

Best practice iwi/hapū engagement for collaborative freshwater management

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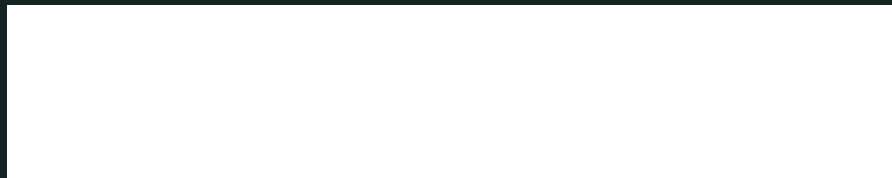




What does good iwi/hapū engagement look like?



A range of frameworks, methodologies & tools can be recruited to enable effective Māori engagement in a challenging & dynamic environment



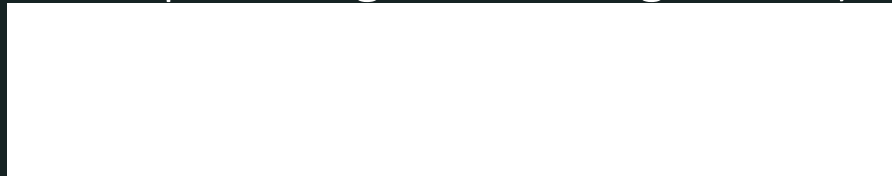
National Policy Statement Freshwater Management (NPS-FM 2014)

- 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)



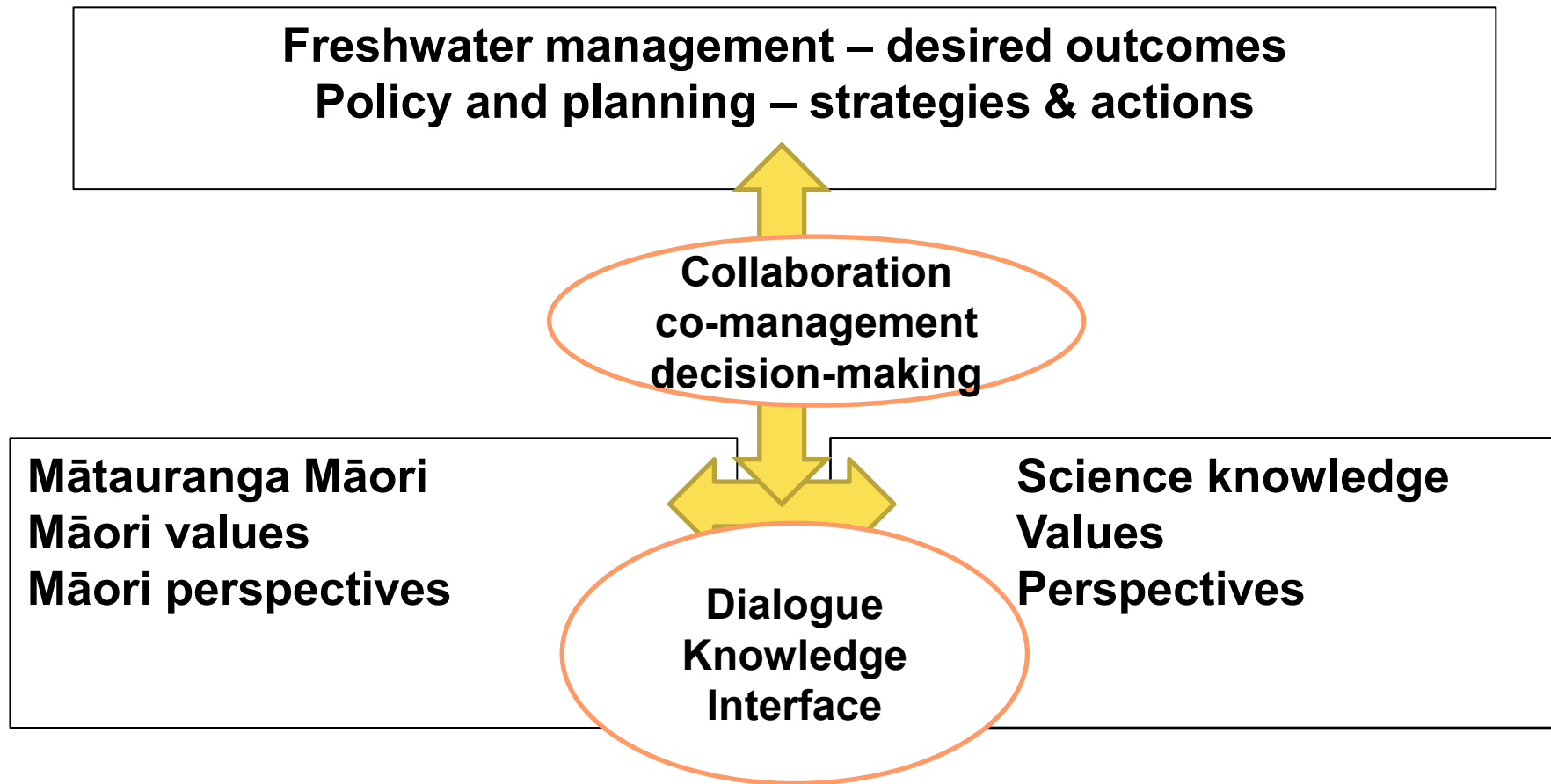
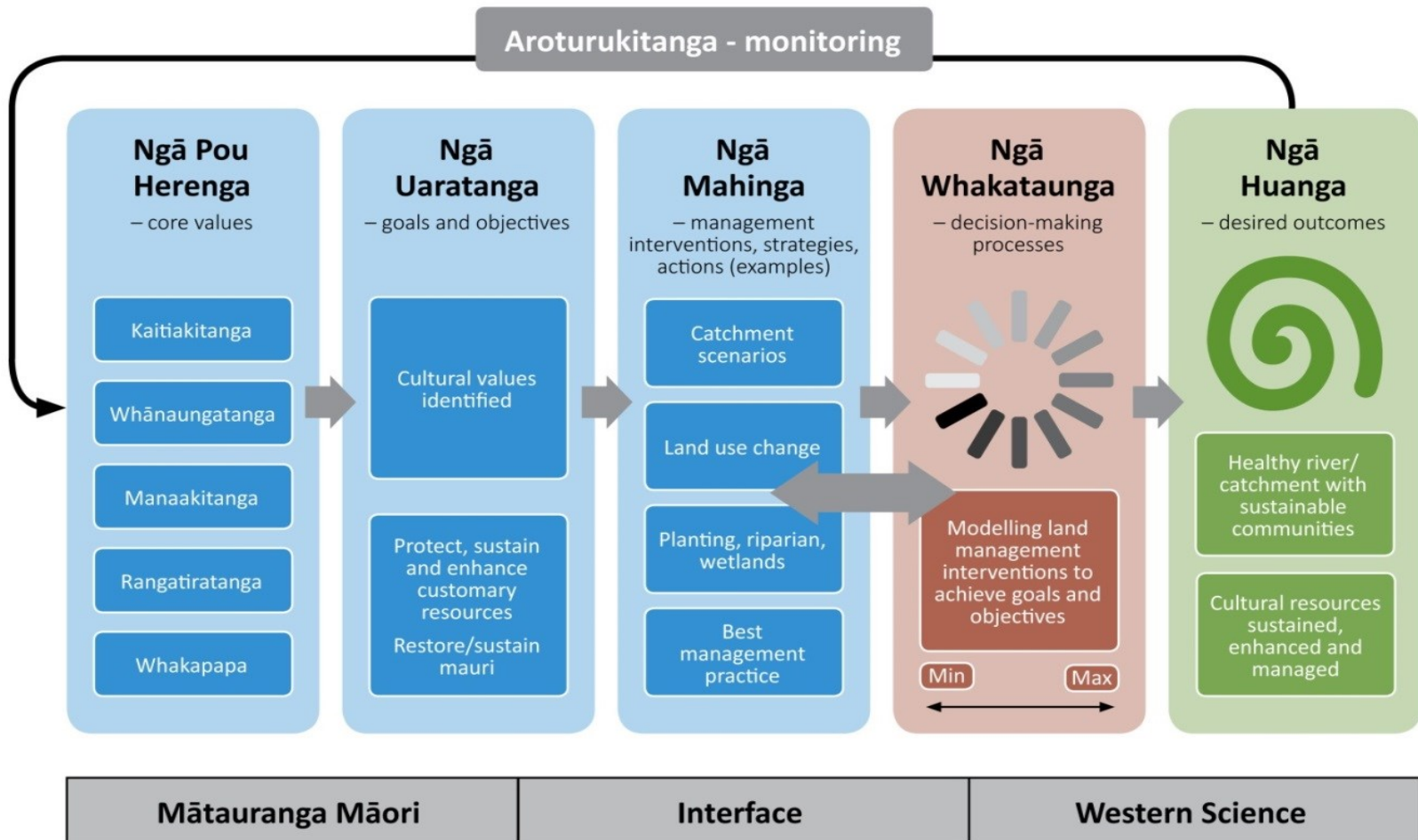


Figure 1: Dialogue space for understanding mātauranga Māori and science knowledge used to inform decision-making.

Kaupapa Māori modelling framework

Mātauranga Māori and science approaches can be used together to achieve iwi/hapū aspirational goals and outcomes/agreed outcomes

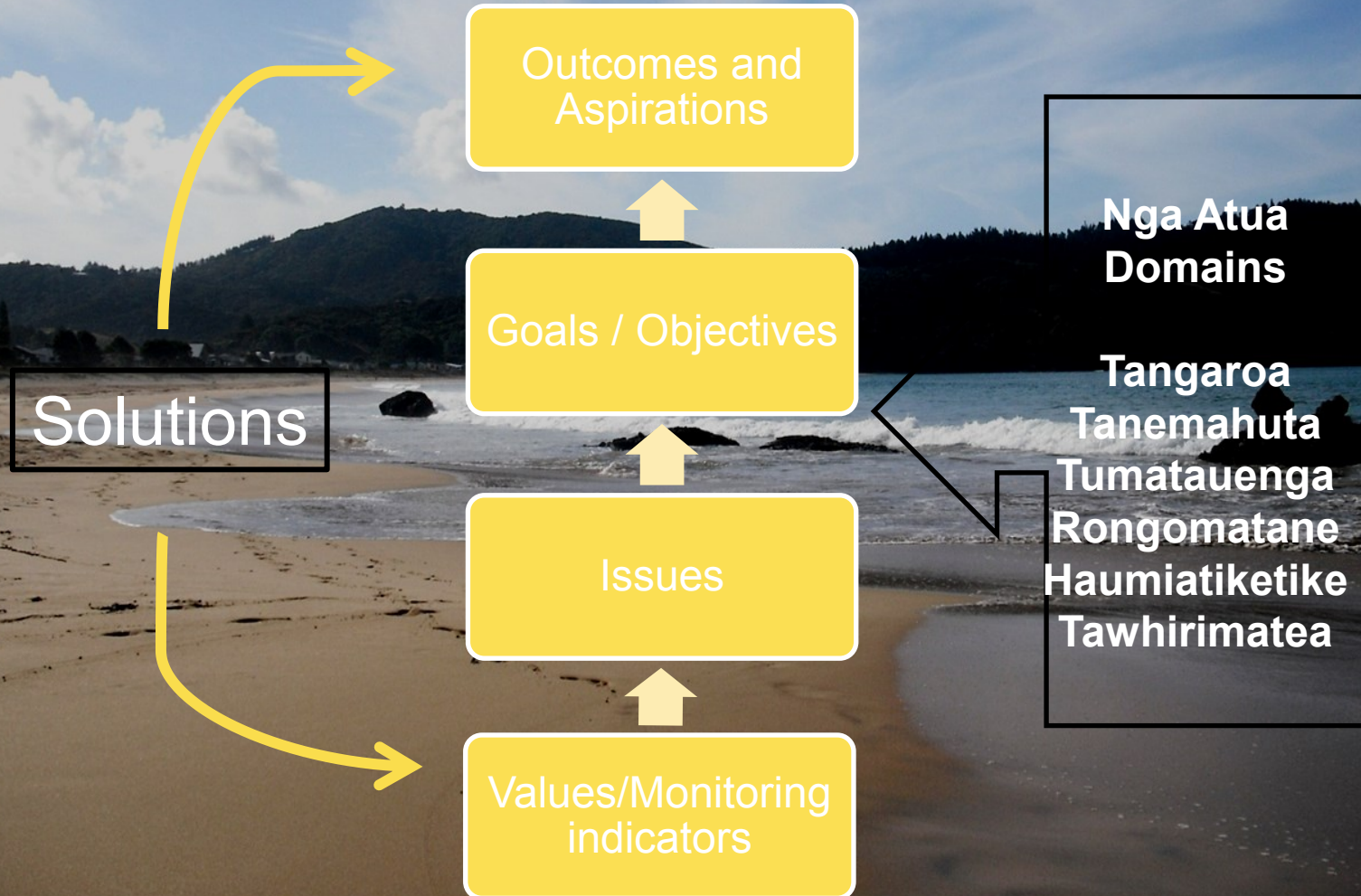
Mātauranga Māori and Modelling Interface



Cultural Monitoring



Te Uri o Hau Monitoring Framework



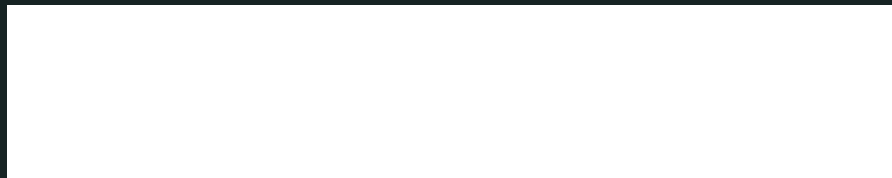
Taonga tuku iho



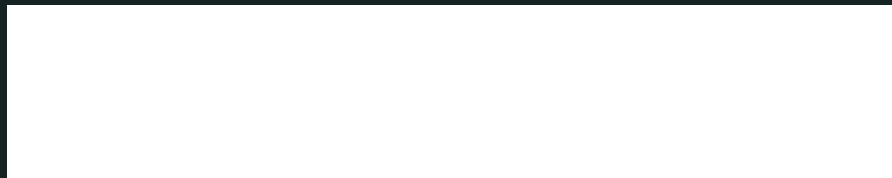
Cultural monitoring tools



- **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 Taiao for their own use and application Te Tau Ihu** (Young et al. 2008);
- **CHI for estuarine environments – Tiakina Te Taiao** (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:

Māori knowledge based	Community – scientific based	Scientific based
<p>Māori indicators – In depth Māori understanding and knowledge of particular environments. Understanding of Māori values, goals, and aspirations required. Examples:</p> <ul style="list-style-type: none"> • Taonga lists; • Key sensitive taonga indicators; • Te Mauri/ wairua; • Knowledge on uses and preparation of taonga; • Land-uses, point discharges, modification, impacting on cultural values and uses. • Key pest species 	<p>Community based indicators – requiring low levels of technical input and skill but scientifically robust and part-value based. Cost effective, relatively simple and short duration. Examples:</p> <ul style="list-style-type: none"> • Hydrology; • Soils/Nutrients; • Intactness of wetland; • Connectivity/Buffering or Fragmentation; • Introduced plants; • Animal damage; • Modifications to catchment hydrology; • Water quality within catchment; • Other landuse threats; • Key undesirable species; • % catchment in introduced vegetation; • Animal access. 	<p>Scientific indicators – requiring higher levels of technical input and skill, robust sampling strategies, analysis and interpretation. May be time consuming. Examples:</p> <ul style="list-style-type: none"> • Chemistry, water quality, nutrients; • Hydrology; • Water table modelling; • Botanical mapping, classification of plants; • pH; • Bacterial counts; • Giardia; • Cryptosporidium; • GIS applications; • Satellite imagery; • Studies of fish, macro-invertebrates, macrophytes.

Links between values, objectives, monitoring, and actions to sustain or enhance the mauri

Values	Objectives	Performance measures/tools	Management variables (examples)
<p>Kaitiakitanga</p> <p>Mauri</p> <p>Mahinga kai</p>	<p>Restore the mauri of freshwater to a standard</p> <p>Sustain/enhance cultural resources, mahinga kai, taonga spp.</p> <p>Define standards/limits/above bottom lines</p> <p><i>to support cultural values, life supporting capacity, ecological integrity, and ensure human wellbeing</i></p>	<p>Monitoring such as CHI and mauri assessment</p> <p>Identify change/trends in the state or mauri, or other indicators e.g. taonga spp.</p> <p>Condition of cultural resources, taonga spp., mahinga kai</p>	<p>Minimum flows</p> <p>Catchment mgt - Riparian, planting, landuse, erosion,</p> <p>Nutrient mgt/reduction</p> <p>Water clarity & sed</p> <p>Pathogens (e.g., E coli)</p> <p>Stock exclusion</p> <p>Connectivity</p> <p>Habitat extent and condition</p>

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)

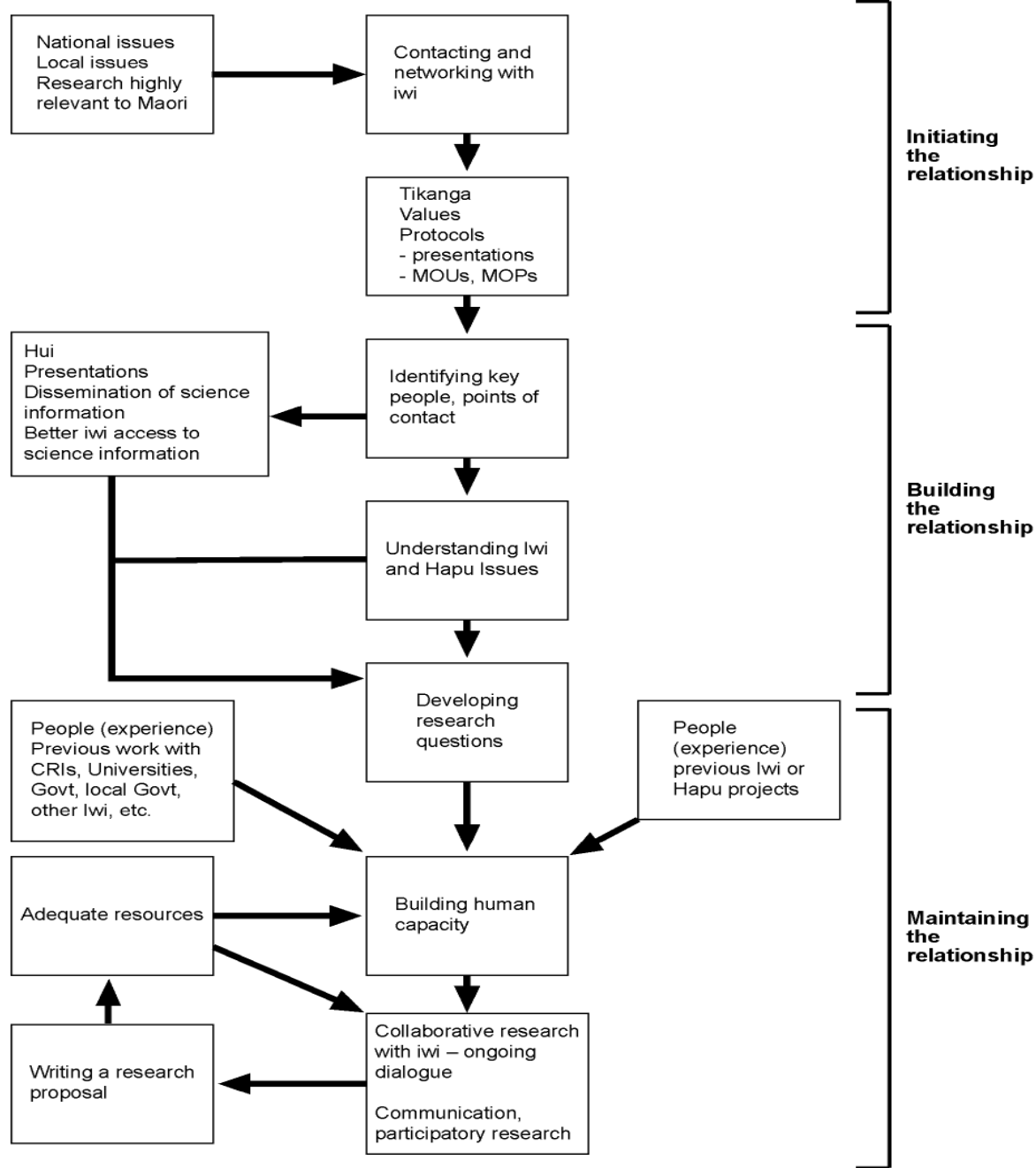


Figure 1: The key steps to developing collaborative research with iwi

Step 1: Entry into a geographic area



Building relationships and trust – starting the korero, agreeing on the kaupapa



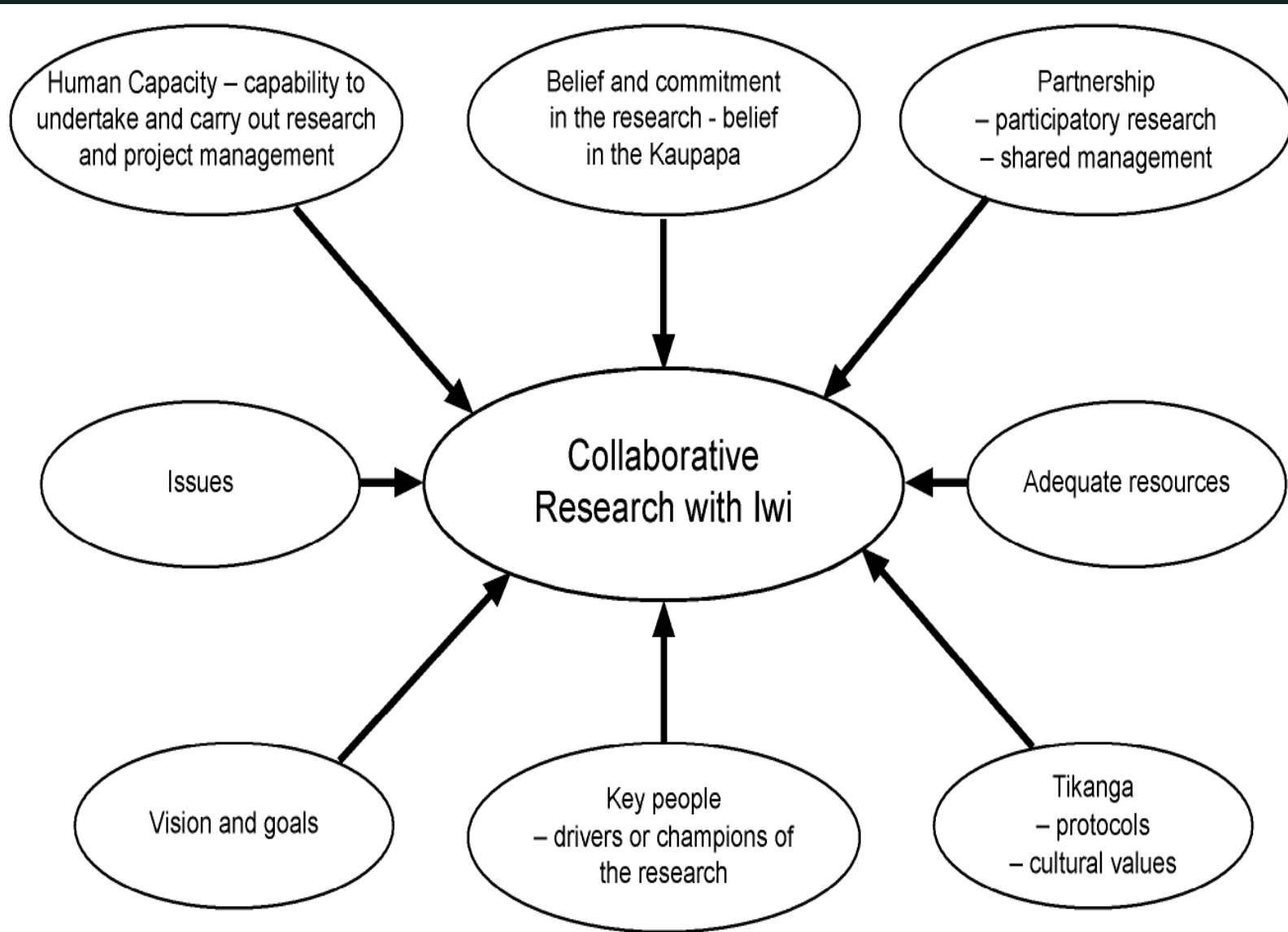


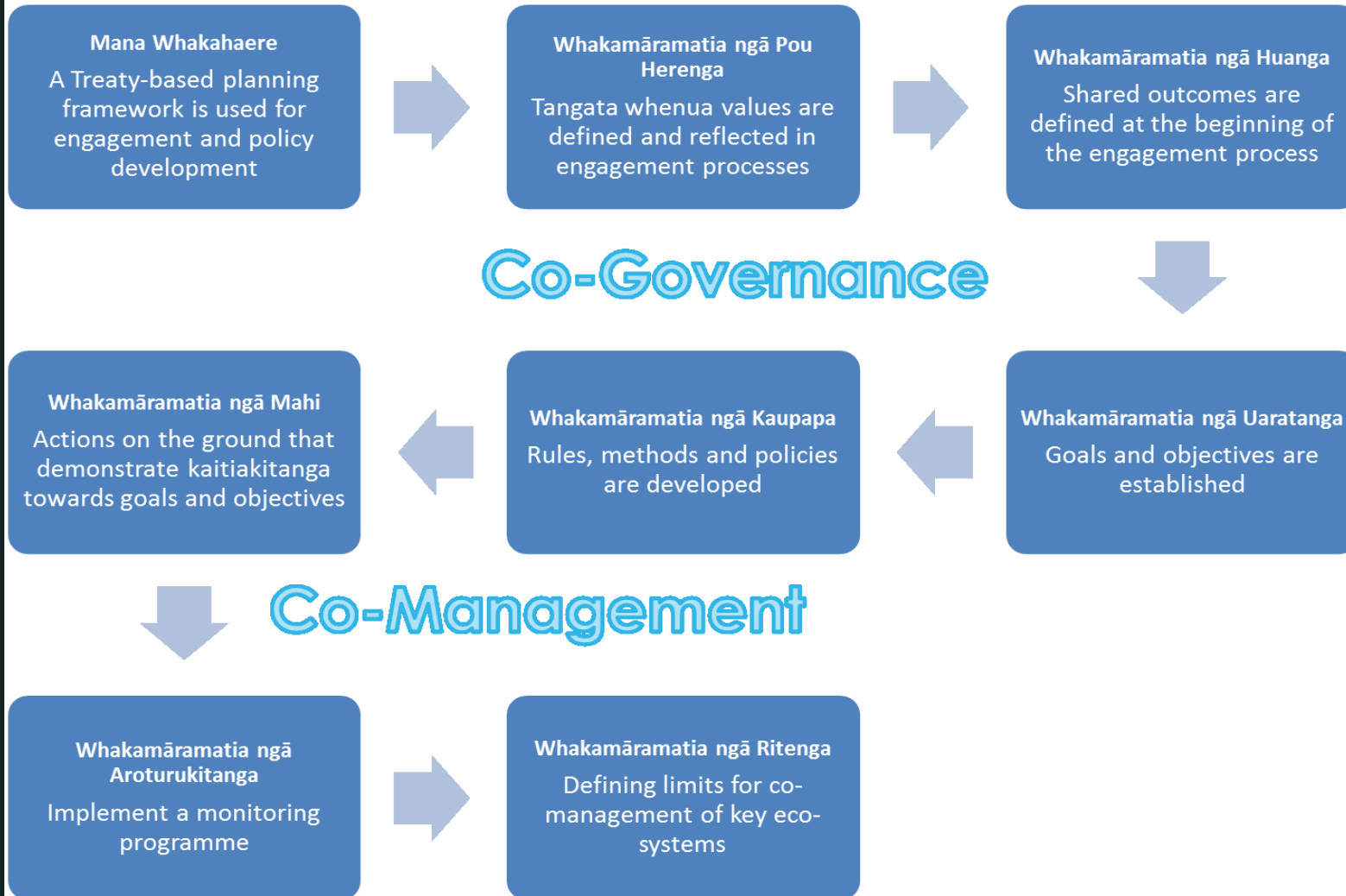
Figure 3: Making the 'collaborative research model' work: The key ingredients

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

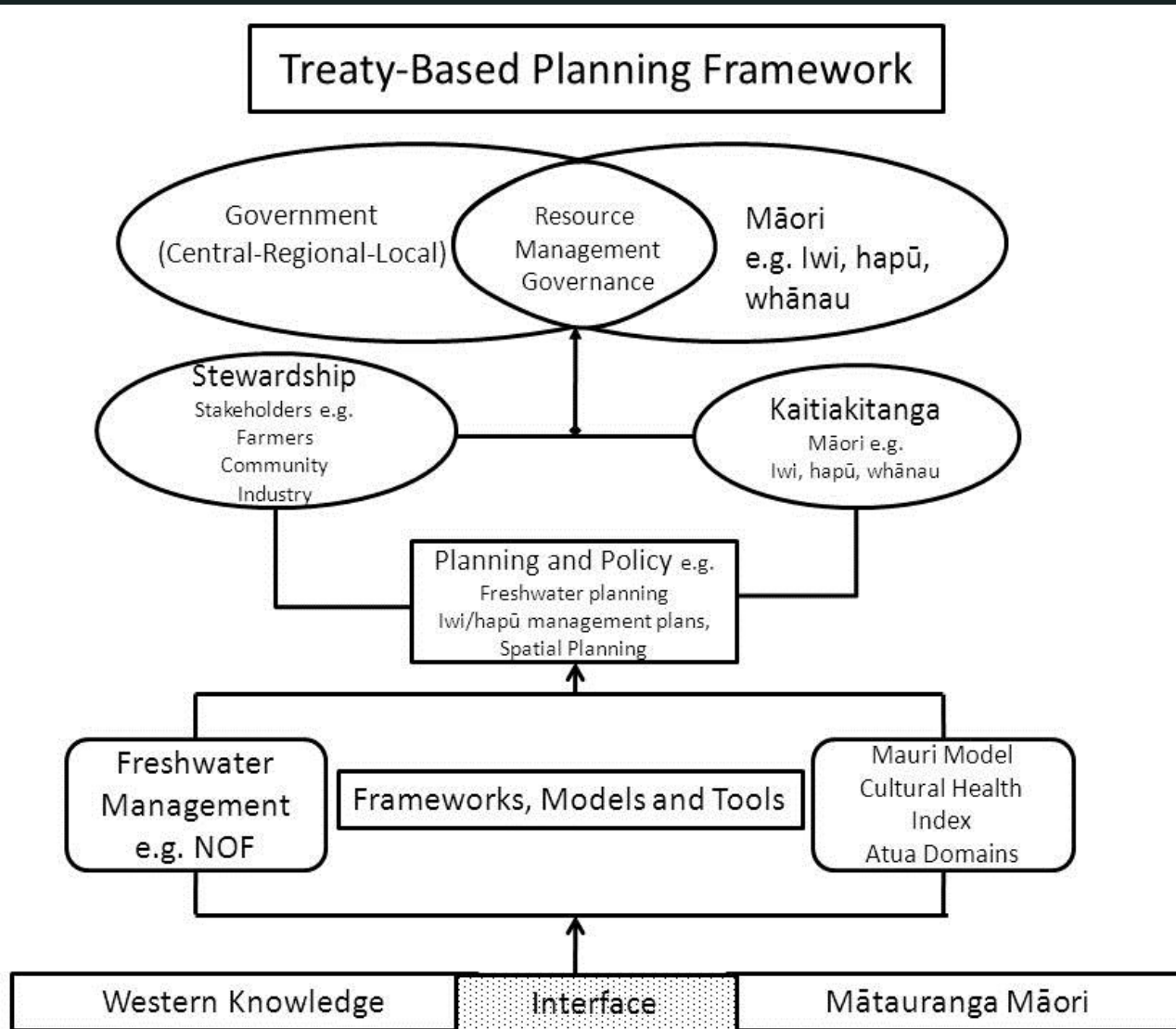


Power and decision-making

- 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?



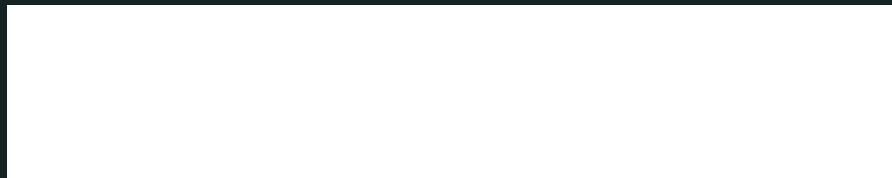
Treaty based planning framework



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

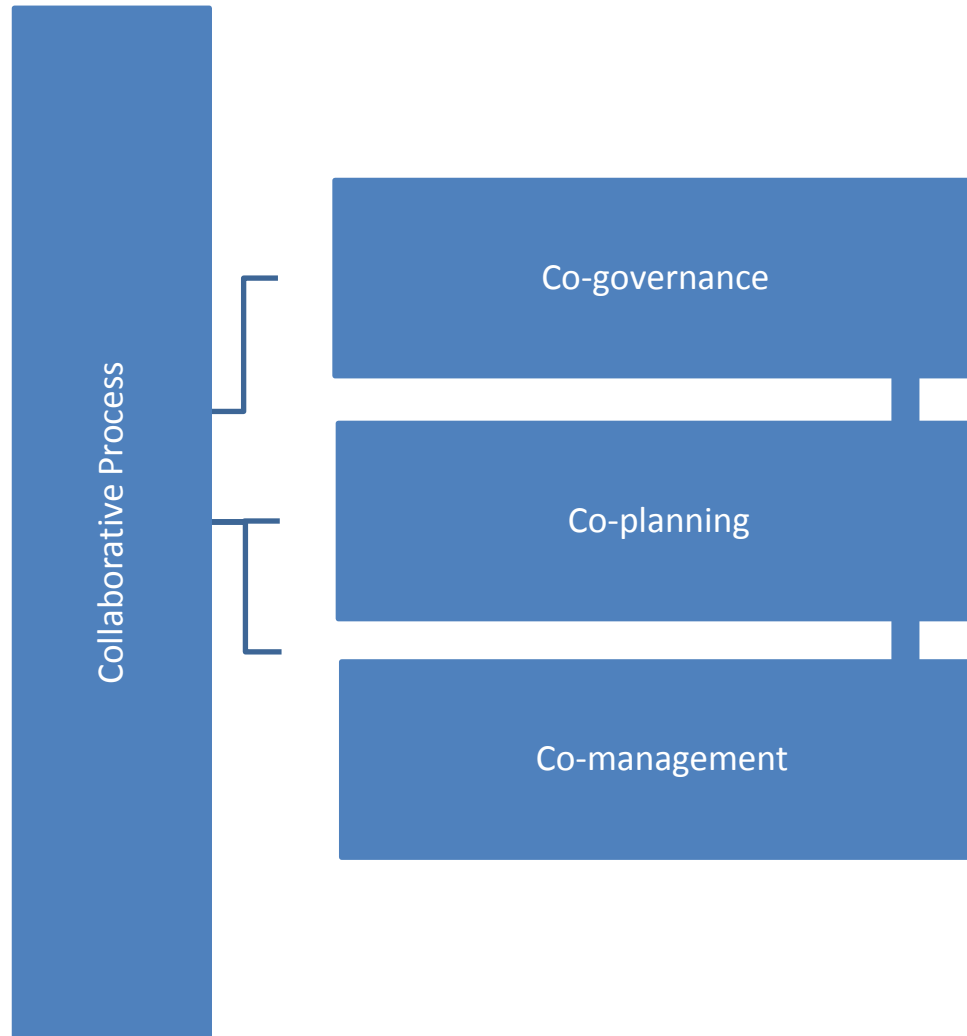


Emerging council models

- 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



Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (1)

Existing model & location	Structure & agreement	Examples of collaborative process
<p>Integrated Kaipara Harbour Management Group (IKHMG)</p> <p>Kaipara harbour</p>	<p>Agreement between iwi, Kaipara community, Crown agencies, local government, industry, and NGOs</p>	<p>Co-management and some co-planning: established in 2005 to promote integrated harbour management, kaitiakitanga, and inter-agency coordination.</p>
<p>Co-management framework for the Waikato River</p> <p>Waikato River</p>	<p>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.</p>	<p>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</p>

Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (2)

Existing model & location	Structure & agreement	Examples of collaborative process
Te Arawa Lakes Joint Partnership Rotorua Lakes region	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	Co-governance and co-management, shared decision-making

Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (3 – continued)

Existing model & location	Structure & agreement	Examples of collaborative process
<p data-bbox="73 444 575 605">Ngāti Tūwharetoa Joint Management Agreement (JMA)</p> <p data-bbox="73 676 359 719">Taupō district</p>	<p data-bbox="641 444 1166 658">JMA (2008) between Taupō District Council and Tūwharetoa Māori Trust Board</p>	<p data-bbox="1209 444 1702 658">Co-governance and co-management – resource consents and private plan hearings</p>
<p data-bbox="73 901 600 1001">Whanganui River Deed of Settlement</p> <p data-bbox="73 1072 575 1229">Te Mana o Te Awa Tupua Whanganui River catchment</p>	<p data-bbox="641 901 1186 1172">Ruruku Whakatupua, the Whanganui River Deed of Settlement 2014: Agreement between Whanganui iwi and the Crown</p>	<p data-bbox="1209 901 1789 1172">New legal framework, co-governance and co-management, Statutory decision-making and collaborative process</p>

Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (4 – continued)

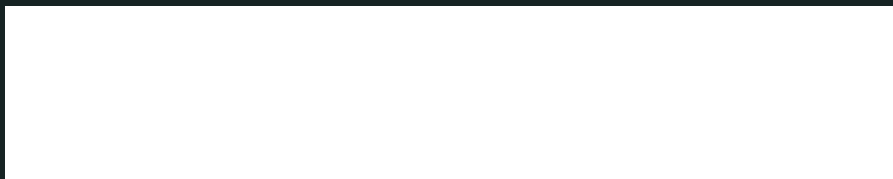
Existing model & location	Structure & agreement	Examples of collaborative process
<p>Manawatū River Leaders Accord Manawatū river catchment</p>	<p>Agreement/signed 2010 accord between regional council, local council, community, and iwi: joint action to improve state of river</p>	<p>Co-governance Focus, vision, goals defined</p>
<p>Whaitua Committees – Greater Wellington region e.g., Ruamāhanga catchment</p>	<p>Overarching GWRC Te Upoko Taiao committee and catchment/regional Whaitua Committees est. – joint GWRC, iwi and community</p>	<p>Māori representation on all committees. Collaborative freshwater processes, partnerships, good engagement practice for freshwater management</p>

Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (5 – continued).

Existing model & location	Structure & agreement	Examples of collaborative process
<p>Te Tau Ihu iwi and local unitary authorities Nelson-Marlborough</p>	<p>Claims Settlement Bill, MOU, iwi interests, agreement between iwi and 3 local government authorities to manage freshwater</p>	<p>Shared decision-making via pan-iwi rivers and under Deed of Settlement: Freshwater Advisory Committee established</p>
<p>Canterbury Zone Committees - Canterbury region e.g., Te Waihora (Lake Ellesmere)</p>	<p>Managed by Environment Canterbury, Regional Management committee est., 2009 Canterbury Water Management Strategy (CWMS), water zone management committees</p>	<p>Integrative collaborative planning approach, implementation plans for each zone, decision-making to implement and meet targets.</p>

Indigenous Māori involvement in collaborative processes and freshwater management in New Zealand (6 – continued).

Existing model & location	Structure & agreement	Examples of collaborative process
Southland-Waituna Partners Group	Established 2013 comprising multiple agencies with a statutory responsibility for management: Govt, Local, district, iwi).	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.



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



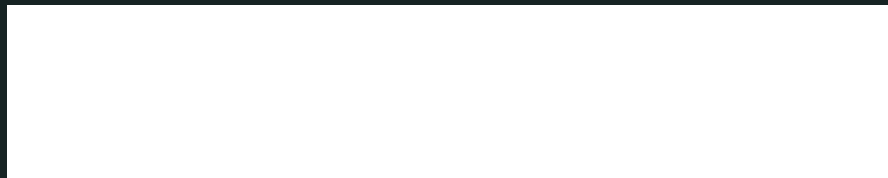
Conclusions

- 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



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