working Parties. This report provides a summary collation of the landscape information.

Aims of report

The aims of this report are to:

- Collate all known (published or unpublished) landscape information on the Motu. This includes information from Working Party and non-Working Party sources.
- Analyse and comment on this information and how it was used.
- Comment on how people perceived the Motu landscape.
- Identify any gaps and inadequacies in the information and comment on its adequacy as a planning data base.



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Review of landscape information

Introduction

This section reviews landscape information existing on the Motu catchment. The information originates from various sources, but in most cases the motivating force was provided either by the wild and scenic rivers issue (and the perceived hydro development threat), by the R & LVWP or directly by the Conservation Order proceedings.

Fig. 1 (Summary of events relevant to Motu 1970's-1984) shows these three strands and the chronology of their significant developments. The landscape information is reviewed according to the source here because it is helpful to see it in context. In a later section the information is synthesised according to subject matter and the adequacy with which it covers the landscape issue is discussed.

Before reviewing 'landscape information' it is necessary to provide a brief definition of what

'landscape' in this context encompasses. For the purposes of this report, landscape information includes information on the ecology and functioning of the land, human interaction with the landscape (land uses, projected needs) and the visual appearance of the landscape.

Wild & scenic rivers issue

WILD AND SCENIC RIVERS

Soil and Water 1979.

This feature on wild and scenic rivers looks at the development of concern over protection of wild rivers, and the policies for power development. The history of involvement by various agencies and progress towards legislation for protection of wild and scenic rivers is recorded.

One section, contributed by NWASCA, comments on the eight conclusions drawn in the Commission for the Environment's Appraisal document on Wild and Scenic Rivers Protection (1978).

In another section representatives of three recreational groups (anglers, jet boaters, and canoeists) discuss the requirements of their sport

in relation to wild and scenic rivers and hydro power development. They present their views on the necessity for protective legislation.

Although not specifically relevant to the Motu landscape the information provides background information on wild and scenic rivers. It was against this background of awareness of the value of our rivers that the Motu became an important and publicised issue.

WILD AND SCENIC RIVERS SUBMISSIONS

East Cape Catchment Board 1981.

These submissions were received in response to an invitation to nominate rivers which should be included in a national inventory of wild and scenic rivers. 28 submissions were received.

All the submissions from private individuals supported recognition of the Motu and Waioeka as Wild and Scenic rivers. These submissions also expressed concern that the rivers should be retained in their natural state. Interest group submissions stressed the use of these catchments as recreation resources and the need to protect them from any unnecessary damage. Submissions from local bodies expressed reservations at designating rivers as wild and scenic because of the obstruction this could cause to future development. Most government departments making submissions (QEII National Trust, Department of Lands & Survey) supported nomination

of the Motu and most of its tributaries. MWD accepted that the Motu had wild and scenic characteristics but considered that benefits of development might outweigh disadvantages. Internal Affairs nominated the Motu as a river of national importance, acknowledging that a significant proportion of users came from outside the region. The Gisborne District Forest Ranger and Raukumara Forest Park Advisory Committee both nominated the Motu as a river of national importance.

The majority of submissions supported nomination of the Motu for national status, and only three expressed reservations because of a possible loss of development options. While other rivers were also nominated, the Motu (and to a lesser extent the Waioeka) were singled out as the rivers most worthy of preservation. After consideration of the submissions the East Cape Catchment Board nominated the Motu and Waioeka Rivers for inclusion in the inventory of rivers having nationally

important wild and scenic attributes.

This compilation of submissions is important as a demonstration of the way the general public and interested organisations felt about the Motu River.

WILD AND SCENIC RIVERS - AN OVERVIEW

Lecture to Parks and Recreation Students,
Lincoln College. Boyden Evans 1982.

This paper outlines the background and events leading up to the Water and Soil Conservation Amendment Act 1981. It describes the Act and procedures involved in applying for a conservation order or notice. Reactions of conservation and other groups and perceived inadequacies of the Act are discussed. The Motu was consciously chosen as a "test case" for the Act and it was hoped that

relevant criteria and procedures for a successful application would be established from this first case.

Although this paper is not directly relevant to the Motu landscape it is included here because it provides a useful summary of events related to the wild and scenic rivers issue.

MOTU. A WILD AND SCENIC RIVER

S. Penny (for Environmental Defence Society) 1982.

This report brings together information contained in a number of government department reports and other sources. It provides a comprehensive description of the Motu, including its geology, hydrology, forests, fisheries, wildlife, introduced animals and scenery. It

describes recreational use of the river by trampers and hunters, fishermen, jet boaters, canoeists and rafters. Possibilities for hydro-electric development are examined in detail and a map showing possible dam sites is included. The impact such development would be likely to have on the environment, on fisheries and recreation is investigated. The report endorses preserving the Motu as a wild and scenic river.

This report provides a valuable compilation of existing factual information on the Motu, and is particularly useful for the detailed treatment of hydro investigations.

R & LVWP information

MOTU RIVER - RECREATION AND LANDSCAPE VALUES WORKING PARTY

QE II National Trust. Boyden Evans 1981.

This early Working Party paper outlines the growth of interest in the Motu River for hydro development and recreational experiences. Information on the Motu River is reviewed and from this, gaps in knowledge are identified and suggestions made on how the Working Party should fill these. In particular, the need for a recreation survey is pointed out and suggestions are made about the kind of information is should collect. It is also suggested that an attempt should be made to quantify loss of wilderness values if some form of development were to jeopardise the wilderness.

This report provides a useful overview of landscape and recreation information on the Motu until

1981. It was also instrumental in initiating the Recreation Survey, one of the significant achievements of the Working Party.

RECREATION, LANDSCAPE. RAUKUMARA FOREST PARK AND THE MOTU RIVER

Discussion Paper. A. Bignell, C. Anstey, 1982.

This paper is in two sections, each section written separately by one author. It was written to help the Working Party decide how to approach recreation and landscape evaluation.

The section written by Bignell is entitled 'Recreation and Landscape in the Motu and the Raukumaras'. It discusses logistical and other problems in collecting data on users of the forest and river. As an alternative it suggests studying existing material - magazine and newspaper

articles, club reports, reports and correspondence associated with the debate over wild and scenic rivers.

This paper makes a strong argument for a qualitatively reasoned case. It points out the paradox in attempting to collect statistically valid quantitative data, with its attendant large sample numbers, in a wilderness area where one of the prime values for the user and indeed one of the defining characteristics is the low level of use.

In determining the value of the Motu it is recommended that it be compared with other modified and unmodified North Island river systems, rather than evaluated solely by reference within itself. To determine the impact of change, the need to have actual development options clearly defined is emphasised.

The section written by Anstey deals with landscape and wilderness values in the Raukumaras. It points out that landscape evaluation is an attempt

to quantify quality which, at best, can only establish relative, not absolute, values. Some of the factors influencing perception of landscape are discussed. These include point of view, 'prospect' and 'familiarity', naturalness, diversity, unity and mystery. The Raukumaras landscape is described in terms of some of these criteria and the conclusion reached that it is intrinsically a landscape of high quality. River transitions are seen as the areas of highest quality.

The Raukumaras also rate highly as a wilderness. Values of wilderness are discussed.

It is suggested that information should be collected in support of the qualities of the Raukumaras, with emphasis on the water courses. Material could then be produced which would enable people to identify with the values illustrated. This could include graphic and photographic material, videos, exploration of altered landscape previously of a character similar to the Raukumaras.

This discussion paper stands out as an important document in influencing the approach of the Working Party. Both authors contend that the nature of the subject calls for a qualitative approach rather than a quantitative one.

REPORT ON FIELD INSPECTION : MOTU RIVER

A. Bignell 1981.

This field inspection was undertaken for two main reasons: to enable Working Party members to become familiar with the river and landscape, and to determine the attitudes and activities of commercial rafting organisations using the Motu River. It involved a raft trip down the Motu with a commercial company.

The report relates the procedures engaged in by

the rafting operators and their party. These include briefing on safety standards and rafting techniques, practices for minimising impact on the landscape, location of camp sites. Problems encountered by the N.Z. Professional Rafting Association in establishing efficient liaison with government departments are discussed. Observations are also made on Forest Service commercial rafting permit conditions.

This report provides useful background information on how one commercial rafting company operated. Bignell was impressed with the boatmen's concern for safety standards and for the environment through which they passed but noted that not all companies set the same standards, and that the forest resource should be guarded against abuse by less scrupulous companies.

MOTU RIVER RECREATION SURVEY

J.E. Ritchie, P.G. Shaw, P.L. Weir 1982.

The recreation survey was conducted from December 1981 until April 1982. Information was gathered from river users and reported in the survey under the following categories : free floating river traverses (canoeists, rafters), jet boat recreation, general recreation in the lower Motu (fishing, swimming, picnicking, camping, etc.) and kahawai fishing.

This survey is a significant achievement in that it provides factual base data on all types of river users. It gives an idea of numbers involved in different recreational pursuits on the river, where and when different activities occur, incentives for the trip and where people came from. Some interesting facts come to light, e.g., jet boating is primarily a way for hunters to gain

access to higher up the river, rather than a recreational activity engaged in for its own sake. One possible limitation of the study is that it focuses on a 4-month period, and is therefore unable to illustrate long-term trends in river use. However, the authors considered that less expensive methods should be used to gather this type of information - methods such as direct reporting of river use by clubs and commercial operators.

Overall, the survey is a very useful document. Its value lies in the provision of factual information on recreation use of the Motu. (It may seem contradictory to emphasise the value of a factual study after writing of the qualitative approach endorsed by Anstey and Bignell. However, the recreation survey provides the basic knowledge about users which must underlie any evaluation.)

HUNTING AND TRAMPING IN THE MOTU CATCHMENT

K. Dolman 1983.

This report describes the physical setting - land ownership, access, topography, vegetation. The status of deer, goats, pigs and possums in the Motu catchment is recorded and information on hunting and tramping presented. Sources of this information include Forest Service hunting permits, verbal and written comments from field staff, discussions with private landowners, Motu River Recreation Survey, returns from game meat freezers, interviews with local commercial hunters, submissions on the Raukumara State Forest Park Draft Management Plan. The difficulty of acquiring accurate knowledge on numbers of hunters and trampers is noted. In spite of this difficulty the report provides much useful information.

Deer and pigs are the favoured quarry for hunters but in practice, most hunters kill goats.

commercial possuming tends to be engaged in by locals and fluctuates with fur prices. Very low numbers of trampers enter the Motu catchment but public submissions on the draft management plan indicate considerable public interest in retaining the area in an undeveloped state. It is suggested that "quality of experience is of more consequence than quantity of usage" (p. 18).

Where the Motu River Recreation Survey investigated the recreational activities of those who were specifically river users this report provides information on land-based users in the Motu catchment. It fulfills the same function as the Recreation Survey, that of providing important base data on users.

Conservation Order Information

APPLICATION FOR NATIONAL WATER CONSERVATION ORDER ON THE MOTU RIVER

QE II National Trust 1982.

The application gives a brief account of the status of the QEII National Trust and its qualifications to apply for a Conservation Order. A general description of the Motu River area follows. The overall justification for the making of a National Water Conservation Order on the Motu is given as the national importance of the wild, scenic and other natural characteristics of the waters in the natural state. It notes the impossibility of placing financial values on the essentially subjective and intangible benefits derived from preservation of the Motu, and considers the electricity potential forgone should be seen as

a cost of preserving the rapidly diminishing wilderness resources of the nation.

Specific legal considerations justifying a Conservation Order (based on legislative provisions) are outlined. These include water-based recreation, fisheries and wildlife habitats, wild, scenic or other natural characteristics, needs of industry and the community, and the provisions of relevant regional planning and district schemes.

SUBMISSIONS TO NWASCA 1982

The following information is adapted from the report by the NWASCA committee after the NWASCA hearing. Before the Gisborne hearing on the application for a national water conservation order, NWASCA received submissions or objections from the

Minister of Works and Development and 56 local authorities, statutory or other bodies. Private individuals forwarded 165 submissions, some signed by more than one person. In addition, 11 petitions signed by a total of 254 people were received.

Two individuals and the Opotiki County Council objected to the making of an order. The East Cape Catchment Board, the East Cape United Council and the Poverty Bay Electric Power Board sought a deferral of the order. The Water Resources Council questioned the adequacy of the application and submitted that the legislation was unclear due to a lack of crucial definitions.

The remainder of the submissions (an overwhelming 214 out of 222) favoured the making of an order. Some requested an order with more wide ranging prohibitions and restrictions than those sought by the applicant.

Like the submissions on Wild and Scenic rivers compiled by the East Cape Catchment Board, these

submissions are important as indicators of public opinion about the Motu River.

EVIDENCE - PLANNING TRIBUNAL HEARING 1983

In the Tribunal hearing evidence in support of the application was submitted by many people. The landscape evidence covered information on fisheries, wildlife (especially the Blue Duck), management objectives for the Raukumara State Forest Park, future needs for hydro power development on the Motu, environmental impact reporting procedures for hydro investigations and any revocation of an order on the Motu. Here, evidence on wild, scenic and recreational values of the Motu submitted by Molloy, Egarr and Faulkner is summarised.

Dr Les Molloy

Molloy's evidence concentrates on wilderness in relation to the Motu catchment. In defining wilderness, Molloy states that it has two basic interrelated elements: the physical element and the state of mind, or psychological element. He cites the definition of wilderness experience in the draft wilderness policy prepared by the Wilderness Advisory Group as adequately expressing both aspects of the concept.

He points out that the river and land both contribute to the wilderness experience in the Motu, a fact not adequately recognised by the Water and Soil Conservation Amendment Act 1981. The act is concerned with the preservation of the waters of rivers, streams or lakes and is open to too narrow an interpretation.

Molloy discusses the proposal for a wilderness area in the Raukumara State Forest Park. He provides an estimation of the total remaining wild-

erness resource in New Zealand (2.5% of our land area) and notes that this is unevenly distributed between the North and South Islands to the extent that there is about 17 times as much wilderness per head of population in the South Island as there is in the North Island.

Wild characteristics of the Motu catchment are discussed and the likely effect of hydro development on the wilderness area is described. The inclusion of the lower section of the river and the Takaputahi below the Whitikau Stream in the conservation order is recommended, so they can function as buffer zones to the wilderness area.

In concluding, Molloy draws attention to the national importance of the Motu wilderness resource, the status of the Motu as the most extensive stretch of wild river in the North Island and the importance of preserving it to protect opportunities for wilderness experience.

Graham Egarr

Egarr has extensive recreational experience of many New Zealand rivers including the Motu and was involved in the recreational river survey and a scenic evaluation of 64 New Zealand rivers (see reviews later in this section). His evidence considers scenic and recreational values and the likely effects of hydro development on these.

In the Motu, as in any other river, the scenic aspects are an important and integral part of the canoeing or rafting experience. Factors which contribute to the scenic attractiveness of the Motu are the depth and narrowness of the river channel, the change from gorges to more expansive river valley lower down, and the interaction between landform and vegetation.

In Egarr's opinion, the quality of the varied scenic experience for a river user moving through the various reaches from the point of entry to the State Highway 3 bridge or the sea is not matched on

any other North Island river.

In discussing recreational values, Egarr makes the following points. The recreational values of the Motu arise from the white water, the way in which the river can be used as a "corridor" for people to travel through an extensive wilderness area without detracting from the wild or unspoilt qualities, and the length of the trip. A further advantage of the Motu is that the commercial rafting companies operating on it enable a wide variety of people (who would otherwise lack the skill and equipment) to experience the Motu. Access to the Motu at the top, outside the wilderness area is a factor which facilitates recreational use of the river.

Egarr considers that damming for hydro power in the lower reaches would destroy the "falls to sea" adventure. The current transition zone effect of the lower reaches would be replaced by a feeling of rapid return to development and civilisation. In

summing up, he stresses the accessibility, the wild, scenic and recreational qualities of the river, the wilderness of the surrounding landscape and the freedom from development. These qualities make the Motu a river of national significance.

Rodney Faulkner

Faulkner describes the values of the Motu from a trumper's point of view, and from a background of extensive knowledge and familiarity with the Motu catchment. He sees the greatest attraction of the Motu as being the length which remains in its natural state. Accessibility by car at the upper and lower ends and proximity to large population centres are also advantages.

Faulkner sees the wild and scenic character of the river waters as being an essential feature of the entire tramping experience, and mentions the

appeal of the varied scenery, from the river pounding through 'polished greywacke gorges' to the relative tranquility of 'shingle beaches and deep slow moving pools'. He mentions also the feeling of pioneering and exploring wild, virgin country that trampers experience in the Motu-Raukumara region.

The physical characteristics and recreational opportunities of the upper, middle and lower sections of the Motu are then described. Faulkner concludes that the Motu provides for a very wide range of water-based recreational opportunities, from the falls to the sea. Its preservation is warranted as an area which will always present a demanding physical challenge, and as one of the few rivers remaining in its natural state.

Other sources

A SHORT HISTORY OF THE EXPLORATION AND SURVEY OF THE MOTU RIVER

R.A. Creswell, W.N. Bishop 1961.

This article describes the history of exploration and surveying in the Motu. It concludes a description of the river. The Motu has provided Europeans with a challenge since the early days of colonisation, with the first traverse of part of the river being attempted in 1879. Investigations into potential for hydro power development date from the 1950's. A somewhat fatalistic conclusion is drawn by the authors on the probability of damming in the Motu. It is interesting that legislation enacted since the 1960's and the growth of public concern over the Motu enabled this fate to be prevented.

NEW ZEALAND RECREATIONAL RIVER SURVEY

Part II. Summaries of North Island Rivers.

G.D. and J.H. Egarr 1981.

In this survey, the Motu is described in four sections. The Takaputahi and Mangaotane tributaries are also described.

Recreational value is assessed on factors such as proximity to urban population, ease of access, degree of skill required, absence of pollution, absence of 'scenic misfits'. It is ranked on a five point scale - insignificant, low, intermediate, high, exceptional. Scenic value is assessed on a six point scale: dull, uninspiring, moderate, picturesque, impressive, exceptional. Scenic and recreational ratings for the Motu are shown in the table below. Besides these scenic and recreational values a description of recreational uses and scenic qualities is given for each river.

Motu River	Scenic Value	Recreational Value
Origin to falls	moderate	low
Falls to Mangaotane	exceptional	exceptional
Mangaotane to Mangatutara	exceptional	exceptional
Mangatutara to sea	impressive	exceptional
Takaputahi River	exceptional	low
Mangaotane River	exceptional	insignificant

SCENIC AND RECREATIONAL VALUES ASSIGNED TO SECTIONS
OF THE MOTU RIVER

64 NEW ZEALAND RIVERS

G. and J. Egarr, J. Mackay 1979.

This document provides a scenic assessment of 64 major New Zealand rivers. It includes also an account of the methodology used in their selection and evaluation.

Components of scenic quality assessment in this study are vegetation, banks and river bed, landscape, wilderness feeling, water quality, water movement, any other factors such as historic or wildlife interest.

Each river is divided into stretches having distinct character and these factors are assessed for each stretch. The separate evaluations are added to give a total score for each stretch of river. While some of the value ratings are subjective and open to debate, the system is at least explicit and applied consistently to the

rivers surveyed.

The Motu River is evaluated in two sections :
Motu Falls to Mangatutara Stream and Mangatutara
to the sea. Both stretches are assigned high
values, and the Motu is ranked as one of five
exceptional North Island rivers. Its scenic
attributes are summarised as "dense bush, steep
gorges, sheer "gateways", continual powerful rapids,
very remote".

A useful appendix and bibliography on scenic
evaluation is included. More importantly, though,
the value of this report and the Recreational River
Survey is that they provide a comparative view of
the Motu. In comparison with other New Zealand
rivers the Motu was clearly seen as having outstand-
ing recreational and scenic characteristics.

THE MOTU RIVER. A GUIDE FOR DINGHY DESCENTS
N.Z. Forest Service 1978 (Reprinted 1980).

This guide provides a first-hand assessment
of the river from a user's point of view. It gives
information on what one is likely to encounter and
how to approach sections of the river. In doing so
it describes the nature of the river, the adjacent
land and vegetation and access. A map showing
important features is included.

RAUKUMARA STATE FOREST PARK MANAGEMENT PLAN
1983-1993

N.Z. Forest Service

The Raukumara State Forest Park was proclaimed
by notice in the N.Z. Gazette in April 1979. It
covers a major portion of the Raukumara Range and

in the southern part it includes much of the Motu.

The Management Plan gives a comprehensive description of the Raukumaras, including topography and drainage, geology, soils, erosion, climate, vegetation, wildlife, human influences and resources (recreation, water, wood, minerals). It sets out aims of management and management zone areas - protection, production and recreation zones, giving relevant prescriptions for each. Other concerns - possible future investigations, forest protection, future land acquisition to extend the park boundaries, administration, and management priorities are also examined.

Apart from Motu . A Wild and Scenic River (the EDS report) the Management Plan is probably the best resource inventory existing on the Motu area.

WILDERNESS RECREATION IN NEW ZEALAND

Proceedings FMC 50th Jubilee Conference on Wilderness, August 1981 (published 1983).

The conference proceedings include papers covering many aspects of wilderness and its protection. Emphasis is given to implementation of wilderness policy and management by government agencies (Lands & Survey, Forest Service, National Parks and Reserves Authority). There is also an excellent introductory paper by Molloy which reviews New Zealanders' past attitudes towards wilderness, argues a philosophical case for wilderness preservation and looks at strategy for preserving wilderness areas. The FMC proposals for wilderness areas are presented in detail and conclusions of workshops on these proposed areas, and workshops on wilderness topics, are documented. Some of the originally proposed boundaries for the wilderness areas were modified in the workshops.

Of particular relevance to the Motu are the papers on Wild and Scenic Rivers (Conway), Wild Rivers Preservation (Barr), the section on the proposed FMC Raukumara wilderness area, and the workshop conclusions on the proposed Raukumara wilderness area. The Motu is also discussed briefly as a potential wilderness area in State Forest. ("Wilderness - Implementation of Joint Policy. A Forest Service Viewpoint").

Conclusions of the Mining/hydro workshop are another area of interest.

The particular significance of the Wilderness Conference for the Motu landscape is that the Raukumaras and part of the Motu River were recognised by FMC and conference participants as wilderness warranting protection.

3



Public perception of the Motu

Introduction

Information reviewed in the previous section (e.g., Wild & Scenic Rivers Submissions, Submissions to NWASCA) indicates that a large number of interest groups and individuals felt that the Motu was an outstanding place and that it should be preserved from hydro power development. From the information reviewed, this section attempts to describe how these people saw the Motu landscape and why they felt it was important.

Obviously perception of the landscape is influenced by individuals' interests and experience but overall, in the case of the Motu, common themes exist. Briefly, these themes are the spectacular scenery, the recreational experience facilitated by the landscape and values of the wilderness. Although these themes are interrelated it is possible to examine each separately.

Scenery

Most people saw the Motu as being a landscape of high visual quality. The authoritative work on scenic quality of the Motu is 64 New Zealand Rivers. A Scenic Evaluation (Egarr, Egarr & Mackay). Here, the Motu is ranked as one of five exceptional rivers in the North Island.

More subjective, first hand descriptions of the Motu are common. Penny (1982) devotes a section to scenery in describing the Motu and Quotes Rawle (1980) who describes the scenery as "majestic, with rocky peaks like castles on the Rhine, narrow inlets leading into bush clad valleys, gorges with sheer rock walls.....". In the Wild and Scenic Rivers Submissions compiled by the East Cape Catchment Board there are also many references to the scenic qualities of the Motu, for example: "The Motu River is sought out and enjoyed by thousands each

year because of its remote, rugged beauty...."

(Private Submission by L.J. Aikman.)

Submissions to NWASCA before the hearing over the Conservation Order provide further scenic descriptions. Barr refers to the "impressive scenic vistas through some of the most rugged country in New Zealand" and "spectacular gorges and forest scenery, probably unequalled on any other river in the North Island". The submission from the Commission for the Environment notes the "physical beauty of the Motu, its turbulent passage" and states that "the features of the river and its environs provide scenery of a very high order". Action For Environment contends "The Motu valley is extremely impressive" and mentions "very steep, forested sides, sense of isolation and the succession of rapids and pools" and the Tararua Tramping Club makes references to "high scenic interest", "outstanding views", "bush fringed river through wild and steep country".

After the NWASCA hearing (Gisborne, 1982), the NWASCA committee conceded in its report that"..... the Motu River has outstanding scenic characteristics between the Waitangirua and Huaero confluences with the Motu River". This assessment was reached after a helicopter trip and due consideration of the submissions and evidence.

Evidence attesting the scenic quality of the Motu was also presented at the Planning Tribunal hearing in 1983. Egarr pointed out that aerial assessment of scenery is inadequate because, for example, between the Motu Falls and the Waitangirua confluence human impacts are visible from the air, whereas the river user sees only steep banks with natural bush and trees. Egarr then went on to state his opinion that "the quality of the varied scenic experience ... through the various reaches of the river from the point of entry to the State Highway 3 bridge or the sea, cannot be matched on any other North Island river".

In giving evidence before the Planning Tribunal Faulkner also mentioned the scenery. He stated "The other attraction of this great valley is the river/ landscape and the terrific variety of scenery encountered whilst tramping in the area" and referred to "incredibly rugged and spectacular country", "polished greywacke gorges", and, further downstream, "shingle beaches and deep, slow moving pools".

These references to scenic value demonstrate that many people were impressed with the scenic quality of the Motu. They saw the scenery as an element important enough to be enjoyed in its own right and worthy of specific description later. In summary, the features most often mentioned as contributing to the scenic value are the gorges, the rugged and wild nature of the surrounding country, the rapids and cascades in the river, and the variety of scenery provided by the contrast between the wild middle reaches and the lower

reaches in which the river widens and slows and there is some evidence of human modification.

To provide a balanced view, the opinions expressed in a submission to NWASCA by the Water Resources Council should be mentioned. The Water Resources Council objected to the inclusion of the lower reach of the Motu (from the sea up to the Huaero confluence) in the Conservation Order partly on the grounds that this section of the river lacked any outstanding natural, scenic or wild characteristics. Downstream from the Huaero, scrub, cleared areas, vehicle tracks, exotic forest plantations and "other signs of human activity" were considered to detract from the scenic value. The river was also considered unattractive here, being slow and "generally discoloured".

However, Faulkner provides an alternative view in his evidence before the Planning Tribunal. Referring to the upper section of the river (the Motu Falls to approximately 20 km downstream) which

shows similar signs of human modification he states "To many of these users [day trippers, fishermen] this part of the Motu is quite wild enough and certainly every bit as scenic as many other rivers in the district. To many it matters not that some of the land adjoining the river has been cleared or that a rough track exists on the banks. This may even provide a sense of security or reassurance".

Egarr makes a case for the scenic value of the lower reaches, which the Water Resources Council considered insufficiently wild or scenic. (Also in evidence submitted before the Planning Tribunal): "..... an important element of the scenic value derives from the land form and the way in which this changes from the gorges in the upper reaches to the more expansive river valley in the lower reaches". He states further that "... the scenic qualities of the lower area..... are not in my view simply related to the presence, or otherwise, of native

bush but can include a variety of and interrelationship between landforms and vegetation including exotic forests, farmland or vegetative cover".

Egarr sees value in the lower reaches as a visual transition, smoothing an otherwise abrupt change from wild to civilised landscape.

Regardless of the varied opinions of the scenic quality of the lower reaches, it remains evident that the middle reaches of the Motu were widely regarded as having outstanding scenic value.

In the report of the Planning Tribunal after the hearing it was acknowledged that ".... the stretch or river at present covered by the draft conservation order is outstanding in relation to its wild, scenic and other natural characteristics".

It is appropriate to let the Tribunal members have the last word:

".....no witness who appeared before us took issue with the outstanding qualities of that stretch of river [the stretch covered by the draft

conservation order] or considered that it should not be preserved as far as possible in its natural state, the only reservation being that some parts of the lower reaches may be required for hydro-electric lake storage." (p.12)

Recreation

For many people, how they perceived the Motu landscape was inextricably linked with their recreational pursuit. Scenic and geographic aspects were both appreciated in terms of their contribution to the entire recreational experience.

From a theoretical stance Bignell (1982) draws attention to the importance of the forest and river as part of the experience. He suggests that while it may be possible to recreate the water conditions of the Motu for rafting in a concrete channel with artificial waterfalls and rapids, the experience would obviously be different to that of the Motu. Reports from those who have experienced the Motu reinforce this view. In the Motu River Recreation Survey it is recorded that 10.5% of free-floaters (rafters and canoeists) were attracted to traverse the Motu by the isolation and scenic attractions

of the area. 19.2% gave the Motu's reputation as a "wild river" as a motivational factor in their trip. (The largest single percentage, 28%, cited white water adventure as their incentive.) In the summary and conclusions of the report it is recommended that those making the river traverse emphasise the "wilderness experience, isolation, impact of unspoiled natural environment and so on, and the adventure of dramatic white water rapids", and further, that "These two features interact so that the contrast of tranquility with activity and danger almost constitute a third quality in itself". (p. 73) In other words, the landscape is an integral part of the experience, and the contrast between the river rapids and calm, peaceful stretches adds another dimension to this experience.

Some individuals and interest groups stressed the importance of the surrounding land as a response to wording of the Amendment Act 1981 which suggested

that only water would be protected, not the landscape through which it flowed. The Commission for the Environment, in a submission to NWASCA, was one of these:

"The nature of the surrounding land contributes to the recreational importance of the river just as the wild and scenic nature of the river contributes to the recreational experience of those who hunt or tramp in the area." (p.3)

Evidence given during the Planning Tribunal hearing also placed the scenery in the context of the recreational experience. Faulkner stated:

"The changing wild and scenic character of the river waters are in my view an essential feature of the entire tramping experience in this area." (p.3) and Egarr presented a similar point of view:

"I consider the scenic aspects of a river to be an important and integral part of the recreational experience which can be derived from canoeing or rafting a river. In this respect the Motu is no

exception and the scenic values are a vital element." (p.4)

Clearly, the landscape of the Motu is important not only in a visual but also in an experiential sense. Anstey (1982) makes this point in writing of the futility of an exclusively visual assessment from a viewpoint within the Raukumaras:

"From such points of perception ["enclosure in dense bush with limited vistas", or "enfoldment in the deep crevasses of the hills with vistas upwards across steep cliff faces and high bush clad ridges to towering peaks"] any analysis of [visual] quality becomes difficult and inadequate as attachment to the landscape is total and it becomes a total experience, no longer a detached visual appraisal."(p.5)

When one is in the landscape it becomes more than just scenery. Perhaps this is because people not only see the physical elements of the land-

scape, but they attach significance to them. In this way the sheer rock cliffs, the river rapids and the native bush assume meaning because they provide physical challenge and ensure isolation from the rest of the world - two elements deemed necessary for the "wilderness experience".

In submissions and articles the Motu is frequently described as wild, rugged, remote, isolated. These qualities are stressed at least as much as the scenic beauty of the Motu, and they are obviously highly valued. The wild and isolated nature of the landscape adds an extra dimension to the recreational experience, so that it becomes a wilderness experience - a totally different experience from say, rafting down a river through farmland. This aspect will be discussed further in the next section.

Two geographic aspects of the Motu River, its length and proximity to roads at the top and bottom, were seen as important by those with tramping,

canoeing or rafting interests. The length of the Motu enables a trip of several days duration, a trip which is unique among North Island rivers as a 'source to sea' experience that does not flow through a developed rural or urban setting (Egarr 1978). Faulkner stated in evidence given at the Planning Tribunal hearing "To me, as a tramper, the greatest attraction of the Motu River lies in its sheer length which still remains in its natural state. Where else in New Zealand can one tramp for 10 days down a single river system and see no signs of man's impact on the environment?" He also, like many others, drew attention to the accessibility of the Motu:

".... the Motu is readily accessible by car at the upper and lower ends and lies within easy reach of a large part of the population of the North Island."

Thus, from the opinions quoted in this section, it seems reasonable to state that how

people saw the Motu landscape, what elements they saw and the significance they assigned to these elements, was strongly influenced by their recreational interests and experience. This did not necessarily preclude an appreciation of scenery in its own right, but incorporated a more holistic awareness of the landscape, its processes and their implications for survival.

Wilderness

Wilderness is the third theme apparent in how people perceived the Motu landscape. A brief definition of wilderness seems appropriate before discussing wilderness values in relation to the Motu.

In a joint policy statement made by the National Parks Authority, the Department of Lands and Survey and New Zealand Forest Service, wilderness is defined as -

"an area of land of primeaval character which is protected and managed so as to perpetuate in its natural conditions and which -

- 1) generally appears to have been affected primarily by the forces of nature with any imprint of man's interference substantially unnoticeable,
- 2) is of sufficient size as to make practicable

its preservation and use in an unimpaired condition and to give opportunities for solitude and for primitive and unconfined types of recreation".

As Molloy points out, the wilderness concept also incorporates a psychological element. He quotes the definition of the Wilderness Advisory Group which expresses this:

"The idea of wilderness is very personal. It embodies remoteness and discovery, challenge, solitude, freedom, romance and an empathy with wild nature. Wilderness is therefore primarily a recreational and cultural concept."

Many other definitions of wilderness exist, but these two are among the most relevant in New Zealand.

People value wilderness for many reasons. Historically, the value of wilderness has often been its natural resources. Exploitation for material gain (e.g., minerals, hydro power) has

been common. Molloy (1983) suggests that in New Zealand, our historical attitudes to wilderness are ambivalent -

"part pioneer, still attempting to tame the wilderness of our land; part conservationist, striving to retain the best of our landscapes and maintain something of the challenge of the 'frontier' for future generations".

(p.4, "Wilderness Recreation - the N.Z. experience" in Wilderness Recreation in New Zealand).

Other values of wilderness include the opportunity for physical challenge, spiritual values - solitude, freedom, romance and challenge, companionship engendered by common experiences and teamwork, the preservation of vegetation and wildlife in a natural state, and opportunity for scientific research into vegetation, wildlife and ecological systems.

It is axiomatic to state that people saw the

Motu as having wild characteristics. This is evident in:

- the Wild and Scenic Rivers Submissions compiled by the East Cape Catchment Board,
- the subsequent application by QEII National Trust for a National Water Conservation order,
- submissions on this application to NWASCA, 64 New Zealand Rivers,
- the Motu River Recreation Survey,
- Discussion paper (Anstey & Bignell 1982),
- the allocation of wilderness area in the Raukumara State Forest Park by NZFS, and
- recommendations made on the Motu during the 1981 Wilderness Conference.

In the case of the Motu, people apparently valued the wilderness qualities for most of the possible reasons given earlier. Those interested in power development were aware that the Motu had potential for damming to provide hydro power.

Other groups and individuals valued the Motu for the "wilderness experience" opportunity, with the physical challenge and psychological benefits that entails, while others were concerned the Motu should be preserved in its natural state, as a part of our heritage.

Not surprisingly, rafters, canoeists and trampers stressed the value of wilderness experience most.

The Motu River Recreation Survey records that

"The reports from those making traverses emphasise the wilderness experience, isolation, impact of unspoiled natural environment....." (p.73) and Egarr (1978) maintains that the wilderness quality is "the single most important characteristic of a Motu expedition".

In a submission to NWASCA, FMC mentions the value of the wilderness experience:

"[The Motu] offers the individual the satisfaction of physical exercise, the teamwork

necessary for safe travel in a wild environment, heightened perception of one's surroundings, companionship, the chance to relax and be at peace with the world with friends....."

Molloy, in giving evidence before the Planning Tribunal, discussed the wilderness characteristics of the Motu. His evidence notes the value of the river and its margins for trampers and hunters, both as a wilderness feature and a route through the wilderness. The Motu provides a wilderness journey from inland to the sea, which is not possible on any other North Island river. He regards the wilderness experience as priceless.

Some of the existing information draws attention to the fact that although many people may never see the Motu its preservation is nevertheless important to some of them. Anstey (1982) describes in general terms the need for wilderness as "a source of dreams and inspiration". Mackay

elaborates on this theme (although not writing specifically of the Motu):

"We shall have the chance of adventure. And even if we don't take it, we can dream about it. There are parts of Fiordland that I know I will never get to, but simply to know they exist, gives me a certain satisfaction. Nor could I climb Mt Cook, but it's good to know that it is there." (Quoted in Barr, "Wild Rivers Preservation" Wilderness Recreation in N.Z. p.81.)

The Commission for the Environment applies this "option value" to the Motu, in a submission to NWASCA.

"The recreational benefits to society from protecting a river like the Motu do not accrue only to those that use it. For many the knowledge that such a wild and beautiful river exists is a source of satisfaction. Protection also safeguards the option of these people to visit the river someday....." (p.3)

Many people saw preservation of the Motu landscape as a worthy end in itself. Preservation of wildlife habitat was considered important in many of the ECCB Wild and Scenic Rivers Submissions (e.g., Linda Hudson, J. Aikman, Joe Rua, Whakatane branch of NFAC, Royal Forest and Bird Protection Society, Department of Internal Affairs).

In the application by QEII National Trust for a National Water Conservation Order, fisheries and wildlife habitats were given specific consideration. The Commission for the Environment also mentions fish and wildlife habitats in supporting the application.

Another reason people supported the Conservation Order application was because they saw value in preserving some of our landscapes in their natural state, as part of our heritage. Much of the information expresses this point of view. In the ECCB Wild and Scenic Rivers Submissions R. Meredith

writes of the Motu "I am concerned that other people's grandchildren in years to come may not be able to share the grandeur of this paradise" and the Department of Internal Affairs' submission says "....we must learn to tame the wilderness with our hearts rather than our hands. Only in that way will it remain untouched for the next person...."

Barr writes in a submission to NWASCA, "[Wilderness] is an important part of New Zealanders' national identity and spiritual heritage."

Similarly, the Commission for the Environment writes of the recreational, scenic and other values of rivers that are an important part of the New Zealand heritage which we should hold in trust for future generations.

Faulkner, in evidence before the Planning Tribunal, expresses this view with conviction:

"I believe we have an obligation to future generations of New Zealanders to preserve the

Motu River from the falls to the sea as it is one of the very few remaining examples of the type of country our forefathers discovered when they settled here such a short time ago. It should be preserved as an area which will always present a demanding physical challenge to those who find insufficient challenge in a world which seems bent on developing every remaining corner of this earth."

Thus, there were several subtly different shades of opinion in why people thought the wilderness qualities of the Motu landscape were important. There was the actual value of the recreational experience offered by the Motu and the need to retain the opportunity for such experience, the intangible benefits of knowing the river was there, protected, and the awareness of the need for preserving wilderness areas for their intrinsic value and because such areas are rapidly diminishing. Concern for wildlife was another

aspect, though less overtly expressed, presumably because it is assumed to be an inherent feature of wilderness.

It is relevant to point out that the essential value of wilderness is not necessarily compatible with other evidence. Evidence in support of recreation potential tended towards a quantitative justification for protection, i.e., Egarr states in evidence before the Planning Tribunal,

".....the fact that commercial operations are possible on the Motu allows [many people] to experience both wilderness and adventure without the total commitment to skill and responsibility for their own safety and well-being".(p.9)

Egarr's claims are in some conflict with Molloy (1983) describing the elements he sees as essential to the wilderness experience of the individual (solitude, freedom, romance, and challenge). The freedom to which he refers stems from "an awareness of one's own capabilities, respect for the natural

order and the self discipline involved in learning the ways of travelling simply, and survival, in the wilderness." (p.10) It involves self-reliance rather than relinquishing responsibility as a raft passenger must do.

The Motu River Recreation Survey recorded five commercial rafting companies on the river. Three-quarters of all the free floating parties (canoeists and rafters) met at least one other party of river users. The survey recorded only 23% of free floating trips as non commercial. In other words the opportunity to experience solitude had diminished, and most of those traversing the river were doing so as passengers on commercial trips. This places in question whether in fact the opportunity for "wilderness experience" is as available on the Motu as some have claimed.

The Conservation Order decision affords the protection of the Motu River's natural state. This decision does not place conditions on use so long

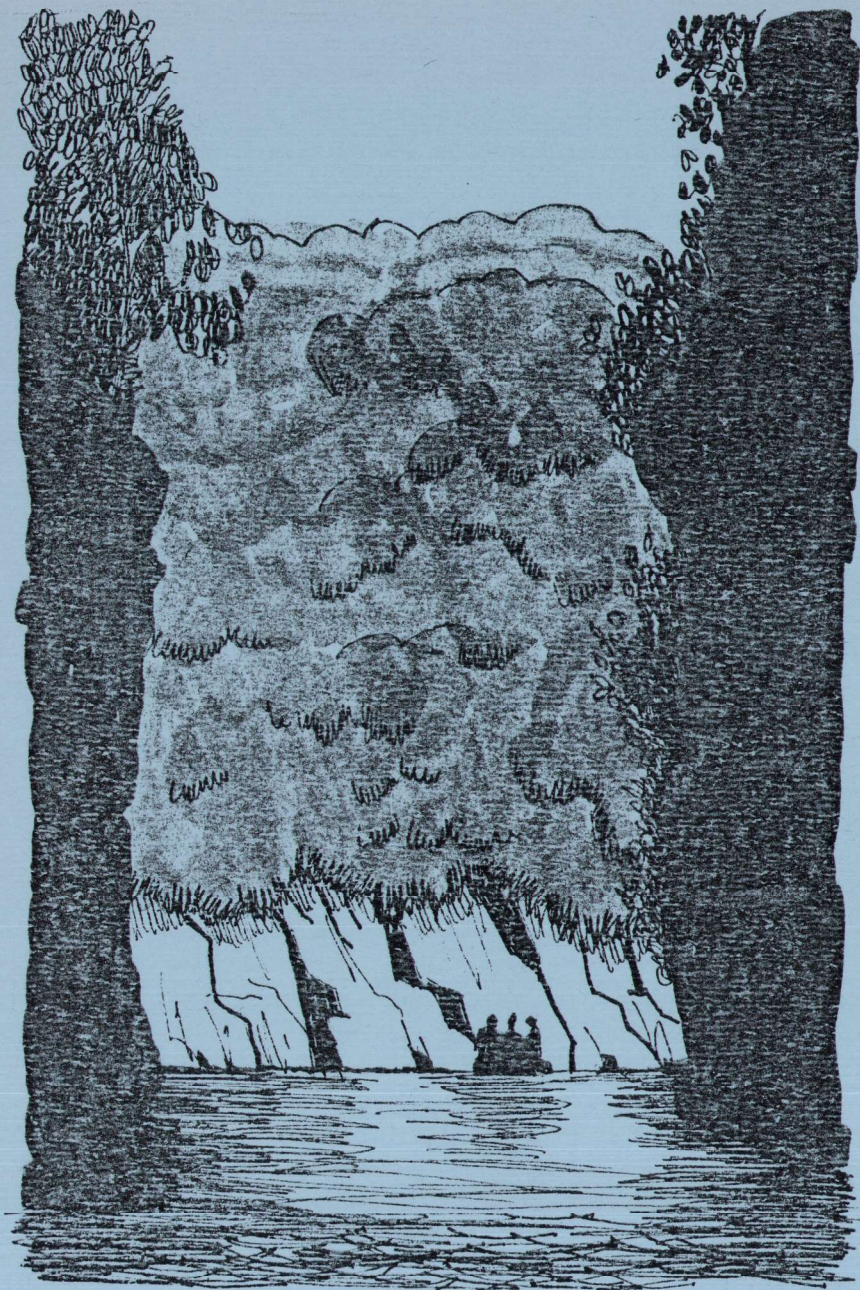
as the natural state is maintained. Conditions of use are matters for the appropriate management agencies to decide. The Raukumara State Forest Park Management Plan proposes the gazettal of at least a major portion of the river as a wilderness so conflicts will undoubtedly arise.

Summary

This section has attempted to comment on how people perceived the Motu landscape, based on a wide range of information written by individuals, interest groups and organisations with some involvement in the Motu River. It is evident from this information that a large number of people felt strongly about the Motu landscape and wished to see the river protected from hydro power development. Interest centred on the exceptional scenery of the middle reaches of the river, the quality of recreational opportunity facilitated by the landscape, and the value of the wild nature of the Motu. To describe these, though, is to attempt a labelling of the parts rather than to touch on the essence of why the Motu mattered to people. Molloy (1983) notes the reluctance New Zealanders have always felt to state the aesthetic case for preservation of wild

land in its own right. Reasons have traditionally been utilitarian - preventing flooding or erosion, economic gain from tourism. In his paper he argues for the preservation of wilderness primarily on "aesthetics and the value to the individual of the wilderness experience". (p.8) It is largely these factors which motivated the people who were concerned about the Motu. Recognition of this, and of its importance, is perhaps a step towards a public acceptance that intangible values can provide reasons for preservation at least as valid as economic gain is for wilderness exploitation.

4



Synthesis of landscape information

Introduction

The aim of this section is to assess and comment on the adequacy of the landscape information, a task which is complicated by the different sources of information. To assess the adequacy of any information it is necessary to know the aims towards which it was directed and in the case of the Motu these are various. Landscape information on the Motu was generated by -

- the perceived hydro development threat and the associated Conservation Order application,
- the R & LVWP,
- miscellaneous other sources (e.g., NZFS Raukumara State Forest Park Management Plan).

The primary aims of those motivated by conservation interests were to demonstrate support for the Conservation Order application and to prove that the Motu was worthy of preservation. In view

of the fact that a Conservation Order was granted it can be assumed that the landscape evidence submitted was adequate. In fact, this success must also have been related to other factors such as the lack of any strong case for development, the MWD having submitted evidence to the effect that the Motu did not feature in its development plans in the near to intermediate future, and the planning consultant having demonstrated that a Conservation Order would be generally compatible with local and regional planning provisions. A further point of interest is that the landscape evidence submitted before the Planning Tribunal was, on the whole, weighted towards experiential and emotional values (wilderness, scenery and recreation) rather than factual quantitative data. This is not a disparaging observation; indeed it is encouraging and highly significant that the Tribunal provided a forum for the exposition of these values and that they were accorded recognition.

In contrast to the aims of the conservation interest, the R & LVWP aimed merely to provide information to be used as a base for planning. The scope of the R & LVWP and its role in relation to the Conservation Order process is discussed further in the next section.

The landscape issue was approached by many different organisations and individuals in a fragmented, unco-ordinated way. This report is concerned with all landscape information on the Motu, regardless of who generated it. Part of the value of a retrospective report such as this one is that it is able to adopt a broad perspective and gather together information that was previously only known or available to isolated groups or individuals. The purpose of this section is to synthesise this information; to say what landscape information exists and how it could have been augmented or improved in terms of providing a data base for planning.

Information collection is a process which can continue ad infinitum, limited only by time and resources. It is always necessary to decide when enough information has been accumulated to deal with the issue effectively. In the Motu case the all-encompassing aim of any group must have been to provide sufficient information to enable evaluation of the existing landscape and assessment of the implications and impact of development options. It may seem a fruitless exercise to be collating this information after the real need for it would seem to have passed, with the granting of the Conservation Order. However, it may still be useful in several ways. The Conservation Order does not protect the river for ever. If the Order is revoked in the future much of the data base information may still be useful for planning. Furthermore, although some of it may be dated and new studies will have to be implemented, the current studies will provide a baseline on conditions in the Motu in the early

1980's from which change which has occurred since then can be assessed. Finally, the process may be illuminating for anyone involved in Conservation Order proceedings in the future. Knowledge of the organisations involved, what aspects of the issue they approached and how, may provide some insight on how to improve on future procedures. For example, one lesson that clearly emerges is that there is scope for improved liaison and for pooling of resources between interest groups to achieve common aims.

Landscape information

Planning to integrate human needs with the environment requires information on -

- Landscape and ecological factors
- Human and cultural factors
- Assessment of the visual appearance of the landscape resulting from the interaction of the above factors.

This is the framework within which the landscape information on the Motu will be assessed here.

Fig. 2 summarises and gives the sources of information discussed below.

Landscape and ecological factors

Information exists on -

- geology, soils, erosion
- hydrology, topography
- climate
- vegetation - forests and alpine vegetation
- fisheries
- wildlife - indigenous and introduced animals (deer, goats, pigs, possums) native birds, frogs, possible extinct species.

The main sources of this information are:

"Hunting and Tramping in the Motu Catchment"

(Dolman)

Motu. A Wild and Scenic River (Penny)

Raukumara State Forest Park Management Plan (NZFS)

Human and cultural factors

There is information on:

- Maori occupation (mostly speculative, some information on pa sites).
- Early European activity - survey and exploration, bush clearance, logging.
- Land ownership.
- Forest ownership and management.
- Power planning and hydro investigations.
- Recreational use and opportunities - land and water-based
 - wilderness values
- River use by commercial rafting companies.

The Motu River Recreation Survey suggested that a report on the Maori background of the Motu, its communities, land-holdings, history and special interests would be valuable. Much of this information already exists in scattered sources,

but there is a need for further research on some factors such as early Maori occupation. There is also a need to gather together all the fragmented information on the early history and culture in the area.

Visual assessment

Information on the visual aspects of the Motu includes:

- A description of the landscape, its defining characteristics and its quality. (Anstey, Discussion Paper 1982).
- Scenic description in Recreational Rivers Survey
- Scenic description and rating in 64 New Zealand Rivers. A Scenic Evaluation.
- Expressions of appreciation of the scenery by various members of the public (ECCB Wild and Scenic Rivers Submissions, submissions to NWASCA. See earlier section for elaboration.)
- A photographic display assembled (and probably since disassembled) by the Save the Rivers Campaign in 1982.
- A slide set and commentary held by the Commission for the Environment.

- A video on white water recreation on the Motu, made by the N.Z. Canoeing Association.
- An album of oblique aerial photos of the river taken in late 1982 for Power Investigations archives, with a key map. This was made available to the NWASCA Committee and the Planning Tribunal during the Conservation Order hearings although whether it was made use of is not known.

The Working Party did not attempt a formal visual assessment of the Motu landscape involving evaluation by members of the public.

Discussion of this issue did take place and it was suggested that public perceptions of the Motu could be ascertained by analysis of existing written material (as has subsequently been attempted in this report), or presentation of graphic material. It was decided that a video showing a wide range of people engaging in various recreational pursuits on

the river would be useful for this purpose, however due to lack of time and resources this project was not followed through.

In retrospect it is clear that members of the public intuitively recognised the quality of the Motu landscape. This is illustrated by the number and content of submissions before the NWASCA hearing and Wild and Scenic Rivers Submissions by 64 New Zealand Rivers and by miscellaneous other sources. Although a formal study on public opinion of the Motu landscape may have been of some value before the hearings, information accumulated since then makes such a study unnecessary.

Scenic values were an important issue during the hearings and yet there seems to have been very little visual illustration. The existence of the oblique aerial photo set was apparently known to very few. It could have been useful to have had a comprehensive, detailed visual description of the Motu, illustrated with a map, oblique aerial

photographs, and photographs and drawings from significant points within the river valley illustrating the essential character of the river.

Conclusions

Essentially the information reviewed constitutes a record of certain aspects of the Motu, and a significant body of proof that many people felt strongly that the Motu was a special place which should not be dammed for hydro power.

As a planning data base, the information provides a potentially useful contribution but is probably not sufficiently detailed or specific to be adequate on its own as a basis for planning. What is lacking is a focus which would have enabled information to be collected to more purpose, and an analysis and evaluation of material. Perhaps a more effective case could have been presented in the hearings if a single agency had clearly stated the different development or management options and assessed their implications for the environment, recreation, tourism, local communities, etc.

Thus, what is missing in the landscape information is a systematic and comprehensive assessment of development and management options and their implications for the environment, and for economic and intangible values. Although this exceeds a planning data-base, it is essential to know the purpose for which information is being collected in order to examine relevant areas. In the Motu case, with the exception of the conservation interest addressing the hydro development threat, there was a general reluctance (or inability?) to clarify the real issues and work towards their solution.

It is important to note that a systematic assessment need not negate or deny the intangible values that made the Motu important to so many people. It is clear that, for example, damming in certain parts of the Motu would interrupt the "source to sea" experience and destroy the wilderness experience for river-travellers. While

such values are not easy to evaluate in any quantitative way, they can certainly be pointed out and in the Motu case their importance would have been substantiated by the weight of public opinion in submissions. It was suggested by Evans (1981) that an attempt could be made to quantify loss of wilderness which would result from hydro development. Some overseas studies have attempted evaluations of this nature. If this had been carried out it could have provided persuasive evidence in the hearings.

Another gap in the landscape information concerns visual material. Scenic values were important in people's perception of the landscape and comprised a significant part of the landscape evidence submitted. The legislation specifically provides for consideration being given to "wild, scenic or other natural characteristics". From Fig. 2 (Summary of Landscape Information) it would appear that there was considerable visual illustrat-

ion of scenic values but this material was scattered and its existence not widely known. For example, most members of the R & LVWP were not aware that Power Investigations possessed a set of oblique aerial photos of the river. During the hearings there was apparently little if any visual illustration submitted. Carefully chosen photographs, slides and drawings would have supplemented verbal description and helped to convey the high scenic quality of the landscape.

R&LVWP INFORMATION				INFORMATION FROM OTHER SOURCES											
Key & ell	Bignell 1982	Motu River Recreation Survey	Dalman 1983	ECCB Submissions	NWASCA Submissions	Tribunal evidence	Creswell & Bishop	Recreational River Survey	64 New Zealand Rivers	Motu. A Wild & Scenic River	Raukumara S.F.P. Management Plan. NZFS	Wilderness Recreation in NZ FMC	Power Investigations Archives MWD	Commission for Environment	Save the Rivers
			Introduced animals							Geology, Hydrology, Forests, Fisheries, Wildlife	Topography, Geology, soils, Erosion, climate, Vegetation, Wildlife, Fisheries				
Businesses	Operation of commercial rafting company	Recreational activities on river	Hunting, tramping (land-based)			Recreation, wilderness values	History of European survey & exploration	Recreation opportunity		Power planning, hydro investigations, Forest ownership & management, Recreation		Wilderness values, proposals for Motu wilderness area			
nal landscape, es, landscape character						Exposition of scenic quality		Scenic description	Scenic evaluation	Scenic description			Oblique aerial photos of Motu, with key map	Slide set of Motu	Mobile display on Motu
Express how & why public valued Motu															

FIG 2 Summary of landscape information

5



Conclusions

Introduction

This report has so far been concerned with landscape information on the Motu, the sources from which this information came and the adequacy of the information. Some points emerging from the Conservation Order hearings provide further insight into how the landscape issue was addressed. This section examines these points and makes some observations on the role of the Working Party. General implications of the Conservation Order are also discussed.

Conservation Order hearings

The Tribunal considered a large body of evidence which was not strictly objective in either a factual or an economic sense. This was a significant departure from the constraint and caution one traditionally expects of such austere forums. However, the tribunal was bound to accept whatever evidence might be generated in upholding the conditions of the Water and Soil Conservation Amendment Act (1981). The conditions of this act require a consideration of values often ignored in development scenarios for their lack of clear definition.

The Tribunal was bound by the Act to consider:

- all forms of water based recreation, fisheries and wildlife habitats,
- the wild, scenic or other natural characteristics of the river, stream or lake,

- the needs of primary and secondary industry and of the community,
- the provisions of any relevant regional planning scheme and district scheme.

The object of the Amendment Act provides another decision-making guide: "to recognise and sustain the amenity afforded by waters in their natural state".

These provisions determine the content of evidence submitted in hearings. At the NWASCA hearing, evidence was submitted on:

- wildlife habitat, fisheries values, on-going and planned wildlife surveys (various Working Party members - not R & LVWP members),
- the recreation survey (Ritchie, Environmental Studies Unit, Waikato University),
- the NZFS draft management plan for the Raukumara State Forest Park (Dolman, NZ Forest Service),

- the Motu as a resource for trampers (Faulkner),
- wild, scenic, recreational values of the Motu and its tributaries (Egarr),
- wild characteristics of the Motu (Molloy),
- an overview of non-engineering aspects of power investigations (Galloway, Project Leader, Power Division, MWD (and also convenor of R & LVWP)),
- erosion and goat populations (Hayward, Soil Conservation and Rivers Control Council),
- needs of primary and secondary industry, needs of the community, provisions of the District Scheme (Douglass, Planning Consultant for Opotiki County Council),
- progress on the regional planning scheme (not then operative) (Leikis, Regional Planner, East Cape United Council),
- predicted forestry development in Gisborne and how it would affect demand for power in the future (Field),
- local demands for electric power (Rasmussen,

Chief Engineer, Poverty Bay Electric Power Board),

- how the Motu could be developed for hydro power (Hatrack, Power Division, MWD),
- future electric power development options as planned by MWD (Wong, Chief Engineer, Electricity Division, Ministry of Energy).

Those provisions relating particularly to landscape values are water-based recreation, and the wild, scenic or other natural characteristics of the river. On these subjects the amount of 'factual' information submitted was limited. Essentially it was restricted to the somewhat hasty quantification of users provided by the recreation survey. However, this, combined with the number of submissions, amounted to a significant quantitative statement of concern: the Motu obviously mattered to enough people for the Authority to take notice. These numbers provided the essential justification for and presumably

added conviction to the eloquent submissions of Molloy, Egarr and Faulkner, who gave expression to values so often ignored in the past for want of a forum. It is this that makes the Motu hearings something of a milestone.

In the Motu hearings the 'cultural value' of maintaining a significant area of landscape in its natural state was clearly accepted largely on the grounds of what, such a very short time ago, might well have been regarded as "insubstantial and emotive statements". Long time campaigners such as Molloy have now found the words to give expression to what they have felt strongly for so long. Their maturity has evolved a credibility to which an earnest tribunal can respond. And perhaps those of the Tribunal, as elected representatives seeking to find the middle ground of balanced interests, are responding to a growing awareness of limits, cultural identities and uniqueness. There are some things which do not bear too close an analysis for

fear of losing the essence of their meaning, a meaning which can only in the end be conveyed in a strong expression of feelings derived from experiences of or with them. And it would not seem unreasonable to conclude that it was the strength of the expression of this feeling that influenced the decision rather than quantitative facts and reasoned analysis.

The second important feature of the hearings is that the lack of substantial opposition to the preservation proposal must have been a significant factor in the granting of the Conservation Order. The plans of the Ministry of Energy were crucial to the fate of the Motu. In the NWASCA hearing Mr Stan Wong of the Ministry of Energy confirmed that the Motu had been dropped from the Energy Plan and was not likely to be reconsidered until the much more economic coal burning and South Island hydro projects had been pursued. Nor did the Ministry of Works and Development dispute the application. In

his opening submissions, the counsel for MWD accepted that the Motu warranted a National Conservation Order, on the basis of the QEII National Trust's evidence and on the evidence he proposed to call. The only qualifications sought by the MWD were the right to continue certain hydro investigation work and river protection works related to the State Highway 35 bridge.

The Regional Council and several other local authorities contended that the application should be deferred for various reasons, among them the benefits of hydro-electricity generation to the region, and the need to complete the regional planning scheme. However, the NWASCA Committee concluded that there was no "reasonably foreseeable" need for electrical energy from the Motu, that there was no significant need of primary or secondary industry or of the community that would be denied by a Conservation Order, and that an order would not conflict with the provisions of the proposed

regional scheme or those of the existing district planning schemes.

In the Motu case, then, no significant opposition to the application was forwarded. It cannot be expected that this will apply in future cases, for example the Ahuriri and the Rakaia will both be under strong pressure for irrigation rights.

Role of R&LVWP

As has already been explained, information on landscape and recreation values of the Motu came from different sources. Broadly, the two main strands involved individuals and groups committed to conservation (who were responding to the hydro power development threat), and the R & LVWP. The people motivated by conservation interests operated in a different context and had different aims from those of the Working Party.

The Working Parties were formed by the MWD (although members were seconded from various agencies) and their investigations proceeded concurrently with hydro power development investigations. Against this development-oriented background, the aim of the R & LVWP was to provide basic information on landscape and recreation values describing the current status of the Motu. Although

the information could be used later to assess the impacts of proposed future developments, the Working Party did not presuppose any particular development. Hence the values established were to be inherent rather than relative to a change in state or relative to any other similar landscapes.

In comparison, those motivated by the Conservation Order application had quite different aims. They were fully aware of the likelihood of future change and its probable nature (i.e., hydro development). Thus, they had a specific threat to respond to and clearly defined channels through which to operate (submissions and hearings). Their aim was to demonstrate support for the Conservation Order and to prove that the recreational and landscape values of the Motu warranted preservation of the river. The information generated by these circumstances was set in a perspective of relativity and change. The values of the Motu were described relative to culturally

imposed change within the Motu and in comparison with other similar landscapes in New Zealand.

These were the different backgrounds from which information on landscape and recreation values of the Motu were generated. The Working Parties were established independently of the conservation strand and functioned independently. However, since the R & LVWP shared an interest in the future of the Motu with the conservation strand it is relevant to examine their respective roles, what interaction occurred between the two interests, and how their aims and actions were related.

A fundamental question is that of how the aims of the Working Party were related to those of the conservation strand, or, to what extent did they coincide? Given that the purpose of the Working Party was to provide basic information, should the Working Party have contributed evidence to the hearings? Did it in fact contribute? Was it sympathetic to the application and should it have

been, bearing in mind its data-base function?

Some interaction did occur between the two interests. For instance, the Working Party consulted user groups (e.g., N.Z. Canoeing Association, FMC, commercial rafters) in the planning stages of the recreation survey.

When the QEII National Trust applied for a national water conservation order the Working Party decided that it would not be a party to the application but would act as a source of information, freely available to anyone who required it. It was considered that to curtail investigations would result in the loss of much valuable information and therefore the Working Party would proceed as before with data collection and plan to publish results at some future date in 1985. However in practice the R & LVWP was more involved in the hearings than this might suggest. QEII National Trust, the agency which made the application, was represented in the R & LVWP and presumably because

of this representation was well-informed on Working Party information which could substantiate the case for a conservation order. Some R & LVWP members presented evidence at the NWASCA hearing. Mr K. Dolman (N.Z. Forest Service) provided information on the NZFS draft management plan for the Raukumara State Forest and indicated that a conservation order would probably be compatible with the management objectives of the Forest Service. Professor Ritchie (Waikato University) gave information on the Recreation Survey and Mr Hatrick (Power Division, MWD) described how the Motu could be developed for hydro power. Mr J. Galloway (Project Leader, Power Division, MWD and Convenor of the R & LVWP) provided an overview of the non-engineering aspects of power investigations, stressing the desirability of their continuation.

Apart from these contributions, the R & LVWP input into the hearings was limited. Essentially its role was information collecting rather than

decision-making or decision-influencing, or, in the words of one member, "a co-operative agency, not an advocate".

How effectively did the R & LVWP fulfill this information-collection function? In retrospect, it seems that the R & LVWP was limited in its information collecting role in two ways. The first has already been mentioned, that is, the objective of providing basic information on recreation and landscape values which described the current state of the Motu, against which any future development changes might be measured. In contrast, the bulk of the evidence submitted in the hearings compared the values of the Motu with those of other rivers and assessed how its existing values would be affected by hydro development. Thus the Working Party information described intrinsic values and the conservation-oriented evidence described values within a context of change. The evidence was delivered by people who were totally involved in

the whole meaning of the Motu from an experiential point of view; they did not perceive it from points of detachment as members of the Working Party were set up to do. This involvement elevated the described values of the Motu by an emotional dynamism and invested them with a significance lacking in the Working Party information.

Another effect of this fundamental difference in approach was that the Working Party was constrained to gathering information almost in a vacuum. It was not able to state "these are the different development or management options and this is the information relevant to them which we must collect". In its reluctance to assume hydro development was a likely option it steered clear of the issue and failed to address any development options. This meant that it lacked a strong framework around which to structure investigations and was, to some extent, collecting information to no particular purpose. Providing a "planning data-

base" is simply not an explicit enough aim to enable a loosely-knit, part-time agency such as the Working Party to function effectively.

It could be said that as a consequence of its detached, information-collecting approach the R & LVWP missed out on the real issue. With only limited involvement in the hearings, it continued to collect information until this function was interrupted and made irrelevant by the granting of the Conservation Order. If base data was required, surely it was required for the hearings which were to determine the fate of the Motu, not 2 years thence. This illustrates again the problems of data-collection without a clearly defined purpose : at the time of the hearings the QEII National Trust certainly believed that enough information existed on which to base the Conservation Order decision. The R & LVWP, on the other hand, lacking a clear view of what it was collecting information towards, was unable to assess whether information was then sufficient to

fulfill its purpose. When the crucial decisions were made the R & LVWP was still on the side-lines collecting more information. Thus it missed the opportunity not necessarily to be involved in and influence the hearings but to decide whether or not to contribute, i.e., it lacked the choice, because its focus was on information collection without accompanying analysis and evaluation.

Thus, in the Motu, a point was reached at which planning information was of little use because the decisions had already been made. The R & LVWP was set up to be detached, theoretical and objective in a world where other organisations have become aware of the need for direct involvement, rather than detachment, as a prerequisite to effectiveness. Typically, the R & LVWP had hoped that the Wilderness Conference would provide methodology and criteria to quantify scenery, landscape and wilderness strands. However, the Conference approach was more immediate and more

practical than this. What eventuated was -

- a definition of criteria for wilderness,
- a statement of areas in N.Z. that should be retained as wilderness,
- discussion of potential threats to wilderness management and ethical problems,
- recommendations attempting some action on or resolution of these,

all of which constitute an awareness that involvement rather than esoteric theory is essential if the remaining wilderness areas are to be protected.

Egarr, acting as spokesman for the N.Z. Canoeing Association, expresses a similar kind of awareness:

"We have also had to become more vocal because we now understand the real nature of the conservation problem. Certainly there are provisions in the Act to protect our interests. We had..... naively believed that we need only point out to the authorities where our interests

lay, and they would have considered them when development threatened. However, lately we have realised that the problem is a political one. So we have come to see ourselves as a pressure group rather than a recreational group which believes its interests were provided for by law."

(Soil & Water Vol. 15, No. 1 Feb. 1979. p. 19)

Similarly, the decision by QEII National Trust to collect information together and apply for a Conservation Order reflects an awareness of the need to be involved to be effective.

Decisions are made or influenced by those in the midst of the action. In view of this, was the role of the R & LVWP appropriate and was its ultimate function worthwhile? It would seem that environmental impact reporting by an independent agency, structured around the reality of development options and with the findings made available in time to be relevant, would have been more useful. In future Conservation Order hearings

concrete information such as this would balance hydro and irrigation development proposals.

In defence of the R & LVWP it must be said that it was limited by the context within which it was established and in retrospect issues are always clearer than they were at the time.

A major disadvantage of the Working Party system is their part-time nature. Members were limited in the time they could devote to the Motu issue, being already heavily committed within their own agencies. This resulted in a protracted approach that spanned 4 years, an inability to be flexible in changed circumstances and an inability to provide significant information when it was needed. It is generally more difficult to decide on clear objectives and a method of approach when meetings occur infrequently, and particularly so when the issue involves something as intangible as landscape values. More intensive involvement would probably have yielded more tangible results. The

Working Party was also restricted by financial limitations, e.g., the video on the Motu did not eventuate at least in part due to financial constraints (although, again, there was no one person available to contribute the considerable time required). A further consideration is that members were recruited from agencies with varied interests and responsibilities and therefore their sympathies were liable to conflict, e.g., representatives of the Opotiki County Council tended to be more in favour of hydro development than, for instance, Wildlife Service representatives.

To look on the positive side, the R & LVWP has accumulated considerable information that is useful as a description of the Motu in the early 1980's, information that can be used to measure future change. The information may also be useful in future if the Conservation Order undergoes a revocation procedure, or if local bodies or other organisations apply for water rights.

Implications of the Conservation Order

There is a temptation to regard the Conservation Order as a victory for conservationists and a permanent protection for the Motu. Neither of these attitudes is fruitful.

The effects of the Conservation Order can be likened to an evaluation of landscape which, in attempting to rate quality, ranks some parts of the landscape as more valuable than others. The danger of this is that recognition of the 'best' parts can lead to their preservation at the expense of the less valued parts, rather than an attempt to achieve an integrated balance of land use throughout. Thus, if the values of the Motu are given public acknowledgement and the Motu is protected from hydro development, the long-term effect is merely to cause the Ministry of Energy to look around for other rivers which are seen as being of less value

and therefore able to be developed for hydro power. "Victories" for conservationists tend to be balanced by losses.

The adversary situation which so often arises between "conservationists" and "developers" raises fundamental doubts about the validity of the philosophy underlying preservation. Conservationists seek to preserve parts of the landscape in their natural state; developers seek (often insensitive) change. This phenomenon is paralleled by the emphasis commonly given to economic values and the neglect of intangible, "human" values. Molloy makes this point in writing of the utilitarian reasons which have traditionally been given as justification for wild land conservation and the reluctance to state the aesthetic case for preservation. Yet in the final analysis we all live on this earth; we all use electric power and are therefore to some extent responsible for development which provides it, and we all have

spiritual needs which can be fulfilled to some extent by opportunities that rivers like the Motu offer. In the end we all lose by the adversary approach that endorses uncompromising preservation or destruction. What is required is an approach that balances economic, ecological and human values.

Having said this, it is also necessary to point out that some forms of land use are incompatible and compromise can completely destroy the values of one or the other. For example, in the Motu, a hydro dam in the middle reaches would destroy the wilderness. This, combined with the fact that the Conservation Order is revocable, suggests that a Conservation Order is but an interim solution. What we should be attempting to bring about is a change in attitudes: encouragement of low power consumption, small scale industries rather than aluminium smelters, an awareness of non-consumer values, resource sustainability, an exploration of different power options such as wind, and solar power.

In the Motu hearings one of the important features was that the experiential dimension of the qualities and values was dealt with and human, aesthetic, wilderness, recreation values were recognised. What has caused difficulty in all environmental development issues is that those who are responsible for decisions must be at least to some degree removed from their stance of objective detachment to empathise with the qualities which can only be understood in the experience of relationship and interaction with them. One small step towards achieving this, and towards "educating" the public would be to produce a video such as the R & LVWP proposed, showing a wide range of people following various recreational pursuits on the Motu. Ultimately what influences people is not words but experience and understanding, and a video showing people doing things to which viewers can relate is one way of facilitating some understanding for a large number of people.

6

Summary

During the 1970's and early 1980's the Motu River has been a focus of public attention because of interest in hydro power development. Public awareness of the value of our wild and scenic rivers has increased over the last decade, culminating in the Water and Soil Conservation Amendment Act (1981) which enables legal protection for wild and scenic rivers. The threat of hydro development, combined with public concern over the Motu, resulted in the Motu becoming a test case for this legislation in a series of submissions and hearings lasting from late 1982 until early in 1984. In January 1984 a National Water Conservation Order was granted over part of the Motu River (from the Motu Falls to the State Highway 35 bridge).

The Ministry of Works and Development was involved in investigations into the feasibility of

developing the the Motu for hydro power during the 1970's. In 1980 the MWD established three Working Parties comprising individuals seconded from relevant agencies to investigate non-engineering aspects of the river. These aspects included land, wildlife and forest resources, river ecology, recreation and landscape values. The Working Parties were to collect base information which could be used later to assess the likely impact of different management or development options.

With the promulgation of the Conservation Order in January 1984 the Working Parties decided to terminate their investigations and publish the information collected. This report has been initiated by the Recreation and Landscape Values Working Party to collate landscape information on the Motu River and to assess how the landscape issue was addressed.

Following the introduction which explains the context and aims of the report, the second

section reviews landscape information on the Motu arising from various sources including the wild and scenic rivers issue, the Conservation Order hearing and the Recreation and Landscape Values Working Party. In the third section this information is analysed to describe how people perceived the Motu landscape. It is clear that many people felt strongly that the Motu should be protected from hydro development. Elements of the Motu which were most important to people were the scenery, the wild, undeveloped character of the landscape and the quality of recreational experience available in the Motu catchment.

The fourth section of the report examines the landscape information in terms of its adequacy as a planning data base. It is concluded that while there is much information of value, and the evidence of public concern for the Motu is highly significant, the information is not sufficiently detailed or comprehensive to provide an adequate

data-base for planning. It is considered that the Working Party lacked a strong framework around which to structure investigations, and in particular was limited in its effectiveness by not being in a position to consider different development options.

Finally, the fifth section of the report examines aspects of the Conservation Order hearings and the role of the Recreation and Landscape Values Working Party in relation to the hearings. One of the salient features of the hearings was that they provided a forum for the exposition of values so often ignored or over-ridden in the past - values of a spiritual and emotional nature which can be satisfied by wilderness. In a country where economics and utilitarian motivation have tended to justify development at the expense of other values it is a milestone to see an awareness of intangible values emerging, and especially to see these values accorded recognition by a Planning Tribunal.

Another, more discouraging observation is that the granting of the Conservation Order must have been related to the lack of significant opposition to the application. In particular the evidence confirming that the Motu did not feature in the Energy Plan was probably a crucial factor in the decision to grant an Order. It is foreseen that future wild and scenic rivers cases will involve strong cases for hydro or irrigation development.

The R & LVWP functioned as an information collecting body and apart from contributions by some members to the hearings, it operated independently and outside of the conservation lobby. In lacking a strong focus by which to direct its information-collecting efforts it lacked a guide by which it could assess whether it had collected enough information. In comparison, the QEII National Trust in having the definite objective of applying for a Conservation Order, was able to decide at an early date that sufficient information existed and

proceed with making the application. During the hearings the R & LVWP continued to collect information until this function was interrupted and made irrelevant by the promulgation of the Conservation Order. The Working Party, being a passive information gathering body, was limited in its freedom to respond to the specific issue of the Conservation Order. Short-comings of the Working Party system which contributed to this situation are discussed and it is suggested that in future environmental impact reporting by an independent agency might be a more fruitful exercise than the somewhat aimless collection of base data by an organisation which has to bend over backwards to be seen as unbiased. In spite of these criticisms, however, the Working Party did collect much information that will be valuable as a base-line against which to measure future change. It may be useful also in formulating management

policies for the Motu which will probably become necessary to protect the environment from recreational over-use.

Ultimately the most significant and encouraging feature of the Motu issue is the opportunity it allowed for public participation and the extent to which members of the public were involved in the process. A decade ago there was no mechanism to accommodate such involvement and public awareness of environmental issues was less acute than today. For all its shortcomings, the legal procedure in the Motu case allowed an opportunity for democratic involvement to which members of the public responded.

ADDENDUM TO 'THE MOTU DIALOGUE'

Subsequent to the compilation of this report a further study, highly relevant to the issue of landscape and recreation values, was brought to our attention. The reference is as follows:

"A Description of the Motu River and its Catchment : Evaluation of Some Effects of Future Developments"

Unpublished report compiled by Research and Survey Section, Water and Soil Division, MWD for NWASCO, Nov. 1982 (119 pp including a photographic appendix). Author: Dr Paul Mosley.

Available through Water and Soil Division.

The report identifies four sections in the Motu River, each having a distinct character. The character of each is analysed and discussed. Photographs are used as illustrations. The report includes a lot of useful information on river flow variations and the implications for recreation users.

Finally, the report discusses the implications of dam development for water based recreation.

For further reference:

The report is published in the Water and Soil Miscellaneous Publication Series as -

"Motu River : Catchment, Channel and Water Characteristics" Compiler R.H.S. McColl, Dr Mosley's section is entitled "Scenery and recreation along the Motu River."

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