Best practice iwi/hapū engagement for collaborative freshwater management

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What does good iwi/hapū engagement look like?

A range of frameworks, methodologies & tools can be recruited to enable effective Māori engagement in a challenging & dynamic environment.
National Policy Statement Freshwater Management (NPS-FM 2014)

- The Treaty of Waitangi (Te Tiriti o Waitangi) is the underlying foundation of the Crown-iwi/hapū relationship with regard to freshwater resources;
- **Addressing** tangata whenua values and interests across 4 well-beings/...are key to meet Treaty obligations...; e.g., Te Mana o Te Wai
- The “involvement of iwi and hapū in the overall management of freshwater, is integral to meeting obligations under the Treaty of Waitangi” (NZ Govt 2014);
- **Ensure** values and interests are identified and reflected in the management of FW....and decision-making
VMO Māori research

1. In depth understanding Māori values and mātauranga Māori – iwi/hapū perspectives/ Māori knowledge frameworks (e.g. tikanga, values, outcomes)

2. Review, summary and use of Māori cultural monitoring tools across the country

3. Building iwi/hapū and research capability/capacity

4. Identify best practice engagement – creating a dialogue and learning space – effective and meaningful relationships with iwi/hapū;

5. Tools for effective collaborative process to inform freshwater planning and policy

6. Collaborative arrangements for freshwater management (co-governance, co-planning, co-management)
Building Māori Capacity
Tools that inform effective collaborative process

- Historic records, tribal history, rohe, maps, archives
- Treaty of Waitangi Reports
- Iwi/hapū management plans (values, goals, objectives, priorities, aspirations)
- Mātauranga Māori, Māori values
- Cultural monitoring tools and approaches
- Case studies
- GIS, cultural values mapping, historic records
- Kaupapa Māori research
- COMA/COMAR: Cultural opportunities mapping, assessment and response (Tipa 2013) – again about process
- Other tools (e.g. training)
Figure 1: Dialogue space for understanding mātauranga Māori and science knowledge used to inform decision-making.
Mātauranga Māori and science approaches can be used together to achieve iwi/hapū aspirational goals and outcomes/agreed outcomes.
Cultural Monitoring
Te Uri o Hau Monitoring Framework

Solutions

Outcomes and Aspirations

Goals / Objectives

Issues

Values/Monitoring indicators

Nga Atua Domains
Tangaroa Tanemahuta Tumatauenga Rongomatane Haumiatiketike Tawhirimatea
Taonga tuku iho
Cultural monitoring tools
• Taonga species monitoring and harvesting e.g., tau kōura (e.g., Ian Kusabs), tuna (e.g., Caleb Royal, Erina Watene, Erica Williams, Ian Ruru, Mahuru Robb) etc.;

• Cultural Health Index (CHI) for Rivers and Streams

• Adaptation of the Cultural Health Index (CHI) by Tiakina te Taiaroa for their own use and application Te Tau Ihu (Young et al. 2008);

• CHI for estuarine environments – Tiakina Te Taiaroa (Walker 2009);

• State of Takiwā “toolbox” iwi environmental monitoring and reporting tool Te Waipounamu/South Island – Ngai Tahu (Mattingley & Pauling 2005; Pauling et al. 2007; Te Rūnanga o Ngāi Tahu 2007);
• Cultural indicators of wetlands (Harmsworth 2002);
• The Mauri compass (Ian Ruru 2012–);
• The Mauri Assessment model (Morgan 2011–);
• Significance assessment method for tangata whenua river values – Te Waipounamu/South Island (Tipa 2010)
• Mauri of Waterways Kete and Framework (Jefferies & Kennedy 2009)
• Kaitiaki tools: an internet-based Iwi Resource Management Planning Tool (NIWA website);
• Ngā Waihotanga Iho: Iwi Estuarine Monitoring Toolkit (Rickard & Swales 2009ab).
Links between science & cultural indicators
Environmental monitoring programmes could be classed into three main types that are complementary:

<table>
<thead>
<tr>
<th>Māori knowledge based</th>
<th>Community – scientific based</th>
<th>Scientific based</th>
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<tbody>
<tr>
<td><strong>Māori indicators</strong> – In depth Māori understanding and knowledge of particular environments. Understanding of Māori values, goals, and aspirations required. Examples:</td>
<td><strong>Community based indicators</strong> – requiring low levels of technical input and skill but scientifically robust and part-value based. Cost effective, relatively simple and short duration. Examples:</td>
<td><strong>Scientific indicators</strong> – requiring higher levels of technical input and skill, robust sampling strategies, analysis and interpretation. May be time consuming. Examples:</td>
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<tr>
<td>- Taonga lists;</td>
<td>- Hydrology;</td>
<td>- Chemistry, water quality, nutrients;</td>
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<tr>
<td>- Key sensitive taonga indicators;</td>
<td>- Soils/Nutrients;</td>
<td>- Hydrology;</td>
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<tr>
<td>- Te Mauri/ wairua;</td>
<td>- Intactness of wetland;</td>
<td>- Water table modelling;</td>
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<td>- Knowledge on uses and preparation of taonga;</td>
<td>- Connectivity/Buffering or Fragmentation;</td>
<td>- Botanical mapping, classification of plants;</td>
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<td>- Land-uses, point discharges, modification, impacting on cultural values and uses.</td>
<td>- Introduced plants;</td>
<td>- pH;</td>
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<td>- Key pest species</td>
<td>- Animal damage;</td>
<td>- Bacterial counts;</td>
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<td>- Modifications to catchment hydrology;</td>
<td>- Giardia;</td>
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<td>- Water quality within catchment;</td>
<td>- Cryptosporidum;</td>
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<td>- Other landuse threats;</td>
<td>- GIS applications;</td>
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<td>- Key undesirable species;</td>
<td>- Satellite imagery;</td>
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<td>- % catchment in introduced vegetation;</td>
<td>- Studies of fish, macro-invertebrates, macrophytes.</td>
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<tr>
<td>Values</td>
<td>Objectives</td>
<td>Performance measures/tools</td>
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<tr>
<td>Kaitiakitanga</td>
<td>Restore the mauri of freshwater to a standard</td>
<td>Monitoring such as CHI and mauri assessment</td>
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<td>Mauri</td>
<td>Sustain/enhance cultural resources, mahinga kai, taonga spp.</td>
<td>Identify change/trends in the state or mauri, or other indicators e.g. taonga spp.</td>
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<td>Mahinga kai</td>
<td>Define standards/limits/above bottom lines</td>
<td>Condition of cultural resources, taonga spp., mahinga kai</td>
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<td><em>to support cultural values, life supporting capacity, ecological integrity, and ensure human wellbeing</em></td>
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Best practice engagement/correct steps e.g.,

Step 1: Entry into an area (e.g. tribal rohe, tikanga, kawa, customary process, marae), Getting the correct process in place, following protocols, engaging with the right people

Step 2: Defining the kaupapa e.g., what are the issues?, inclusion, decisions, planning, collaborative process, research priorities, define goals, objectives, desired outcomes

Step 3: Building the relationships and trust, resourcing to achieve goals and objectives

Step 4 Collaborative work/decision-making, putting into practice, demonstrating by doing the work together – Building capacity with iwi/hapū to achieve stated outcomes

Step 5: Evaluation – what constitutes a successful Council–iwi/hapū collaborative process or project? Reflection, best practice, key learnings/lessons
Getting the correct process in place, following protocols, engaging with the right people (Harmsworth 2001, 2005)

Figure 1: The key steps to developing collaborative research with iwi
Step 1: Entry into a geographic area
Building relationships and trust – starting the korero, agreeing on the kaupapa
Figure 3: Making the ‘collaborative research model’ work: The key ingredients
A Māori engagement toolkit (so what does this look like?)

• Creating effective and beneficial relationships with iwi and hapū
• Tools for effective collaborative process with hapū and iwi
• Opportunities to engage in collaborative planning and management (e.g. FW, RM) – Decision-making models for best practice engagement
• Emerging governance models and reforms
• Enacting kaitiakitanga, maintaining and strengthening mātauranga Māori, building Māori capacity
Process models

**Co-Governance**

- **Mana Whakahaere**
  A Treaty-based planning framework is used for engagement and policy development

- **Whakamāramatia ngā Pou Herenga**
  Tangata whenua values are defined and reflected in engagement processes

- **Whakamāramatia ngā Huanga**
  Shared outcomes are defined at the beginning of the engagement process

**Co-Management**

- **Whakamāramatia ngā Mahi**
  Actions on the ground that demonstrate kaitiakitanga towards goals and objectives

- **Whakamāramatia ngā Kaupapa**
  Rules, methods and policies are developed

- **Whakamāramatia ngā Uaratanga**
  Goals and objectives are established

- **Whakamāramatia ngā Aroturukitanga**
  Implement a monitoring programme

- **Whakamāramatia ngā Ritenga**
  Defining limits for co-management of key ecosystems
Power and decision-making

• High expectations by iwi/hapū to be equal partners in the collaborative process and relationship (for resource management)
• Treaty underpins these expectations
• Crown-iwi/hapū partnership?
• However, if one side holds power why would it relinquish or share that power in a decision-making process?
• How to make that fair across all stakeholders?
Treaty based planning framework
Māori rights and interests

Underlying debate Govt and local Govt perspective v a iwi/hapū Māori perspective of:

• Who is the Crown? Who are iwi/hapū/tangata whenua?
• Treaty rights/Treaty principles
• Underlying foundation for relationships/partnership
• How to engage? “Tools for best practice”
• Models for decision-making?
• Representation? Membership?
• Collaborative processes and management of resources
Emerging council models

- Opportunities for Māori to participate in government decision-making
- Governance reforms
- Strengthen iwi RM and council decision-making
- Power sharing and decision-making arrangements
Emerging council models

• Auckland – Tāmaki Makaurau: Independent Maori statutory board (Mana whenua 7 members, 2 Matawaka)
• Bay of Plenty – Elected councillors
• Rotorua council – Te Arawa partnership model
• Greater Wellington: Te Upoko Taiao (7 councillors, 7 mana whenua) = Natural Resource Management committee, and Whaitua committees, various iwi partnerships
Collaborative framework for freshwater planning and policy making

Collaborative Process

- Co-governance
- Co-planning
- Co-management
### Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (1)

<table>
<thead>
<tr>
<th>Existing model &amp; location</th>
<th>Structure &amp; agreement</th>
<th>Examples of collaborative process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integrated Kaipara Harbour Management Group (IKHMG)</td>
<td>Agreement between iwi, Kaipara community, Crown agencies, local government, industry, and NGOs</td>
<td>Co-management and some co-planning: established in 2005 to promote integrated harbour management, kaitiakitanga, and inter-agency coordination.</td>
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<tr>
<td>Kaipara harbour</td>
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<tr>
<td>Co-management framework for the Waikato River</td>
<td>Joint management agreements based on Waikato-Tainui Raupatu Claims Settlement Act 2010. Waikato River Authority (WRA) established 2010 as co-governance entity. Agreement between the Crown and 5 river iwi.</td>
<td>Co-governance, co-management (JMAs) and some co-planning: to implement Te Ture Whaimana o Te Awa o Waikato Vision and Strategy for the Waikato River</td>
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<tr>
<td>Waikato River</td>
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### Examples of Collaborative Processes in New Zealand

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<td>Te Arawa Lakes Joint Partnership, Rotorua Lakes region</td>
<td>Based on 2004 Deed of Settlement Te Arawa and the Crown, Joint partnership between Te Arawa Lakes Trust, BOP Regional Council and the Rotorua District Council to co-manage the Rotorua Lakes</td>
<td>Co-governance and co-management, shared decision-making</td>
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## Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (3 – continued)

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<tr>
<td>Ngāti Tūwharetoa Joint Management Agreement (JMA)</td>
<td>JMA (2008) between Taupō District Council and Tūwharetoa Māori Trust Board</td>
<td>Co-governance and co-management – resource consents and private plan hearings</td>
</tr>
<tr>
<td>Taupō district</td>
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<tr>
<td>Whanganui River Deed of Settlement</td>
<td>Ruruku Whakatupua, the Whanganui River Deed of Settlement 2014: Agreement between Whanganui iwi and the Crown</td>
<td>New legal framework, co-governance and co-management, Statutory decision-making and collaborative process</td>
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<tr>
<td>Te Mana o Te Awa Tupua Whanganui River catchment</td>
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## Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (4 – continued)

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<tr>
<td><strong>Manawatū River Leaders Accord</strong>&lt;br&gt;<strong>Manawatū river catchment</strong></td>
<td>Agreement/signed 2010 accord between regional council, local council, community, and iwi: joint action to improve state of river</td>
<td>Co-governance Focus, vision, goals defined</td>
</tr>
<tr>
<td><strong>Whaitua Committees</strong>&lt;br&gt;<strong>– Greater Wellington region</strong>&lt;br&gt;e.g., Ruamāhanga catchment</td>
<td>Overarching GWRC Te Upoko Taiao committee and catchment/regional Whaitua Committees est. – joint GWRC, iwi and community</td>
<td>Māori representation on all committees. Collaborative freshwater processes, partnerships, good engagement practice for freshwater management</td>
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</tbody>
</table>
Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (5 – continued).

<table>
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<td>Te Tau Ihu iwi and local unitary authorities Nelson-Marlborough</td>
<td>Claims Settlement Bill, MOU, iwi interests, agreement between iwi and 3 local government authorities to manage freshwater</td>
<td>Shared decision-making via pan-iwi rivers and under Deed of Settlement: Freshwater Advisory Committee established</td>
</tr>
<tr>
<td>Canterbury Zone Committees - Canterbury region e.g., Te Waihora (Lake Ellesmere)</td>
<td>Managed by Environment Canterbury, Regional Management committee est., 2009 Canterbury Water Management Strategy (CWMS), water zone management committees</td>
<td>Integrative collaborative planning approach, implementation plans for each zone, decision-making to implement and meet targets.</td>
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Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (6 – continued).

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<tr>
<td>Southland-Waituna Partners Group</td>
<td>Established 2013 comprising multiple agencies with a statutory responsibility for management: Govt, Local, district, iwi).</td>
<td>Shared decision making under a terms of reference (TOR) binds the agencies and records the relationship of parties (‘the Partners’); how they will work together to improve the environmental health of Waituna Lagoon and catchment.</td>
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</tbody>
</table>
Tools for best practice

• Tikanga is about values, custom and process (doing things the right way)
• Te Reo (understanding language, terms, spelling, pronunciation)
• Protocols/the correct steps for engagement: Collaborative process models and guidelines
• Identifying the right people to talk to/engage with: Mana whenua/tangata whenua/iwi/hapū/whānau/marae, representatives, te rohe pōtae
• Mātauranga Māori/Tangata whenua based frameworks – Mātauranga Māori to inform collaborative process
• Other tools (e.g. building capacity, training, resources)
• Collaborative environmental projects
• Decision-making frameworks
• Governance models
Conclusions

- All in all Māori want to fully participate in RM and have a greater role and voice in decision-making
- Māori see councils as acting on behalf of the Crown to give effect to Treaty relationships and principles at the local context
- However, Treaty responsibilities not clear under LGA or RMA (recognise, take into account the principles of Treaty)
- Debates around rights and ownership of resources (e.g. water) will continue
Conclusions

- Some best practice tools have been presented
- Successful engagement builds positive long-term relationships
- Clearly identifies stakeholder and iwi/hapū/community needs and aspirations
- Creates opportunities, underpins innovation and advancement
- Delivers a collaborative pathway to achieve specific results and desired outcomes
References

References


