

### **Engaging with Māori** A guide for Aotearoa New Zealand River Managers

**Prepared for the NZ River Managers Special Interest Group** 

"Tuatahi ko te awa, tuarua ko te awa,"

"Of first importance, the river. Of second importance, the river."





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#### 1 Introduction

As local government organisations, and as professionals involved in the management of rivers, and waterways, our business is to help provide for the well-being of our communities. We recognise that people should have the ability to participate in decisions that are important to them, and we need to consider the best pathways for people to engage in the decision making process.

In recent years there has been a recognised shift from one off consultations with Māori to developing opportunities that will achieve lasting and meaningful relationships, particularly regarding the National Policy Statement for Freshwater Management 2020 (NPSFM 2020). The fundamental values of all good relationships apply; trust, respect, honesty, and openness – all of which take time to develop and are an ongoing investment. The fostering of healthy relationships with Māori will support engagement practices and improved outcomes.

Te Ao Māori (the Māori world view) is about interconnectedness. Nothing can be regarded in isolation. Water is a taonga of significant importance to iwi. Māori are connected to water and to the natural world through whakapapa – a lineage that descends from Ranginui (Sky father) and Papatūānuku (Earth mother) down to people and all parts of the environment, and therefore Māori identity is inextricably linked to rivers and water.

Enhancing the health and wellbeing of our waterways is a priority for many lwi. Māori often consider their personal health and the health of the iwi, to be linked to the health of their water bodies.

Each body of water has a life force or mauri. For Māori, water is the essence of all life, like the blood of Papatūānuku who supports all people, plants, and wildlife. Rivers are thought of as tīpuna (ancestors) that have been with us throughout history.

For these reasons, an understanding of engagement with Māori should be a normal part of our business as River Managers.



#### Purpose

The purpose of this guide is to grow our awareness and understanding of effective engagement with Māori. The goal is to support our approach to:

- Establishing, enhancing, and maintaining relationships with Māori that are consistent with Te Mana o Te Wai (NPSFM 2020).
- Becoming more aware of Māori aspirations and values.
- Planning and resourcing engagement activities.
- Supporting compliance with statutory requirements.
- Delivering improved outcomes for our communities.

Engagement is when we purposely approach affected communities to help shape decisions about our proposed plans and actions. In this guide the term engagement refers to a range of methods and activities that may be used to interact with Māori in our communities including information sharing, consultation, collaboration, seeking and receiving feedback, co-governance, and co-management.



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#### 3 Principles that will guide our Māori engagement

#### Kaitiakitanga

### The environmental spiritual and cultural kaitiaki role and responsibility of iwi

- Recognising the Māori worldview (Te ao Māori) including Te Mana o Te Wai which acknowledges the interconnectedness and interrelationship of all living and non-living things
- · Recognising the relationship that tangata whenua have with fresh water bodies and land
- Recognising the value of Mātauranga Māori
- Understanding the iwi context and other iwi commitments

### Whakamana i te tangata

### Te Reo Māori, Tikanga and Mātauranga Maori are respected and accommodated

- · Kanohi ki te kanohi, face to face engagement where possible
- Recognising and providing for tikanga
- Acknowledging Rangitiratanga

#### Manaakitanga

#### Mutual respect, providing support, reciprocity

- · Opportunities for sharing of information, building capacity and capability
- · Acknowledging and responding to concerns raised
- Planning and resourcing our engagement
- · Being responsive and flexible
- Allowing reasonable time to consider any matters of significance before responding to Council

#### Whanaungatanga

#### Building and maintaining relationships

- · Awareness of other engagement arrangements in our organisation
- Commitment to a wider and ongoing relationship (wider than our activity/project)
- · Becoming more aware of Māori aspirations and well-being
- Awareness of Māori dynamics in our region
- · Awareness of Councils role in supporting the Principles of the Treaty of Waitangi
- · Bringing openness and broad thinking to our engagement

#### Statutory documents and council responsibilities

The Crown has requirements of local government to help it meet its treaty obligations. Consequently, there are numerous statutory obligations for councils to consult or engage with tangata whenua and to provide opportunities for participation.

Several pieces of legislation direct central and local government to take into account or have regard to, the principles of Te Tiriti o Waitangi, including:

- Local Government Act 2002
- Resource Management Act 1991
- Soil Conservation and Rivers Control Act 1941
- Land Transport Management Act 2003
- The Bio-Security Act 1993
- Heritage New Zealand Pouhere Taonga Act 2014
- Iwi Settlement Acts

This commitment also extends into Council Long Term Plans, Annual Plans, Regional Policy Statements, Regional Plans, Iwi/Hapū Management Plans, resource consent processes and Council organisation policies.

The principles of partnership, participation and protection are recognised as the framework for Māori and Government relationships under the treaty. Provision for Māori partnerships and participation in decision making are being further enhanced in forthcoming legislation and government reforms. We need to be in a position to strengthen our engagement with Māori to meet our responsibilities and deliver better outcomes for our communities.

#### 4.1 Te Mana o te Wai

Te Mana o te Wai recognises the vital importance of water. It expresses the special connection that New Zealanders have with freshwater. When managing freshwater, the hierarchy of obligations ensures the health and well-being of the water is protected firstly and then human health needs are provided for before enabling other uses of water. The standard endorses that by protecting the health and well-being of our freshwater we protect the health and well-being of our people and environments.

The updated NPSFM 2020 and Te Mana o te Wai provisions direct Regional Councils to work in partnership with iwi/hapū on freshwater (river) management. Through engagement and discussion, Regional Councils, communities and tangata whenua will determine how Te Mana o te Wai is applied locally.

Implementation will include long-term visions for freshwater (and waterbodies), tangata whenua included in the decision making processes, monitoring, preparation of policy statements and plans, and an integrated management approach to freshwater management "Ki uta ki tai" (mountains to the sea). This principle recognises the interconnectedness of the environment, the interactions between its parts, and requires integration between freshwater management and land use.

As River Managers and professionals, we should be connected to this work which will provide a good foundation for understanding Māori relationships with our rivers and streams. The engagement here will also be a key opportunity for establishing and strengthening iwi/hapū relationships.

#### 4.2 Going beyond statutory requirements

There will be opportunities to go beyond legislative boundaries to work for and alongside Māori to ensure Māori perspectives are respected and taken into account. Even if there are no specific obligations to consult often this is appropriate and necessary to ensure that we can make informed decisions in relation to Māori values and interests.

Māori are an important sector of our community whether by population, as landowners, business owners, resource developers, water and natural resource managers, environmental stewards, and community leaders. Each engagement activity recognises the mana of Māori in their local area and provides an important opportunity for information gathering and the exchange of ideas.

There are compelling reasons for local government and Māori to work together.



#### Developing best practice engagement

Engaging with Māori should be a normal part of the work we do whether that is operational work, delivering projects, communications or policy and planning. In undertaking this work, the usual concepts of public participation apply.

Determining the right level of engagement depends on many factors such as the purpose and goals of the engagement, the level of importance to the Council and the level of Māori interest. The more important the outcomes of a project are to Māori the higher the level of engagement should be. We need to be mindful that higher levels of engagement will increase the time; effort and investment needed to support the engagement. In addition, different levels of engagement across the life of a project are possible.



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#### 6 Specific engagement considerations

#### 6.1 Iwi plans

Many iwi have well established Strategic Plans and Policies. These plans provide guidance and clarity in support of iwi aspirations and may also outline the priorities and approach for the iwi in achieving those aspirations.

An iwi management plan is a document developed and approved by iwi to address resource management activity of significance within their respective rohe (region). Being aware and familiar with these documents will provide a good basis for meaningful engagement.

#### 6.2 Planning engagements that suit the parties

We need to factor in the capacity and capability of those we wish to engage with. Iwi and other Māori organisations often have limited capacity for working with councils in an environment of requests from multiple agencies and competing priorities. Involving iwi/hapū in the engagement planning will ensure the engagement process is appropriate and achievable.

#### 6.3 Financial support and remuneration

Depending on the level of engagement, remuneration and financial support may be required. Remuneration practices in place will vary for each iwi/hapū who are asked to give their time and resources. It is likely your Council will already have a policy or standard practice to recognise a fair and equitable arrangement. Be mindful that often our iwi/hapū contacts need to be away from their jobs to help us achieve our work.

#### 6.4 Timeframes

Begin as early as possible. Allow for reasonable times, timeframes and notice in your engagement planning. For most of your iwi/hapū contacts, this will be voluntary work, not part of their day job. Iwi/hapū will often want to conduct their own internal consultation process prior to or following an engagement hui.

#### 6.5 Discussions outside the brief

The holistic Māori view can often mean that participants will raise issues you consider to be outside of, or unrelated to your brief. Be flexible, broad in your thinking and prepared to consider and understand those issues. The public do not necessarily distinguish the differing roles and responsibilities within our councils, these can be confusing and difficult to navigate. Being a conduit for the iwi/hapū to other Council related matters will help build and strengthen the Councils overall relationship.

#### 6.6 Understanding kawa and tikanga

It is important that we know about and respect kawa (protocols/rules) and tikanga (customs) when engaging with Māori especially when visiting a Marae. This is essential for developing relationships of mutual respect, goodwill and co-operation. Each iwi has its own particular kawa that it follows and the best way to observe those protocols is to ask the people you will be visiting. The Marae is a very special place for Māori. Its is a place where they will come together to celebrate, to grieve and to acknowledge special occasions and guests. Māori see the marae as home, their turangawaewae: a place where they belong.

Consider investing in Māori subject matter experts when filling vacancies and procuring services to support your work.

#### 6.7 Talking to the right people

The iwi within your region will be well known to your organisation. Work with your Māori Policy team or equivalent to identify the key iwi/hapū and people you should make contact with initially to plan any engagement. It is not unusual for iwi boundaries to overlap and there may be a need to engage with more than one iwi/hapū.

Understanding the iwi dynamics in your region will also be valuable. (E.g., what is the Treaty Settlement situation, what statutory acknowledgements exist, what is the status of inter iwi and neighbouring iwi relationships, what level of capacity and capability do they have, who are the leaders and kaitiaki etc.)

As with any organisation or group you cannot assume that neighbouring or overlapping iwi/hapū will have the same priorities or concerns. Establishing and maintaining a relationship with each iwi/hapū independently will support your outcomes.

Genuine and effective engagement will support ongoing relationships and lead to improved outcomes to support our work and community wellbeing.



# Appendices

### **Appendix 1 – Decision flowchart**



### Appendix 2 - Step by step guide

#### Step 1 – Do we need to engage?

Answer a series of questions to determine the need to engage. (Ref Appendix 1 flowchart)

Considerations will include the statutory status of the project, Councils plans, policies and processes, political, social, cultural, and environmental risks, and opportunities along with the subject, topic, or location.

#### Step 2 – Determine the purpose of the engagement?

What is the purpose of the engagement and how will that influence our project? The purpose of the engagement will help determine the most appropriate level or levels of engagement to undertake.

Along with statutory requirements, the purpose of the engagement might also include testing an idea, keeping Māori up to date with an issue or project, gaining support or input, enhancing Council services, policies, or projects. The purpose of the engagement should be clearly communicated to participants as part of the engagement process.

The purpose of the engagement may change through different stages of a project, and this will influence the level of engagement.

#### Step 3 - Who will we engage with?

Work with your Māori Policy Team or equivalent and wider Council teams to identify and confirm those Māori groups, communities, or organisations you will need to engage with. Note that some legislative requirements to engage are directive (e.g., iwi authority or statutory acknowledgement holders). Check if there are existing engagement MoU's or protocols in place with your Council.

Identifying the area of land/water/ or issue will help ascertain the appropriate people to engage with. Your (or your colleague's) existing contacts/relationships may help verify the appropriate iwi/hapū. Te Puni Kokiri maintain Te Kāhui Māngai online, which is a useful resource for anyone to find out basic information about iwi, hapū and marae.

#### Step 4 - Design the engagement plan

Where possible involve the people, you want to engage with in the planning process as early as you can.

For each iwi/hapū the plan should include the level of engagement, whether that will change over time, timeframes, engagement tools (Appendix 3) and the outcomes sought. Take into account the specific engagement considerations in this guide when developing the plan including resource needs. Investigate whether there are other engagement processes underway or planned with the same groups and explore if there are any opportunities for efficiencies.

Many iwi will have lwi Management Plans (IMPs) which enable iwi/hapū priorities for the environment to be integrated into local authority decision-making. Considering relevant IMP's will help with engagement planning. Confirm the engagement plan with the iwi/hapū or group.

Consciously remove the technical jargon and design the engagement primarily around listening. Avoid referring to Māori as stakeholders, recognise their input as exceeding the status of stakeholders.

#### Step 5 – Determine the resourcing needs

When your planning is complete you can confirm the required resources. These may include:

- Staff, senior staff or Councillors, venue, kai, koha, equipment, travel, professional services, Māori expertise, other cultural support, remuneration, overall budget, and administration support for invites/correspondence/note taking.
- Collate the identified resource needs and timing into your overall engagement planning and ensure the budget is adequate.

"The cost of providing the hapū with independent advice on our consent renewal was not a cost but an investment in our relationship and a better outcome."

#### Step 6 – Māori engagement checklist

Engagement Item	Tick
Confirm engagement required/recommended (Decision Flowchart).	
Confirm the engagement has a clearly identified purpose.	
Correctly identity who we will engage with.	
Finalise the engagement activity (the engagement plan)	
• Include the tools needed and a plan for sharing with the participants how the engagement will be used/applied and acknowledged.	
<ul> <li>Look for ways to build iwi/hapū capacity and capability.</li> </ul>	
Confirm the engagement resourcing needs and budget over the length of the project.	
Venue	
• If a Marae, what cultural support is needed, someone to assist with the powhiri/whakatau (welcome onto the Marae), do you have a koha arranged, do you have an appropriate waiata?	
People	
• If needed, have we confirmed the Governance or elected members to be involved and timing.	
• Have we identified and requested assistance from other Council staff or other expertise that may be required to support the engagement?	
Other	
• E.g., Kai, travel, admin, equipment, stationery.	
Have we checked our timing and that there is no opportunity to partner with other Council activities/departments?	
Is the plan final and ready to be signed off by whoever needs to give permission (manager, community relations activity, Māori Policy or equivalent)?	

#### Step 7 – Permission/Approval process

Seek appropriate permission as required. Ensure this includes review by the key people in your organisation who are best placed/experienced to critique your plan (minimise risk and maximise opportunity).

#### Step 8 - Get started

Undertake the engagement

#### Step 9 - Feedback, review, debrief

What have we learned, what has the iwi/hapū told us and how can we improve? Feedback will help build and strengthen our iwi/hapū relationships.

## **Appendix 3 - The spectrum of Māori participation**

#### **INFORM - Whakamohio**

To provide a balanced and objective information to iwi/hapū to help in understanding what is proposed.									
Responsibilities to Māori	Method/Tool	Description	Benefits	Limitations	Remuneration	When	Examples of engagement tools		
Council will keep iwi/hapū informed.	Open days, community events E.g., sports event, open days, community or expo events, Marae events	Displays, presentations at a public or community event or location. Can be tailored to audience.	Able to present simple key messages to a wide cross section of community. Able to provide written material. Able to target specific local events, able to gather informal feedback.	Māori may not be well represented at the event. Casual passers-by may not be able to absorb too much information.	No	To provide specific information to the general public and/or a targeted group.	Pamphlets/Flyers Public notices Public signage Maps Plans Reports		
	Māori Media. Broadcasting.	Targeted media releases or stories for TV, radio and print media.	Capable of reaching large audiences with substantial amounts of information.	Māori access may be limited in rural areas.	No	To provide specific information to the general public and/or a targeted group.	Applications Fact sheets		
	Website	Information in written, graphic, or video format on Council website.	Capable of reaching large audiences with substantial amounts of information. Format can be tailored to audience.	Māori access may be limited in some rural areas. Needs to be well designed to engage target audience.	No	To provide specific information to a wide group of people.	Infographics Video Photos Aerials <i>Can be tailored to audience</i>		
	Social Media	Information in graphic or video format on Council social media channels.	Capable of reaching large audiences. Can refer to other places for more information. Can be easily shared.	A very limited amount of information can be conveyed.	No	To provide a snapshot of information to the general public and interested groups.			
Council will keep iwi/hapū informed and capture any feedback during the inform process.	Stakeholder Meeting	Scheduled meeting with formal presentations.	Provides face to face uninterrupted opportunity with target audience.	Feedback or questions may be limited to those confident to do so in a public setting. Can be dominated by a vocal minority. May not be representative if	Possibly (Case by case)	Statutory obligation to consult. Setting up a public forum.			

#### CONSULT- Whakauiuia

To obtain feedback from iwi/hapū to inform councils decision making.									
Responsibilities to Māori	Method/Tool	Description	Benefits	Limitations	Remuneration	When	Examples of engagement tools		
Council will keep iwi/hapū informed and will seek feedback.	Open days, community events E.g., sports event, open days, community or expo events, Marae events	Displays, presentations at a public or community event or location. Feedback forms or other feedback options provided or referred.	Able to present simple key messages to a wide cross section of community. Provide written material, and to target specific local events. Able to encourage written feedback and feedback options.	Māori may not be well represented at the event. Casual passers-by may not be able to absorb too much information.	No	To provide specific information to the general public and/or a targeted group and to invite feedback.	Pamphlets Maps Plans Reports Applications Fact sheets		
	Māori Media Broadcasting	Targeted media releases/stories for TV, radio and print media. Refers reader/listener to where they can provide feedback.	Capable of reaching large audiences with substantial amounts of information.	Māori access may be limited in rural areas.	No	To provide specific information to a wider group and/or targeted audience and to invite feedback.	Infographics Video Drone Footage Photos		
	Website	Information in written, graphic, or video format on Council website. Feedback invited and provided for on website.	Capable of reaching large audiences with substantial amounts of information. Format can be tailored to audience.	Māori access may be limited in some rural areas. Needs to be well designed to engage target audience.	No	To provide specific information to a wide group and to invite feedback.	Aerials Onsite meetings Workshops Marae/community hui		
	Social Media	Information in graphic or video format on Council social media channels, refers to where feedback can be provided.	Capable of reaching large audiences. Can refer to other places for more information and feedback options. Can be easily shared.	A very limited amount of information can be conveyed.	No	To provide snapshot of information to the general public, interested groups and to invite feedback.	Feedback forms Follow up phone calls/Interviews Electronic surveys or questionnaires Formal submissions and		
	Stakeholder Meeting	Scheduled meeting with formal presentations and feedback sought. May include specific Marae hui.	Provides face to face uninterrupted opportunity with targeted audience. Feedback can be discussed/shared more widely with the group.	Feedback or questions may be limited to those confident to do so in a public setting. Can be dominated by a vocal minority. May not be representative if a low turnout.	Possibly (Case by case)	Statutory obligation to consult. Setting up a public forum.	hearings Focus groups/panels <i>Can be tailored to audience</i>		

#### INVOLVE- Whakaura

To work directly with iwi/hapū throughout the process to ensure that aspirations, concerns, and issues are consistently understood and considered.									
Responsibilities to Māori	Method/Tool	Description	Benefits	Limitations	Remuneration	When	Examples of engagement tools		
Council work directly with iwi/hapū throughout the process to ensure that aspirations, concerns, and issues are directly reflected in the proposal or options and provide feedback on	Advisory Committee	A group of individuals assembled to provide input into a planning or public process.	Provides for detailed analysis on project issues. Participants gain understanding of other perspectives, leading toward agreed compromise.	General public may not embrace the committee recommendations. Members may not achieve consensus. Time and labour intensive.	Yes	When cultural input is required or wanted in a project/proposal.	Māori Committee Māori Advisory Groups Appointments onto Committees or Advisory Groups		
how their input influenced the decision.	Māori Committee	Presentation of information to Māori Councillors and other elected members. Recommendations or submissions on the matter may be made to Council.	Councillors well informed of engagement. Committee introduce process to Māori. Enhanced assistance and support to Council with process.	Location and timing of meetings may limit attendance. Consultation via the committee may still require the need for wider engagement with Māori.	Yes	When seeking to introduce a project, proposal, strategy to the Māori community. When seeking recommendations to Council.	Interviews On-line discussion forums Hui Site Visits/Hikoi Feedback Māori as consultants MOU's		
	include presentation	An informal meeting that may include presentations and interactive working groups.	Good for discussions and analysis of options/alternatives. Maximises feedback from a group, fosters Māori ownership of problem solving.	Needs proficient facilitation and technical expertise to be effective.	Yes	When requiring specific input from Māori.	Cultural advisors on projects Representation on hearing committees Cultural Impact Assessments Iwi/hapū management plans Mātauranga Māori workshops		

Collaborate- Mahi Ngātahi To work in partnership with each iwi/hapū in each aspect of decision making and implementation.									
Responsibilities to Māori	Method/Tool	Description	Benefits	Limitations	Remuneration	When	Examples of engagement tools		
Council looks to Māori for direct advice and innovation to co-design solutions and incorporate advice and recommendations into decisions to the maximum extent possible.	Working Parties	A group of experts or representatives formed to develop a specific policy or product recommendation.	Provides constructive opportunity for involvement.	Members may not achieve consensus. Time and labour intensive.	Yes	When Council has established a formal project.	Working groups Joint management agreements		
	Co-management	When management over a specific area or resource is shared by Council and iwi.	Helps build capacity and capability of iwi/hapū members involved. Can mean greater compliance resource on the ground that live in the area.	Risks may increase particularly if members have not received comprehensive training.	Yes	When established through treaty or central government or Council process.	Co-governance forums Co-management and joint venture partnerships Joint committees Shared strategic planning Consultants		
	Co-governance	When governance over a specific area or resource is shared by Council and iwi.	Good for discussions and analysis of options/alternatives. Maximises feedback from a group, fosters Māori ownership of problem solving.	Needs proficient facilitations and technical expertise to be effective.	Yes	When established through treaty or central government or Council process.	Alliance frameworks		

<b>Empower- Whakamanahia</b> To place ultimate decision making power in the hands of iwi/hapū.										
Responsibilities to Māori	Method/Tool	Description	Benefits	Limitations	Costs	When	Examples of engagement tools			
Council will implement what iwi/hapū decide.	Marine and Coastal Area Act	Right of veto in resource consent process.	lwi/hapū become the decision makers. Removes responsibility from Council.	May conflict with Council responsibilities under the RMA/LGA.	Administration cost for both parties.	If customary rights over the marine and coastal area have been recognised.	Resource consent authority for a particular area/river.			
	Treaty Legislation	Transfer of ownership of resource to iwi.	lwi control the resource.	Council no longer controls the resource.	Ongoing costs for lwi.	When legislated through Treaty Settlement.	lwi own natural features such as rivers, forests, and mountains.			
	Section 33 Transfer of powers	Transfer of powers under the RMA.	Provides a vehicle for iwi to exercise tino Rangatiratanga.	Requires a special consultative procedure under the LGA. Council can revoke the transfer at any time.	Transfer costs. Ongoing costs for Iwi.	When in the best interests and supported by all parties and community.	Water quality monitoring functions transferred from Regional Council to iwi.			

Adapted from the IAP2 spectrum of Public Participation

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Waikato Regional Council Māori Engagement Framework (2017)

Guide for Central Government Engagement with Local Government (2019)

Guidelines for Engagement with Māori (The Office for Māori Crown Relationships)

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Whakatauki sourced from

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https://e-tangata.co.nz/reflections/a-river-calls-my-name/

Start Early I Think Broadly I Be Inclusive Tiimata moata I Whakaaro whanui I Uru atu



