Maori Perspectives Of The Environment

Summary Document

Technical Report No. 6

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THE UNIVERSITY OF
WAIKATO
Te Whare Wānanga o Waikato

Environment
Waikato
REGIONAL COUNCIL

List of technical reports

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Glossary

CE	Community and Economy Programme
CFRT	Crown Forestry Rental Trust
DCDB	Digital Cadastral Database
EW	Environment Waikato
GIS	Geographic Information System
GPS	Global Positioning System
LINZ	Land Information New Zealand
MPRU	Maori and Psychology Research Unit
TPK	Te Puni Kokiri
RDBMS	Relational Database Management System
RMA	Resource Management Act 1991
RMC	Regional Management Committee
RUAMS	Resource Use Application Management System

1   Introduction

The Community and Economy (CE) Programme at Environment Waikato (EW) has developed a partnership with the Maori and Psychology Research Unit (MPRU)[1] of the University of Waikato to further assist in strengthening its commitment to cultural research and information work. This relationship facilitated the development of the Maori and Environment project, which was conducted in two stages and produced a number of significant research reports throughout 2003[2].

Momentum for the research proposed by the CE Programme comes from several factors:

1   EW has an increasing need for credible information that reflects the diversity of perspectives represented in the regional community (specifically, as a result of changes in local government legislation, but more generally, to improve environmental management under the RMA (Resource Management Act, 1991).

2   Information from different regional communities is woven into the kinds of relationships EW has with those communities. EW has recognised that its relationship with Maori needs to be strengthened and has identified this as an important focus for planning under the new LG Act (Local Government Act, 2002).

3   Preliminary discussions with the Iwi Liaison Officer and other key staff have concluded that EW has already received a great deal of information from Maori through different avenues, but it has not made very good use of it. The scale and reasons for this are not completely understood. It is important the project includes a review of what information is already held by EW, how it is being used (and by whom), and the reasons for that pattern of use.

4   EW's responses to Maori have been unfocused at times, and policy decisions have not been followed through.

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[1] The University of Waikato and Environment Waikato have a Memorandum of Understanding in place, which recognises shared interests and promotes collaboration between the two organisations.
[2] Refer to the list of technical reports identified at the beginning of this document.

In Stage I of the Maori and Environment project we undertook a stocktake of what information EW already holds on Maori environmental perspectives. During this process we also reviewed EW's internal information storage systems. This allowed us to assess how Maori information was being stored within EW. Using the information sourced during this review we identified information and research gaps further making recommendations about how to address them.

In Stage II we reviewed iwi environmental management plans, iwi policy submissions to the Proposed Waikato Regional Plan, 1998 (Environment Waikato, 2002c), iwi submissions made to various resource use consent applications and EW's spatial databases. As part of our broader brief to gather, summarise, analyse and distribute information held by EW on Maori and the environment, we evaluated and summarised iwi information using a Maori values framework (refer to Appendix 1). This approach provided the reader with an introduction to the environmental perspectives of Tangata Whenua in the Waikato region.

2   Information Gaps & Challenges

For a description of the various methods that we used, and issues specific to various information sources, please refer to our technical reports. In this present report, we summarise and discuss the various issues and challenges to EW that we identified during our review of Maori information held by EW. These are presented in this section.

2.1 Internal Information

Written information in hard copy and electronic format was reviewed throughout stage I and II of the Maori and Environment project. This type of information termed "internal information" consists of regional plans, policy documents, research reports, memoranda of understanding, and iwi environmental management plans. EW uses a number of information storage and management systems. Internal information referred to in this section was accessed using PowerDocs, EW's internal library and various EW staff members. Below we present and discuss the issues and challenges identified.

There is a general lack of resources on Maori environmental perspectives

There are very few documents within EW that address Maori environmental perspectives. Memoranda of understanding and iwi environmental management plans reflect Maori aspirations, values, knowledge and concerns with regard to environmental issues. EW's Regional Plan, Annual Reports, Regional Policy Statement and Regional Coastal Plan acknowledged matters of significance to Maori relevant to their relationship with the environment. However, other EW reports reviewed, such as the *Engaging our Community: A Strategy for Communication and Environmental Education at Environment Waikato,* provided little acknowledgement of this relationship and continued to present information relevant to the general public and failed to recognise environmental issues of specific concern to Maori (Environment Waikato, 2002b).

There is a lack of contemporary Maori resources within the library

The library contains a number of internal reports, books, serials, and external information relevant to Maori environmental perspectives. All EW staff are able to search the library catalogue via intranet and request the relevant information to be forwarded to their desks. The Library also holds a list of Maori library resources. This resource list lacks contemporary Maori writings particularly on topics such as the environment and Local Government. It is important to note that since the completion of the Stage I review the library has acquired a number of contemporary Maori resources, such as the *Local Government and the Treaty* (Hayward, J. *ed.,* 2003) and *Whenua* (Kawharu, M *ed.,* 2002). We consider it important that this process be maintained and regularly updated by library staff.

There is minimal reference to Maori environmental perspectives in EW Plans and internal information

The majority of EW regional reports and Policy Statements such as the Proposed Waikato Regional Plan (1998), Coastal Plan, Annual Plans, Regional Policy Statements and the like

provide information on matters of interest to the general public and to Tangata Whenua. However, a number of internal reports (not intended for public consumption) such as the *Coastal Values and Beach Use Survey* simply stated EW's legal obligation to the Treaty of Waitangi and provided little acknowledgement of matters specific to Tangata Whenua environmental perspectives (Environment Waikato, 2002a). Furthermore, research methodologies used in surveys focusing on community values, stakeholder opinions, community perceptions and attitudes in regards to EW processes and procedures did not gather information relevant to Maori environmental perspectives. We consider that producing methodologies that are not inclusive of Tangata Whenua knowledge and give little focus to issues specific to iwi/hapu and whanau minimises the extent to which EW gathers information from Tangata Whenua.

Many reports were not clear about the consultation processes conducted with Maori

A review of EW plans and policy documents show that clear processes are set in place for the involvement of Tangata Whenua participation in decision-making processes. In contrast, it is not easily identifiable in implementation. Implementation of such policies would be helped if there was a clearer understanding of the role of Tangata Whenua in the decision-making processes within EW. Greater staff awareness of the Treaty and Tikanga Maori is a must if EW is serious about achieving improved relationships with iwi.

There is no central storage or management facility for Maori information

Storage of iwi information is currently fragmented and difficult to access. While staff use PowerDocs to store their information it is not always stored according to the PowerDocs guidelines. As a result much of the information sourced for the Maori and Environment project was found in diverse locations throughout EW. Hardcopy information was also difficult to access as staff did not register this information with the library. This practice can lead to an inadequate use of information and can cause problems when determining the extent to which Tangata Whenua participate in EW processes.

2.2 Resource Use Consent Submissions

When a resource use consent application is advertised in the public notices sections of the local newspaper, or by formal notification from EW, anybody, person or party, can make a submission on the application. The general public (iwi inclusive) have 20 working days to make submissions on notified consents. The following section presents information gaps that were identified during a review of 337 iwi resource use consent submissions made to EW on a diverse range of resource use applications.

Resource Use Consent submissions made by iwi are difficult to access

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While submissions received from EW are all scanned into PowerDoc's, this process is simply a record of each individual submission. Hardcopies of these submissions are then reviewed by the assigned resource use officer and stored in the relevant resource use consent file. The information in these submissions assist EW staff who are responsible for monitoring and determining what measures need to be taken to avoid, mitigate or remedy any adverse effects. However, because the content of these submissions are not stored electronically, accessing this information is extremely difficult and time consuming. Re-developing this process to facilitate improved access to resource use consent submissions would increase the extent to which this information is used.

Resource use consents submissions made by iwi were clear about the applicants inability or failure to initiate consultation with iwi groups

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During a review of iwi resource use consents submissions it was made evident that resource use applicants are not adequately consulting with those people (specifically iwi) who may be affected by the proposed activity. Iwi also stipulated that many of the proposed activities would be inconsistent with the Resource Management Act 1991 (RMA) which promotes sustainable resource management. We suggest that EW re-develops or implements policy that is more stringent in regards to consultation with iwi and adherence to the RMA. This procedure would prove beneficial to all parties as EW is responsible for monitoring resource use consents in the Waikato region.

A limitation of the Resource Consent Submissions Database is that it lacks a Maori/iwi/hapu identifier

A further issue identified by the researchers was a lack of logging records and inquiries by ethnicity. The ethnicity of consent submitters and callers who have requests or inquiries are not recorded in EW databases. This lack of recording makes it difficult to trace submissions or inquiries made by Maori on various environmental issues. Consequently this also makes it difficult for EW to assess areas of environmental concern for Maori and non-Maori constituents of the Waikato region.

We consider that data collection processes within EW record the ethnic background of submitters or enquirers to be recorded. This would allow EW to gain a greater understanding as to the extent that iwi participate in various EW procedures. Inclusion of a contact identification field linked to the Contacts database may further resolve this issue.

The stand-alone Resource Use Consent Submissions Database is not integrated into the Corporate Database

The Resource Use Application Management System (RUAMS) is a record of approved resource consent activities in the Waikato Region. What RUAMS lacks is a record of submissions on resource consents. This type of information would prove useful to analysts in the Resource Use Group as it could identify the number of submissions from iwi that are specific to a geographic location, therefore highlighting the degree of concern that iwi have for that location. Environment Waikato analysts can then identify mitigation and consultation strategies prior to the resource consent process. We consider that tracking iwi resource consent submissions spatially could be undertaken by firstly: recording resource consent submissions by Maori organisations in the Submissions Tracking System which is linked to the RUAMS Database, and secondly: establishing a spatial database of Maori organisations through the Contacts Linking GIS Layer.

Alternatively, the stand-alone Resource Use Consent Submissions Database could be integrated into the Corporate Database and linked to RUAMS. Equal identification fields

(e.g. Resource Consent Number field) in both databases will minimise the task of integration.

There appeared to be no order to the filing of resource use consent submissions

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Obtaining the sample chosen to conduct a review of resource use consents submissions made by iwi to EW was extremely difficult and time consuming. This was largely due to a fragmented filing system, environmental hearings in progress and resource use files being issued out to various resource use officers within EW. During this review it was clear that there is no apparent system, in place for filing each hard copy submission. Although each submission is recorded in PowerDocs and dated by the resource use officer, gaining access to specific submissions was an extremely difficult task. We suggest that minimising access difficulties to resource use submissions would increase EW's ability to assess the extent to which Maori participate in the resource use consent process.

A number of data entry errors including spelling mistakes for names of iwi groups

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Throughout the Maori and Environment project it became apparent that a number of data-entry errors such as the mis-spelling of iwi groups, geographical locations and the like were a concern. This was evident in the Submissions Tracking System, Resource Use Consent Submissions Database as well as a number of EW reports. We suggest that failure to attend to this issue could cause further difficulties for EW staff when dealing with iwi. It is important to note that iwi/Maori names are representative of their genealogy and history which is considered taonga. Failure to attend to this detail by continually mis-spelling such taonga is viewed as greatly disrespectful to the mana of the iwi.

2.3 Databases

The spatial datasets managed by Environment Waikato are utilised for diverse resource management decisions that have important consequences for iwi and hapu. Improving the way key spatial datasets are managed can assist Environment Waikato to work more

productively with iwi and hapu and is essential for effective resource management. This section presents information gaps identified during a review of EW's spatial databases.

The RUAMS database does not hold information on submissions made toward each consents application

RUAMS (Resource Use Application Management System) is a database that records, tracks and administers all resource consents, navigational safety by-laws applications and selected permitted activities in the Waikato Region. However, it does not record the content of submissions on resource use consent applications. This causes great difficulty in assessing the extent to which iwi participation in Local Government decision-making processes are recognised. We recommend that EW investigate appropriate steps to track iwi submissions utilising links with the Submissions Tracking System, Resource Use Consents Submission Database and the Contacts Database.

The Contacts Linking GIS Layer currently contains point data for some marae in the EW region

The Contacts Linking GIS (Geographic Information System) Layer currently contains point data for approximately half of the marae in the Tainui rohe. We recommend that further work is undertaken to complete mapping of all marae in the Environment Waikato region. This task is relatively easy through the use of GPS (Global Positioning System) units. Linking the marae GIS layer to the Contacts Database would prove beneficial for planners in identifying a first point of contact for consultation.

There is no spatial reference data for Maori organisations, iwi and hapu in the Contacts Linking GIS Layer

Spatial reference data for Maori organisations, iwi and hapu can also provide a first point of contact for consultation. We propose a number of options for developing boundary layers for Maori organisations, iwi and hapu. One proposed option could involve identifying boundaries or shared boundaries with iwi or hapu through a series of hui. Alternatively, the Crown Forestry Rental Trust (CFRT) may have already mapped these boundaries as part of the Waitangi Tribunal Claim's process. Another option is to map the boundaries of Maori organisations such as Trust Boards (e.g. Hauraki Maori Trust Board),

Hapu clusters (e.g. Huakina Development Trust), Kaitiaki Group, Regional Management Committees (e.g. Maniapoto RMC), Marae and Incorporations. Boundary information for these organisations is usually accessible from iwi environmental management plans, published books, reports and Memoranda of understanding. Plans for developing spatial layers for Maori organisations within the Waikato Region are currently in progress. The end result is that an enquirer can be directed, via a Maori organisation(s) or contact(s), to the relevant individual or group for consultation.

The Digital Cadastral Database lacks a Maori Land "identifier"

The Land Information New Zealand (LINZ) owned Digital Cadastral Database (DCDB) does not have a Maori Land "identifier" which limits regional planning on Maori land. Obtaining the Te Puni Kokiri (TPK) Maori Land Digital Cadastral Database can assist analysts in focusing activities on Maori land. Te Puni Kokiri developed the Maori Land Digital Cadastral Database in 1997. This dataset is a spatial record of Maori Land and contains useful information for planning including: property boundaries, parcel size, number of owners, management structure, and tenure. This database has recently been updated to include information as of August 2000. A limitation of the data set is that it only contains property boundaries of parcels that have been surveyed. Partitioning of Maori land is unavailable. The TPK Maori Land DCDB however, is a sufficient starting point for identifying Maori land in the Waikato Region for developing policies such as economic development or rating.

The Digital Cadastral Database does not contain a complete list of Maori land owners

Another limitation of LINZ's DCDB is that it contains an incomplete list of owners for Maori land parcels. Likewise, TPK's Maori Land DCDB also does not contain a complete list of owners. Due to this limitation, ownership details will have to be recorded in a separate database. Obtaining contact details of Maori land owners will prove to be difficult but may be accessible through local councils, the Maori Trustee, and Farm accountants. The lack of integrated datasets for Maori land information is an area of concern that Central Government agencies including TPK, the Maori Land Court and LINZ are currently addressing.

There is no framework for storing sensitive waahi tapu information

A number of iwi support the development of a register for all waahi tapu (archaeological sites inclusive). These iwi support this initiative because it offers resource consent planners a proactive tool for managing resource consent applications. Despite cost concerns, submitters (see Technical Reports 3 and 4) thought that the establishment and maintenance of a comprehensive register that was accessible by iwi, hapu and Environment Waikato would further minimise iwi concerns about the potential negative impact to waahi tapu caused by resource use. In contrast, Tainui Maori Trust Board made numerous submissions to Environment Waikato opposing the establishment of a waahi tapu register. This stance was based on Tainui's belief that waahi tapu sites should and could not be incorporated into a database for the convenience of developers (refer to Technical Report No. 3, page 5).

Public access to a proposed waahi tapu register will cause concerns for the majority of iwi. Iwi will be reluctant to provide sensitive waahi tapu information to Environment Waikato for public use. Likewise, Environment Waikato may be reluctant to fund a project that will have little benefit for the public directly, although indirectly it will. There is provision however in the Resource Management Act 1991 for EW to transfer their functions, powers or duties under the Act to iwi authorities. Therefore, we recommend that EW provide support for each iwi to manage their respective waahi tapu register independently. EW could provide the necessary technical support to assist iwi authorities in establishing a register. On-going financial, training and maintenance support from Environment Waikato is also required for this exercise to be sustainable. This recommended exercise would assist iwi to become more active in the resource management process by empowering them to provide expert advice to EW regarding the impact of proposed resource consent applications on waahi tapu. This service could provide EW resource consent planners with essential information prior to consultation with iwi, resulting in the likelihood of productive meetings and mutually beneficial outcomes for all parties concerned.

2.4 Iwi Capacity to Respond

The Resource Management Act (1991) acknowledges the status of Maori as Tangata Whenua of Aotearoa/New Zealand and recognises the principles of the Treaty of Waitangi. Similarly the Local Government Act (2002) promotes increased participation of Maori in Local Government decision-making processes. In compliance to these acts EW has processes and procedures in place that encourages consultation with Maori communities of the Waikato region. As part of such consultative processes, iwi from within the Waikato region are often invited to express their views on various resource management issues. This section presents information gaps identified in Technical Reports No.1 - 2.

Need to increase Memoranda of understanding with more iwi

EW has established memoranda of understanding primarily with the main iwi authorities within their region including: Ngati Maniapoto Trust Board, Waikato Raupatu Trustee Company, Ngati Tuwharetoa Maori Trust Board and Hauraki Maori Trust Board. Overall, each Memoranda of understanding agreed to address matters of mutual interest. Relevant matters included the Resource Management Act (1991) and a commitment to the principles of the Treaty of Waitangi. However, EW is responsible for a large region that contains numerous iwi and hapu groups. In light of this we encourage EW to develop and establish formal relationships with such iwi and hapu groups. While this process may require further resources from EW it is an important aspect of improving and solidifying relationships with iwi of the Waikato region.

Limited resourcing and time constraints impact on the ability of iwi to provide sufficient information to EW

Iwi information reviewed often mentioned that limited resourcing and time constraints had impacted on their ability to conduct consultation throughout their tribal territory. Furthermore, limited resourcing was highlighted as a factor for the presentation of limited information relevant to current iwi environmental issues and concerns. Working with iwi and hapu to produce iwi contributions and Iwi Environmental Management Plans might also minimise various barriers to producing documentation of Maori environmental perspectives. EW seems to have established a "need to know" relationship with iwi.

Therefore, developing relationships where information is shared with iwi rather than taken would prove beneficial to both parties. We further suggest that EW re-assesses the time frames given to iwi groups as they are often unachievable for iwi. This factor may also impact on iwi ability to participate in Local Government decision-making processes.

Iwi did not always provide rationale for their like/dislike of a particular policy or resource use consent application

Iwi submissions reviewed during the Maori and Environment project frequently suggested ways in which EW could improve its management to recognise and provide for Maori environmental perspectives. The remaining submissions were often specific to the policy concerned. However, iwi did not always provide rationale for their dislike of particular policy. For example submissions simply noted the relevant policy number and went on to write, "retain", "oppose" or "delete". We would encourage that further research investigate the process iwi encounter when making submissions to EW and gather information relevant to iwi perceptions of the use, relevance and effectiveness of their submissions.

A number of submissions from iwi that were reviewed did not mention Maori values

A number of iwi submissions on policy expressed concern regarding inconsistencies with the Resource Management Act (1991) and Environment Waikato's inability to consult with various iwi groups. While iwi stated that limited resourcing and time constraints had impacted on their ability sufficiently participate in this process. This suggests that the submissions process is not conducive to Maori/iwi procedures. We suggest that EW conduct a more in-depth investigation into iwi submissions to assess the barriers iwi encounter when participating in Local Government decision-making processes.

2.5 Information for External Use

EW produces a number of reports that provide information on matters of interest to the general public (Maori inclusive). The EW website further presents information on Maori values information. The following section discusses information gaps that were outside of the objectives of the Maori and Environment project. However, MPRU researchers consider them to be of relevance to the needs of EW's Maori and non-Maori constituents.

EW has little to no resources focused on Tangata Whenua as a target audience of EW

Whilst conducting the Maori and Environment project researchers quickly became aware of a lack of available resources relevant to iwi environmental issues and concerns produced by EW. There is much information targeted at informing regional farmers, residents and major organisations such as Carter Holt Harvey and Federated Farmers. We consider that it beneficial to provide research information and environmental educational resources for iwi groups such as marae, trustee and various other iwi authorities who maintain large areas of land in the Waikato region. We suggest that iwi have provided sufficient information for EW to develop such resources, which would also be beneficial and increase understanding in regards to members of the public who are unaware of Maori environmental perspectives.

EW does not produce information relevant to Tangata Whenua needs concerns and aspirations

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Another issue of concern was a general lack of resources on Tangata Whenua environmental perspectives. While EW's website provides information relevant to Maori values information, it is evident that this information does not get produced on a larger scale. Currently EW provides fact sheets on various environmental issues. However, there seems to be no fact sheets on environmental issues relevant to Maori. We suggest that EW develops fact sheets that present information on Maori values and environmental perspectives.

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Appendix 1 : Maori Values Framework

Maori Values Framework

Traditional Maori beliefs, custom, and values are derived from a mixture of cosmogony, cosmology, mythology, and anthropology. Maori values are instruments through which Maori make sense, experience and interpret the modern world. These values are based on a mixture of the traditional and contemporary, and form the basis for explaining a Maori world-view.

Some important Maori values relevant to environmental resource management include:

- **Rangatiratanga:** Rangatiratanga is often referred to as leadership yet 'leadership' does not quite capture the real essence of the concept. Rangatiratanga carries with it a large dose of authority, respect and the will of a people. Rangatira and rangatiratanga provide a pivot point for a people to protect themselves, their customary practices and taonga, and to ensure that future generations inherit a better world.

- **Kaitiakitanga:** Kaitiaki and the recently introduced term kaitiakitanga refer to the responsibility that certain entities, not exclusively people, have to protect and guard the mauri of particular people, groups, objects, resources, traditions, practices and places. A practical philosophy, the kaitiaki role is a process that is locally defined and owned. The kaitiaki role is not a process of ownership but an individual and collective role to safeguard nga taonga tuku iho (those treasures that have been passed down) for the present and future generations.

- **Tikanga:** Tikanga can be described as lore, custom, practice and commonsense thoughts that are based on the Maori belief system. Tikanga is taught and learnt within an appropriate context. In other words, rituals pertaining to "fishing ground A" may not necessarily apply to "fishing ground B." From a resource management perspective, Tikanga provides a framework for rules that govern harvesting, the care and respect for customary resources and the environment.

- **Ritenga:** Ritenga are the inherent laws, rules, regulations, protocols, and obligations that include tapu, noa, and rahui. They determine responsibilities and relationships between people, and regulate the use of natural resources. Maori resource management endeavours to achieve a balance between people and the environment through the recognition of ritenga such as tapu, rahui and noa.

- **Mauri:** The management of taonga is based on a set of principles and values inherent in the Maori belief system. Mauri is the fundamental anchor stone of this belief system.

It refers to the life principle instilled in all objects by the Atua. Mauri is also the life principle that gives being and form to all things in the universe.

- **Taonga:** Taonga is a broad concept and include physical and meta-physical assets such as, te reo, intellectual property rights, traditional knowledge and use, social organisation and the arts. Objects can become taonga through the formal attention paid to them by tikanga Maori, and may include any material or non-material object having cultural or spiritual significance for a given iwi or hapu.

- **Tapu:** Tapu for Maori signifies the sacred, dedicated, protected, or that which is not ordinary or everyday. Tapu is the state or condition of a person or objects, placed under the patronage of the Atua. It is directly related to the mauri of a person or object and recognises an appreciation of and a respect for another life force and other life in general.

- **Rahui:** Rahui is a tool used by kaitiaki to manage natural resources. Rahui were declared by kaitiaki to restrict access to and use of natural resources, for various reasons. Rahui is a form of temporary restriction relating to the condition of a resource and the nature of the tapu in or around a specific area. Indeed, rahui are not unlike prohibitions on the taking of shellfish, the fishing for trout or other species, or swimming in contaminated or toxic water ways.

- **Waahi Tapu:** When tapu is applied to places of significance to iwi, hapu, or whanau, they are deemed waahi tapu. The literal translation of waahi tapu is sacred place. Waahi tapu are areas that provide physical and metaphoric links to tribal ancestors. In some instances they signify ahi kaa, and are sources of identity.

- **Noa:** Noa is the opposite of tapu. The term reflects the status of people, places or objects free from the restrictions of tapu. Noa is that which is ordinary, everyday, and safe to be in contact with. Indeed, noa is a much more healthier condition than tapu. With regard to resource growth (for example, kumara, kereru) reached a sustainable level for harvesting, restrictions on the access and use of natural resources such as rahui were relaxed and replaced with noa. Tapu and noa are complementary; one cannot exist without the other.