Maori Perspectives Of The Environment

A Review of Environment Waikato Information Sources

Technical Report No. 1

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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 will facilitate the development of a number of significant research reports throughout 2003. This initial report describes an internal review conducted by MPRU to identify what information EW currently holds on Maori[2] environmental perspectives.

1.1 Background

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

a. 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 Resource Management Act).

b. 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 Local Government (LG) Act.

c. 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.

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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] Maori, Iwi, and Tangata Whenua are used interchangeably in this document.

d. Whatever the reasons for "c", the result has been that EW's responses to Maori have been unfocused at times, and policy decisions have not been followed through.

There is some momentum in EW for improving the ways it works with Maori. This project will be able to take advantage of other work while also focusing on some medium-term gains.

1.2 Objectives

The objectives of this project are:

a. To conduct a stocktake of what information EW already holds on Maori environmental perspectives; review how it is being utilised; identify information and research gaps; and make recommendations about how to address them.

b. To provide information for the Strategic Plan review EW is conducting in response (in part) to the new LG Act.

c. To contribute to developing robust, accessible information resources that will be utilised by EW and by Maori.

d. To facilitate information sharing between Maori and EW, and extend strategic research-based relationships in ways that benefit those involved.

1.3 Project Scope

The focus of this project has been to identify current information held by EW with regard to Maori environmental perspectives. The scope of the project did not involve formal interviews with stakeholders internally or externally of EW. These stakeholders should be considered for future research projects.

2   Overview of Current Information

This section provides an overview of written information that refer to Maori environmental perspectives including: iwi management plans, regional plans, EW policy documents, consultant reports, memoranda of understanding between EW and iwi and other environmental research reports conducted by EW. A review of internal information storage systems is also provided in this section. The final part of this section provides an overview of informal discussions between EW staff and MPRU about iwi environmental perspectives.

2.1   Reports

Written information in hard copy format is reviewed in this sub-section. This type of information consists of regional plans, policy documents, research reports, memoranda of understanding, Iwi management plans and external reports.

2.1.1   Regional Plans

Reference to acknowledging Tangata Whenua perspectives, values, knowledge, concerns and aspirations were identified in a number of EW plans and reports including: the *Annual Plan 2002-03*, the *Proposed Waikato Regional Coastal Plan*, the *Proposed Waikato Regional Plan*, and the *Waikato State of the Environment Report*. The plans state a broad overview of matters of significance to Tangata Whenua. For example a common statement in these plans and reports is the acknowledgement of Tangata Whenua status and mutual understanding of the principles of the Treaty of Waitangi.

2.1.2   Policy Documents[3]

Most of the policy documents reviewed including the *Waikato Regional Policy Statement* are directly relevant to iwi environmental issues. These policy documents however do not integrate Tangata Whenua environmental perspectives throughout the document. Environment Waikato's commitment to the principles of the Treaty of Waitangi as specified under s6, s7 and s8 of the RMA are stated instead. Policy documents reviewed

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[3] Refer to Appendix 1 for an example of EW policies that are relevant to Maori and LG Act requirements.

set out tables containing the objectives, policies and methods that were part of the *Regional Policy Statement* (RPS) and the *Regional Coastal Plan* (RCP) and the associated actions required. The actions presented in these documents were required as part of an annual internal review that monitors and reports on the performance of EW at implementing its own RMA planning documents. Most of the policy documents reviewed the *Waikato Regional Policy Statement* were directly relevant to Iwi environmental issues. However, policies relevant to tangata whenua were presented in a separate section of the report rather than being incorporated throughout the document.

2.1.3   Research Reports

The majority of EW reports provide information on matters of interest to the general public. Little acknowledgement of matters specific to Tangata Whenua are made other than stating EW's legal obligation to the Treaty of Waitangi.

Information received by iwi and hapu has been given little attention within various EW reports. Reports that utilised surveys focusing on community values, stakeholder opinions, community perceptions and attitudes in regards to EW processes and procedures were often very generalised. Producing methodologies that are not inclusive of Maori knowledge and give little focus to issues specific to Maori also minimise the extent to which EW gather information from Maori communities.

An exception is the report, *2020 Taupo-nui-a-Tia: Integrated Sustainable Development Strategy for the Lake Taupo Catchment*. This document reported on consultations conducted with iwi and hapu, and Non-Maori in the Lake Taupo Catchment. This report was also explicit about the information received through consultation and was very clear about how it was utilised and implemented within the strategy.

2.1.4   Memoranda of Understanding

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 (RMA) and a commitment to the principles of the Treaty of Waitangi.

2.1.5   Iwi Environmental Management Plans

Iwi environmental management plans reviewed were explicit about their tribal values and concerns in regards to environmental issues (Huakina Development Trust, 1998; Hauraki Maori Trust Board, 2003; Kowhai Consulting Ltd, 2002). Each of iwi referred to the plans identifies issues of significance within their respective tribal rohe (region). Intended action strategies for attending to these issues of significance are identified as well. These plans are key documents that policy analysts and researchers within EW should refer to when developing policy or undertaking research that involve iwi.

2.1.6   External Reports

A number of external reports were also accessed and reviewed. This information consisted of previous research conducted by external contractors. A brief description of reports that address EW's role and relationship with Maori follows.

Buttimore (2003) provides a number of recommendations on the current and future development of iwi relationships in relation to the RMA. These recommendations are based on the information, attitudes and processes identified while preparing a strategy for the Resource Use Group. Some key recommendations suggested by Buttimore (2003) include:

- Gathering and keeping information of Maori groups and matters of cultural and traditional interest as they relate to the requirements of the RMA
- Appropriate policies and procedures are developed incorporating the participation and communication requirements of the RMA
- Maori are involved in the development of the processes and procedures
- Establishing and maintaining processes that provide opportunities for Maori to contribute to EW decision-making processes
- Develop measures that indicate progress on developing staff and implementing provisions relating to Maori.

Kowhai Consulting Ltd. (2000) reviewed EW's progress in achieving the goal of taking into account the principles of the Treaty of Waitangi. This report also reviewed EW's effectiveness at conducting Treaty audits as set out in EW's Strategic Plan 1998-2008. Recommendations by Kowhai Consulting Ltd (2000) focused on improving EW's organisational transparency and consistency of commitment to the Treaty of Waitangi.

2.1.7 Summary

There are very few documents within EW that address Maori environmental perspectives. Memoranda of understanding and iwi environmental management plans are representative of Maori aspirations, values, knowledge and concerns in regards 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, provided little acknowledgement of this relationship and continued to present information relevant to the general public and failed to recognise environmental issues of concern to Maori. Despite regular statements of EW's commitment to the legal obligations of the Treaty of Waitangi not much had been done to incorporate Maori information throughout the reports reviewed.

This review of information suggests that while EW have some clear processes set in place in regards to their commitment to the Treaty of Waitangi, it is not often visible in implementation. A clearer understanding of the role of Maori in relation to environmental knowledge, issues and concerns might see an improvement in report content relevant to Maori and the environment. Greater staff awareness of the Treaty of Waitangi and Tikanga Maori is a must if EW is serious about achieving improved awareness of issues of relevance to Maori of the Waikato region.

2.2 Internal information storage systems

EW has a wealth of information stored electronically or in hard-copy. A number of information storage and management systems are used including: PowerDocs, Consent Submissions database, Policy Submissions database, Conquest database, Inquiries database, archive records and EW's internal library. These systems are reviewed in terms of accessing information on Maori environmental perspectives.

2.2.1 PowerDocs

EW's primary internal information storage system is the proprietary application, PowerDocs 4.0. PowerDocs is used by all staff (internal and contractors) within the organisation as an electronic filing system. It is the main storage and management system for written information and contains the following:

- Word, PowerPoint and Excel documents
- Email message content – inwards and sent items
- Email attachments – Word, Excel, PowerPoint and PDF documents
- A record of all incoming physical mail, faxes or correspondence
- A record of non-paper physical records such as video and audio tapes

Searching for internal sources of information largely consisted of using PowerDocs. Within PowerDocs, staff are able to access information on various project reports and other relevant information on all work being conducted within the organisation. Staff members are also able to restrict access to their documents. This often caused access problems for this project as much of the information relevant to Maori environmental perspectives were often marked confidential and therefore unable to be opened for review. This problem was overcome by formally requesting access to the relevant files.

2.2.2 Archive Records

Since the implementation of PowerDocs, the majority of EW's information is stored electronically. However, hard copies of research conducted prior to the establishment of PowerDocs (such as Project Watershed) can be located in EW's archive system. The Archive Records department works with the Iwi Liaison Officer and other staff to determine storage facilities for various files that are deemed important. These documents are then stored in PowerDocs under an "important files" directory and recorded under the contact details of the staff member that is responsible for the information. Overall, storage of information is largely the responsibility of the relevant staff member, however, other staff members can access these archive records. This system has similar issues as PowerDocs in terms of accessing information on Maori environmental perspectives.

2.2.3   Consent Submissions Database

A submission is a written statement about a notified resource consent application. It may either be in support of the proposal, in opposition, or may just be an expression of people's views (neutral submission). Parities that EW consider may be potentially affected by a consent application such as Iwi, neighbours, District council and Department of conservation are advised of an application and given the opportunity to provide submissions. Submissions from these parties can then determine whether an application for resource use consents will be subjected to a public notification process. If an application is publicly notified any person or party may make a submission on a resource consent application.

The details of all submissions are received and entered into EW's Consent Submission database, which records all resource consents and permitted activity authorisations. Each submitter is then sent a letter advising whether EW has accepted their application or not, this information is also recorded in PowerDocs. There are important data capture issues with regard to the Consent database and PowerDocs. It is unclear whether submissions received prior to 1999 (implementation stage of PowerDocs) have been imported into PowerDocs. A related concern for this database is whether submissions made prior to 1999 have been entered into the database using the database protocols that are currently being utilised.

The difficulty in tracing submissions made by Maori individuals is further compounded by the lack of an ethnic identifier within the Consent database. Submissions made by Maori groups within the past two years however, can be traced electronically. This is not an easy process and requires a more defined search. Technicians expect that this type of query, including linking to PowerDocs for submission content will take between 4-8 hours to retrieve.

2.2.4   Policy Submission Database

The Policy Submission database is relatively new to EW and is currently being used to store public submissions made on various policies within the organisation. This database enables staff to track where the submissions are coming from such as individuals, community groups, iwi groups, corporate entities, and local government. Through this database it is also possible to sort submission data according to themes/issues like air and

water quality. The Policy Submission database also does not record the submitters ethnic background. This will cause problems identifying individual Maori submissions. However, this database is still under development and has not yet been released throughout the organisation.

2.2.5 Conquest Database

The Conquest database holds information received from the general public for environmentally related requests and inquiries. Details of the request or inquiry made to EW staff are entered into this database. The ethnicity of callers who have requests or inquiries are not recorded. This makes it difficult to trace the extent to which various inquiries and requests are made by iwi. Gauging concern from iwi with regard to environmental issues would prove to be difficult while using this database.

2.2.6 Inquiries Database

The Inquiries database is similar to that of the Conquest database. All inquiries are logged into a database that identifies areas of concern for the person making the inquiry. The procedure conducted to attend to the inquiry is also recorded. Ethnicity of the caller is not recorded. This makes it nearly impossible to track iwi use of this facility. The database however, enables queries to be made on inquiries by Maori groups. This query would be a manual job and the validity of the search would be unknown as it would be determined by simply identifying Maori names entered into the database.

2.2.7 Environment Waikato Library

The library holds most published copies of internal reports, technical reports and policy documents published by Environment Waikato, Hauraki Catchment Board, and Waikato Valley Authority. The library is accessed by staff to obtain external information from other libraries within the region and throughout New Zealand. These facilities are primarily for the use of staff; however members of the public are able to gain access to these services upon appointment and at the discretion of the library staff.

The library contains a number of 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. A problem with the Maori resource list is that the majority of the information is limited to providing staff with a historical background of iwi. This resource list lacks contemporary Maori writings particularly on topics such as the environment.

2.2.8 Summary

PowerDocs is the main storage and management system for written information within EW. Problems can occur when staff attempt to access documents that are restricted by the author of the document. This often caused problems for this project as access to information relevant to Maori environmental perspectives was restricted. This problem was by making a formal request to the author of the relevant documents.

A lack of logging records and inquiries by ethnicity was another issue identified by the researchers of the current project. 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 within the Waikato region.

MPRU also found that EW's internal library is limited by a lack of contemporary Maori writings on topics such as the environment. This problem was also highlighted by EW staff through informal discussions.

2.3 Informal Discussions with EW Staff

Informal discussions were carried out with various EW staff. This provided MPRU with a better understanding of EW processes and the various factors that impede and/or facilitate the use of information provided by Tangata Whenua. Staff often provided valuable assistance to MPRU by providing access to documents that were not accessible through PowerDocs. The following sections are brief descriptions of conversations held with specific EW staff members about their duties and the use of Iwi information within the organisation.

2.3.1   Iwi Liaison Officer

The Iwi Liaison Officer is integral in supporting relationships with iwi and EW. He has developed strong relationships with Maori most notably with iwi authorities throughout the Waikato region. He has been an important component in the development of various memoranda of understanding between iwi and EW. The Iwi Liaison Officer is responsible for much of the information received from iwi and hapu. The Iwi Liaison Officer expressed concerns about the existing issues with information storage of iwi specific information as highlighted in Section 2.2.8 of this report. He also believes that EW has received substantial information from Maori communities but that this information resides in diverse locations throughout EW. The Iwi Liaison Officer recommended that a central storage facility of iwi information would be more productive for staff members that require access to this type of information.

2.3.2   Iwi Core Group

The Iwi Core Group consists of representatives from each area of EW such as Policy, Asset Management, Human Resources and so forth who provide a range of iwi services to council staff. This group meets regularly to discuss issues relevant to Tangata Whenua. The Iwi Core Group are particularly interested in ideas that can help boost momentum for EW staff uptake of Tikanga Maori such as staff training and recruitment. This group also supports the Iwi Liaison Officer through various tasks and duties.

Discussions with staff show that there is a concern about the use and storage of iwi information. Other concerns expressed from staff were the lack of Maori resources within EW and a lack of understanding by EW regarding the status of Maori as Treaty partners. The Iwi Core Group also conveyed a desire to have more in-depth staff training on matters of significance to Tangata Whenua.

2.3.3   Environmental Education (E/Ed) Staff

Environmental education staff raised concerns about the lack of available resources relevant to iwi environmental issues and concerns. They felt that there was much work needed on E/Ed's part (EW inclusive) with regard to developing relationships with Tangata Whenua. Other issues discussed with E/ED included capacity building of staff, recruitment of Maori staff, and developing E/Ed resources relevant to Maori.

2.3.4   Summary

The main issue of concern for the Iwi Liaison Officer and the Iwi Core Group with regard to iwi environmental perspectives is the lack of a central storage and management facility for iwi information. Another issue of concern was a general lack of resources on Tangata Whenua environmental perspectives. The Environment Education Staff also believed that a lack of resources on iwi perspectives was an issue for them as well. Both the E/Ed and Iwi Core Group believed that capacity building in Tikanga Maori for EW staff is a priority.

3   Inventory of Available Information

Having identified the relevant written information sources, an inventory of available information was developed. The inventory was recorded initially in a Microsoft Excel spreadsheet. The spreadsheet soon became unwieldy and difficult to manage. The research team decided to use a relational database (Microsoft Access) to store and manage the information.

The Community and Economy (C&E) Database was designed to enable users with a basic understanding of Microsoft Access to efficiently record and edit data. It was necessary to design the tables with a many to many relationship in mind in order to maintain data integrity and efficient storage of data. This resulted in a number of junction tables and some extensive looking relationship maps. The next section describes the table relationships and is followed by a description of the primary form used in this database. "Front-ends" have also been employed in order to maintain data integrity and efficient storage of data.

3.1 Tables

The Reference table is the primary table in the C&E database. This table records the: reference name, author, year published, publisher, publisher location, accessibility, availability, PowerDocs number, iwi, hapu, methodology, reports on (demographics), geographic location, outcome areas (for long term plan), related references and content. Secondary tables have been set up for each of the above fields except for: accessibility,

availability, reference name, publisher information and PowerDocs number. An example of the table layout is shown below in Figure 1.

Figure 1: Access Table Example

3.2 Relationships

One of the main benefits of designing a relational database is the reduction of duplicate data entry. Another benefit is the reduction in the size of tables making it easier to manage large amounts of data.

The most common type of relationship developed in the C&E Database was a many to many relationship. It was identified that a specific report had many attributes and that it could be researched in many types of sources of information. That report also had many references to iwi contained within it. Therefore, a many to many relationship was developed for a number of tables.

Link or junction tables have been created to create a many to many relationship between tables. The junction table enables one record from the primary table to be related to many

records in the secondary table. For example tblReference&Methodology is a junction table between tblReference and tblMethodology. TblReference contains records of reports and documents while tblMethodology contains the records of methodology types. The result is that a specific reference can have many methodology types (e.g. a report could have used case studies, quantitative surveys and consultations as its methodologies) and a methodology type can be used by many reports (e.g. literature reviews were used in reports A, B and C). Link or junction tables are related to the primary tables through a unique identifier or primary key. The ID fields in each of the main tables are the primary key. Primary keys must be unique and cannot have duplicates. The relationship map for the C&E database is shown in Figure 2.

Figure 2: Relationship Map of the C&E Database
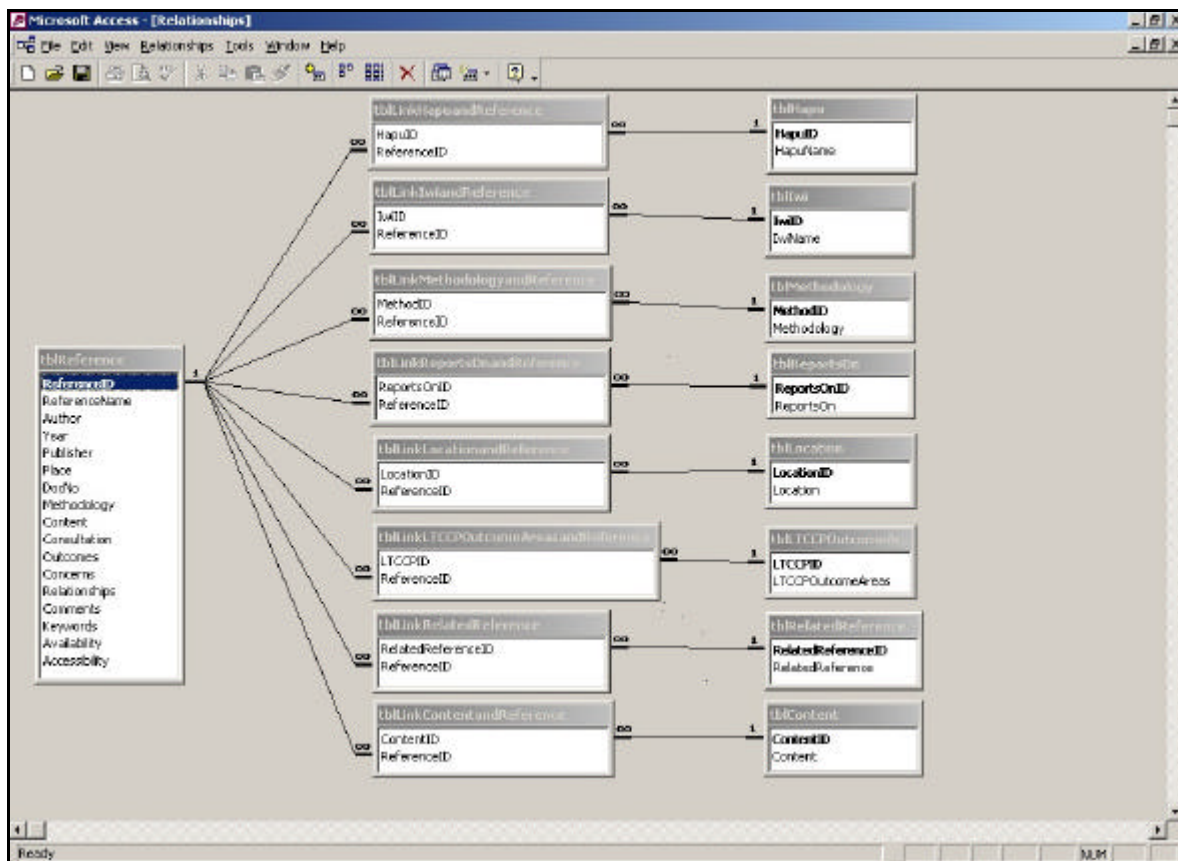
3.3 Forms

Forms have been designed as a "front-end" for data entry. Forms allow for easier navigation and more efficient data entry or edits of records. There are three main features of the layout for the primary form in the C&E database. Firstly, there is a set of primary fields at the top and to the right of the form. The ID field (a required field) or unique

identifier is hidden on the form. Secondly, there is a tab control that contains a set of sub-forms where information such as, iwi, hapu, methodology, demographic, geographic location, outcome areas, related references and content can be entered. Each sub-form also has a control button that will open up a form with codes for a specific field. The codes form can be edited and new records can be added to it. The main data entry form for the C&E database is shown below in Figure 3.

Figure 3: Primary Form for the C&E Database
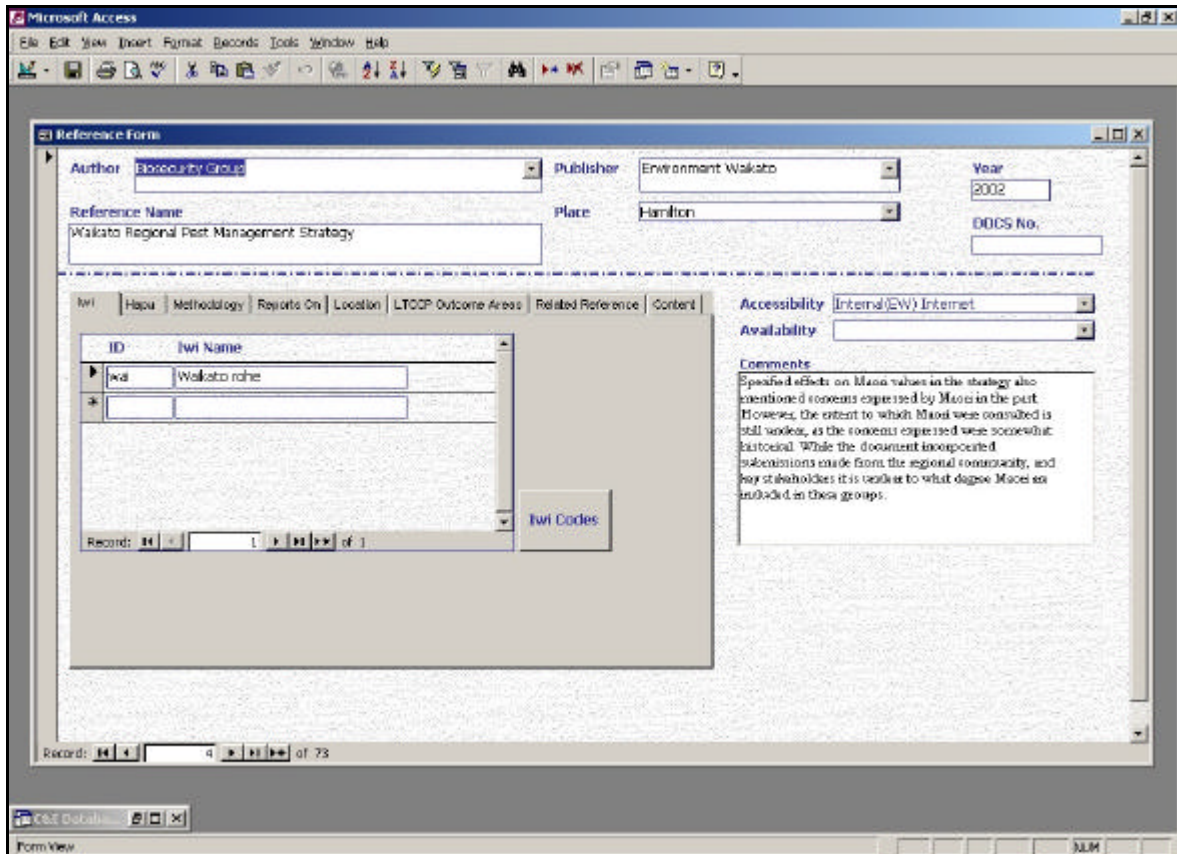
3.4 Applications

The C&E database was developed using the application Microsoft Access due to the requirements for this project. A relational database enables more efficient data entry and management of information in comparison to Microsoft Excel, a flat-file database. This is achieved through the elimination of duplicate information and ensuring data integrity. The C&E database has the ability to have two users concurrently editing and adding data into the database. If future requirements tend towards more than two users editing and adding data at a time, then a corporate solution such as Oracle or SQL server may address these

concerns. The compatibility of Microsoft Access databases with Oracle or SQL databases makes the C&E database an ideal application for the current project.

Another limitation of Microsoft Access that may be of concern for data managers is that it is limited by its ability to create complex queries with multiple search parameters. Corporate applications should be applied if information requirements tend towards these complex types of queries. The C&E database however meets the requirements of the current project and will also address the information needs of the C&E Programme in the short to medium term.

The database also has the potential to link with existing electronic databases including PowerDocs, Consent Submissions database, Policy Submissions database, Conquest database and the Inquiries database. This could enable a centralised data management system for Maori environmental perspectives. Unfortunately this potential remains unrealised due to the information gaps within existing EW databases. Further analysis of information gap issues and concerns are discussed in the following section.

4   Information Gaps

Three types of information sources were reviewed for the purposes of this report. These sources of information included written hard copy reports such as regional plans, policy documents, research reports, memoranda of understanding, iwi environmental management plans and external reports. A number of information storage and management systems were also reviewed. These systems included: PowerDocs, Consent Submissions database, Policy Submissions database, Conquest database, Inquiries database, archive records and EW's internal library. Information sources also included informal discussions with EW staff such as the Iwi Liaison Officer, the Iwi Core Group and the E/Ed staff.

Overall, the quantity of information relevant to Maori environmental perspectives varied between sources of information. Memoranda of understanding and iwi environmental management plans held by EW were representative of Maori aspirations, values, knowledge and concerns in regards to environmental issues. However, they were scarce and gaining access to these documents was difficult. EW's Regional Plan, Annual Reports, Regional Policy Statement and Regional Coastal Plan acknowledged matters of

significance to Maori within the region. In contrast, a review of EW research reports indicates that many reports provided information on matters of interest to the general public but made little acknowledgement of matters specific to Tangata Whenua other than stating EW's legal obligation to the Treaty of Waitangi. Information received by iwi and hapu has been given little attention within various EW reports. There seems to be key information gaps that impede the use of this information. The following summarises the information gaps identified within EW reports.

- Little acknowledgement of the relevance of Tangata whenua status
- Understanding of the Treaty of Waitangi seems unclear
- Maori information is not integrated throughout EW reports, indicating a lack of understanding toward the relevance of Maori information to environmental issues
- No survey questions focused specifically on Maori issues relevant to the environment
- Education programmes have no information/resources which could increase knowledge of Maori environmental perspectives, values, concerns and issues
- Many reports were not clear about the consultation processes conducted with iwi or hapu
- There are still reports being produced by EW that do not conduct consultation with Maori.

These gaps in formation need to be addressed if researchers and analysts are to provide adequate information to decision-makers to make more informed decisions.

The main issue of concern for the Iwi Liaison Officer and the Iwi Core Group with regard to iwi environmental perspectives is the lack of a central storage and management facility for iwi information. Storage of iwi information is currently fragmented and difficult to access outside of PowerDocs. Iwi specific information is not stored according to EW internal guidelines and can be found in diverse locations throughout EW. This leads to an inadequate use of information and can cause problems when determining the extent to which Tangata Whenua participate in EW processes. It is pertinent that EW recognise the importance of gathering the ethnic background of constituents (especially iwi) and develop or modify storage systems that are able to "tag" iwi specific information.

Another issue of concern for EW staff informally interviewed was a general lack of resources on Tangata Whenua environmental perspectives. EW staff also believed that capacity building in Tikanga Maori for EW staff is a priority to enable staff to develop improved relationships with iwi. 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 policies would be helped if there was a clearer understanding of the role of Maori 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.

The findings of the information suggest that, while EW have systems in place to attend to the needs of Non-Maori constituents, a greater understanding of the needs of Tangata Whenua constituents is required.

5 Recommendations

The following recommendations have been developed to address the information gaps that were identified in the previous section. These recommendations range from data collection processes to staff training.

5.1 Iwi Involvement in the Decision-Making Process

Iwi have not been consulted about their views on the effectiveness of processes and procedures relevant to iwi participation in EW decision-making processes. This report recommends that:

- Further research on iwi participation in the decision-making process within EW is undertaken.

This recommendation would enable Maori views on EW communication processes and procedures are identified and acknowledged within the organisation.

Developing resources that actively seek Tangata Whenua as a target audience and provides information relevant to Maori environmental perspectives and concerns might also seek to encourage and increase Tangata Whenua participation in council's decision-making processes. This report recommends that:

- Development of the EW's Website with information and processes that encourage iwi participation in decision-making.

5.2 Data Collection Processes

Data collection processes within EW do not require the ethnic background of submitters or enquirers to be recorded. This causes difficulty in assessing the extent to which iwi participate in various EW procedures. This report recommends that:

- A specific iwi field is created in the Consents Submission, Policy Submission, Conquest and Inquiries database to address this issue.
- Furthermore, staff members who maintain these databases are encouraged to maintain the data for this field.
- Further research be conducted with a focus on iwi and hapu submissions made to EW
- An action plan for further information improvements within EW is developed.

5.3 EW Staff training

Overall, there is minimal reference to iwi environmental perspectives in EW reports. This is based on on a lack of understanding by EW staff on the role that iwi have to play in local government processes. As a result, Maori issues tend to be generalised within EW reports. This report recommends that:

- Capacity building in Maori issues is undertaken for EW staff.

EW staff training might include understanding the relevance and importance of obtaining information on iwi or hapu affiliation. It is also important that EW staff learn about the diversities that exist within Maori communities of Aotearoa. Staff training would provide

insight to the relevance of the Treaty and it's inclusion throughout EW processes and procedures.

At present EW employs a Resource Officer – Iwi Liaison Officer. Given his current workload and the potential requirement for staff training, this report recommends that:

- Further resources are allocated to meet the requirements for staff training.

Staff who can demonstrate the ability to deliver mutually agreed outcomes involving Maori add value to EW. This report recommends that:

- EW places a high value on staff members that are knowledgeable in Maori values and perspectives and have an ability to interact competently with Maori.

5.4 EW Reports

Reports that utilised surveys focusing on community values, stakeholder opinions, community perceptions and attitudes in regards to EW processes and procedures were often very generalised. Producing methodologies that are not inclusive of Maori knowledge and give little focus to issues specific to Maori also minimise the extent to which EW gather information from Maori communities. This report recommends that:

- Some knowledge of Maori focused research procedures might assist in obtaining data that is more representative of Maori
- Further research on Maori environmental perspectives is undertaken. This would include summaries of information sources such as iwi environmental management plans, and policy and consent submissions made by iwi and hapu
- Preparation of background summary reports for the strategic plan relevant to outcomes areas such as water, air and waste and specific to iwi environmental issues.

5.5 Increased Resources

The Iwi Liaison Officer largely manages EW relationships with iwi and hapu. The Iwi Liaison Officer is also essential in advising EW staff on iwi issues. These issues include:

staff training, consultation processes, resourcing, policy, database/website verification and validation of data. This means that there is an over-reliance on the Iwi Liaison Officer to carry out many duties. EW could employ more resources in this area such as a "Maori Unit." Alternatively EW could increase resources in staff training so that staff undertake duties that involve Maori issues themselves. A further strategy is to employ a hybrid of the two strategies. This report recommends that:

- Further resources are employed in the Iwi Liaison budget
- Further research into devolvement strategies is undertaken.

Reference List

Buttimore, M. (2003). Iwi Relationships: Consideration of Strategic Options. Environment Waikato: Hamilton.

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Appendix 1 : Waikato Regional Plan Policies Relating to Tangata Whenua

2.3 Tangata Whenua Relationship with Natural and Physical Resources
2.3.3 Policies

Policy 1: Processes for Defining Relationship Define the processes to determine the relationship of tangata whenua with natural and physical resources for which they are Kaitiaki.

Policy 2: Increase awareness Promote methods that will increase community awareness of the relationship between tangata whenua and the natural and physical resources for which they are Kaitiaki.

Explanation and Principal Reasons for Adopting the Policies Policy 1 recognises that Council is obliged by s6 of the RMA to recognise and provide for the relationship of tangata whenua with natural and physical resources. The policy also recognises that the relationship is not always defined and there needs to be a process in place to assist with the definition. This policy implements the objective by minimising uncertainty.

Policy 2 minimises uncertainty by increasing community awareness of the relationship that exists between tangata whenua and the natural and physical resources. When the community is aware of that relationship they are better prepared to work together through the processes to achieve the objectives. This will assist to minimise the uncertainty and reduce the costs to all parties involved in resource consent processes and enable tangata whenua to give effect to kaitiakitanga in a non-confrontational manner.

2.3 Tangata Whenua Relationship with Natural and Physical Resources
2.3.4 Implementation Methods

Text appearing in green identifies those parts of the plan that are the subject of references to the Environment Court. Please email us for further information on legal status.

These methods outline the processes by which Council will work with tangata whenua to implement its responsibilities under s6, 7 and 8 of the RMA. The methods implement the commitments that Council made in the policy framework above and Sections 2.1.4, 2.1.5 and 3.15.3 of the RPS and outline how Environment Waikato will implement them. Some of the methods reflect current practice and build on those methods in the RPS and others signal new directions. The methods will, where appropriate, be implemented through agreements between Environment Waikato and tangata whenua such as memoranda of understanding.

2.3.4.1 Identification of Iwi Authorities
Environment Waikato will, through consultation with tangata whenua, identify iwi, hapu and whanau[*] who have the authority to speak on behalf of tangata whenua on resource management issues in their respective rohe.

2.3.4.2 Establishing a Working Relationship
Environment Waikato will work within tribal systems and structures when establishing relationships with tangata whenua in the integrated management of natural and physical resources of this Region.

2.3.4.3 Integration with Territorial Authorities
Environment Waikato will have regard to territorial authority initiatives when establishing relationships with iwi.

2.3.4.4 Treaty Claims

Environment Waikato will facilitate the open and early exchange of information enabling liaison between claimants and applicants on methods for avoiding adverse effects in consent processes on the basis of possible prejudice to Treaty claims.

2.3.4.5 Iwi Management Plans

Environment Waikato will support and encourage tangata whenua, through iwi authorities and tribal runanga, in the development of Iwi Management Plans which document their resource management issues, perspectives and processes by providing information and staff expertise. The extent and nature of the support may be specified through memoranda of understanding between Council and iwi groups.

2.3.4.6 Identification of Areas/Characteristics of Special Value

Environment Waikato will work with tangata whenua to identify areas or characteristics of special value to tangata whenua that require protection from use or development in the Region.

2.3.4.7 Collect Information on Tangata Whenua Issues

Environment Waikato will collect, collate and have accessible, publicly available information on tangata whenua issues and perspectives of the natural and physical resources in the Region.

2.3.4.8 Culturally Sensitive Information

Environment Waikato will work with tangata whenua to identify issues and establish protocols and processes regarding the holding, use and dissemination of culturally sensitive information in resource management processes.

2.3.4.9 Dissemination of Information

Environment Waikato will seek to identify and meet the resource information needs of tangata whenua. This includes facilitating tangata whenua access to any publicly available data or information held by Environment Waikato, relating to resources, or resource use or management, within their rohe.

2.3.4.10 Education

Environment Waikato will implement ongoing training programmes for relevant Environment Waikato staff and councillors relating to:
   a. tangata whenua resource management issues/perspectives
   b. marae protocol
   c. tikanga Maori
   d. Maori pronunciation
   e. Treaty of Waitangi.

2.3.4.11 Raising Awareness of Tangata Whenua Issues

Environment Waikato will, where appropriate and relevant, use its publications to raise awareness of tangata whenua resource management issues and perspectives.

2.3.4.12 Facilitating Tangata Whenua Involvement

Environment Waikato will, where appropriate:
   a. promote tangata whenua awareness of RMA processes
   b. facilitate tangata whenua participation in the processes of resource consents

c. facilitate tangata whenua participation in the development of regional plans and policy statements.

2.3.4.13 Tangata Whenua Contacts Database
Environment Waikato will, for the purposes of assisting consultation, establish and maintain a database of tangata whenua contacts in the Region.

2.3.4.14 Consultation Protocols
Environment Waikato will consult with tangata whenua including iwi authorities and tribal runanga and, having regard to consultation case-law, tikanga Maori and legislative requirements, to establish mutually agreed consultation protocols for consultation between Environment Waikato and tangata whenua.

2.3.4.15 Consultation with Tangata Whenua
Environment Waikato will consult with tangata whenua including iwi authorities and tribal runanga on consent applications, regional plan development, reviews and changes, and other of its plans or activities which may affect tangata whenua interests.

2.3.4.16 Marae-Based Meetings
Environment Waikato will encourage marae-based meetings as appropriate when consulting with tangata whenua on resource management issues.

2.3.4.17 Consultation Guidelines
Environment Waikato, in consultation with tangata whenua, will develop and publish guidelines that assist resource users to understand some of the issues of concern to tangata whenua, how to meet RMA requirements and where to ask for assistance with identification of tangata whenua.

2.3.4.18 Customary Uses
When considering plan and policy development and resource consent applications, Environment Waikato will take account of tangata whenua customary use of resources.

2.3.4.19 Discharge of Human-based Sewage Effluents
Environment Waikato recognises the cultural offence of discharge of human-based sewage effluents directly to water and will require the investigation and assessment of land-based options against other alternatives. Environment Waikato will encourage suitable land-based options where these are practicable and affordable.

2.3.4.20 Hearing Commissioners
Environment Waikato will consider, as appropriate, the appointment of hearing commissioners with relevant tikanga Maori expertise on resource management issues of concern to tangata whenua while having regard to established criteria for selecting committee members.

2.3.4.21 Marae-Based Hearings
Environment Waikato will consider the use of the marae where appropriate for all or part of resource consent hearings. In deciding whether or not such a venue is appropriate Environment Waikato will consider the impartiality of the venue, the comfort of the parties involved, and participants and the logistics involved.

2.3.4.22 Discovery of Archaeological Remains

Where a waahi tapu site is discovered during a permitted activity or resource consent Environment Waikato will consider the following prior to granting approval for the activity to continue:

    a. tangata whenua interests and values

    b. the resource user's interests

    c. any archaeological or scientific evidence.

2.3.4.23 Consultation with Tangata Whenua and Promotion of Kaitiakitanga

Environment Waikato will:

    a. consult with tangata whenua on a resource and site specific basis, and develop the meaning of kaitiakitanga as it applies to the management of resources within their rohe

    b. consult with tangata whenua to seek to identify opportunities for the practical expression of kaitiakitanga in relation to resources in their rohe.

2.3.4.24 Transfer of Powers to Tangata Whenua

Environment Waikato will where appropriate and able to be justified under the tests of s33 of the RMA, transfer RMA functions, powers or duties, in relation to the management of resources which are identified as being of special value to the tangata whenua.

2.3.4.25 Tangata Whenua Participation in Resource Monitoring

Environment Waikato will seek, to facilitate opportunities for participation of tangata whenua in the monitoring of the use of resources and subsequent effects through:

    a. resource consents processes where this is mutually agreeable to tangata whenua and consent applicants; and/or

    b. regional trend monitoring processes.

    c.

Explanation and Principal Reasons for Adopting Methods 2.3.4.1 to 2.3.4.25

With regard to **Method 2.3.4.1**, local authorities need to understand tribal structure, the concept of mana whenua[*] and who has authority to speak on resource management issues. Although the identification of mana whenua is something that tangata whenua decide, Environment Waikato needs to be aware of appropriate people to approach, and to become familiar with working within tangata whenua processes. This information needs to be accessible so that resource users and the community are also aware of the appropriate people to approach.

Method 2.3.4.2 recognises that Environment Waikato is aware that there are some iwi who would like to have further involvement in the management of resources in their rohe. It is recognised that tangata whenua have structures and protocols which Environment Waikato should respect and acknowledge. However, it is also recognised that for this to occur, a well-founded working relationship needs to be established.

Method 2.3.4.3 recognises that many territorial authorities have their own initiatives to establish a working relationship with tangata whenua within their boundaries. To increase efficiency and reduce duplication of effort it is important for Environment Waikato to take into account these initiatives.

Environment Waikato is not a party to Treaty claims and information on treaty claims is disseminated from central government. There are many Treaty claims by different tribal groups on natural resources throughout the Region. Such claims pertain primarily to ownership of resources. Despite the fact that the RMA is concerned with resource management rather than ownership, Maori claimants will almost certainly have an interest where the particular resource is the subject of a resource consent application. **Method 2.3.4.4** indicates that in these situations,

Environment Waikato will endeavour to ensure that appropriate iwi contact persons are informed and consulted with.

Iwi Management Plans can make clear statements about the management of resources within the rohe of tangata whenua in the Region. From Environment Waikato's perspective, they are a very effective method for the views of tangata whenua to be brought into the arena of resource management. Council accordingly supports the development of such plans in **Method 2.3.4.5**. Environment Waikato is also required to have regard to any Iwi Management Plan in developing policy or plans.

Method 2.3.4.6 recognises that there is a need for Environment Waikato to identify areas of special value to tangata whenua, to record their location and manage this information in a manner acceptable to tangata whenua.

Method 2.3.4.7 recognises that in order to properly undertake its policy and regulatory functions, Environment Waikato requires information regarding tangata whenua issues and perspectives on resource management. This information may, from time to time, be provided through consultation as part of consent processes, or through Iwi Management Plans. However, Environment Waikato also needs to be proactive in gathering such information, particularly with regard to policy development.

Information held by tangata whenua which has resource management significance, may also be culturally sensitive. An example of this is the location of waahi tapu sites. **Method 2.3.4.8** recognises that tangata whenua frequently prefer to keep this information out of the public domain in order to protect these sites. Tangata whenua may, however, to allow Environment Waikato access to such information in cases where there are development proposals which may inadvertently threaten such sites. There are various legal issues concerning the ability of territorial authorities to keep information confidential. Primary amongst these are the requirements of the Local Government Official Information and Meetings Act 1987. Different tribal groups will have different preferences regarding the way in which such information should be held and used. Environment Waikato will investigate the feasibility of holding and using confidential information. If it is feasible, Environment Waikato will establish mutually agreed protocols with tangata whenua where requested, for the management of this information.

Method 2.3.4.9 recognises that many tribal groups have expressed a need for better information regarding the state and use of resources within their rohe. As part of building relationships with tangata whenua, Environment Waikato will aim to meet these needs.

Method 2.3.4.10 acknowledges that Environment Waikato will be better able to perform its functions, particularly in regard to its regulatory and policy development roles, if its staff and councillors have a good understanding of Maori issues, values and perspectives. Some proficiency and knowledge of Maori pronunciation and marae protocol will also facilitate effective consultation with tangata whenua.

Method 2.3.4.11 recognises that Environment Waikato can play a role in raising awareness of Maori issues and perspectives through its external publications (e.g. EnviroCare, Regional Report) and other educational activities. Environment Waikato takes an active environmental education role in the community because it believes that people have a right to be informed about environmental issues and that an informed community makes better choices regarding the use, development and protection of resources. The same applies in regard to environmental issues of concern to Maori.

As part of building relationships with tangata whenua, Environment Waikato can play a significant role in raising tangata whenua awareness of RMA regulatory and policy processes. **Method 2.3.4.12** recognises that this should assist tangata whenua to have more effective and efficient input to processes and better outcomes for both. Resourcing and facilitation of this method must be determined on a case-by-case basis. For example iwi groups were provided with

limited resources for information that assisted in Plan development. Another example is the secondment of personnel from iwi authorities to work within Environment Waikato for periods of time. Memoranda of understanding between Council and iwi groups will also implement this method.

Method 2.3.4.13 acknowledges that in order to facilitate consultation between Environment Waikato or consent applicants and tangata whenua, Environment Waikato will keep and maintain a database of relevant contacts. The absence of this type of information has caused problems in the past (e.g. delays in consent processing, uncertainty as to who is the 'right' person/group to consult etc). This information will be available in either electronic or printed forms from Environment Waikato through resource consent officers or the Iwi Liaison Officer.

As a part of establishing relationships with tangata whenua, it is important that Environment Waikato consults with tangata whenua having regard to their tribal protocols where possible. **Method 2.3.4.14** recognises that this will improve the quality, efficiency and effectiveness of consultation. Some tribal groups in the Region (including Ngati Raukawa, Ngati Te Ata, Ngati Maniapoto and Huakina Development Trust) have already developed their own consultation protocols.

Many of the functions that Environment Waikato undertakes (e.g. consent decisions, policy development and asset management) affect tangata whenua interests. **Method 2.3.4.15** acknowledges that Environment Waikato has an obligation under s8 of the RMA to ensure that relevant tangata whenua and iwi authorities are appropriately informed and consulted with regard to significant resource management issues.

Marae are the focal point of whanau, hapu and iwi. **Method 2.3.4.16** recognises the importance of having marae-based meetings, not only for receiving valuable input from local people for the purpose of resource management, but also for discussing contentious issues. Such meetings would contribute to information gathering, community education, and facilitate tangata whenua having valuable input into the management of resources.

Method 2.3.4.17 recognises the need for the development and maintenance of guidelines that can assist resource users to understand some of the issues of concern to tangata whenua that they may need to take into account when working through RMA statutory processes such as resource consents. Resource users also need to know what the RMA requirements are in relation to consultation and where to ask for assistance with the identification of tangata whenua. Putting tangata whenua contacts into such a publication is not practical as changes will occur over time. However, that information will be maintained within the organisation and made freely available to resource users on request.

When considering plan and policy development, and resource consent applications, Environment Waikato has regard to how the proposal will affect other resources users. **Method 2.3.4.18** acknowledges that it is appropriate that the customary uses of resources are also taken account of during this process. It is expected that such information would come to light through consultation with tangata whenua.

Over many years, different iwi authorities and tangata whenua groups have conveyed very strongly to Environment Waikato that the discharge of human-based sewage to water is offensive to them, irrespective of the level of treatment. Such discharges have significant effects on the mauri (or life-force) of the waters and this in turn seriously affects the mana of the tangata whenua. Maori preference is that human wastes should be passed through the earth. **Method 2.3.4.19** recognises this as a serious concern and will ensure that where consent applications for such discharges arise, alternatives will be rigorously investigated. Where suitable land-based alternatives are shown to be practicable and affordable, they will be encouraged.

Method 2.3.4.20 signals that Environment Waikato will, where appropriate, consider the use of hearing commissioners with tikanga Maori expertise for resource consent processes.

Environment Waikato considers that the complexity of some issues, especially where multiple tangata whenua groups are affected, warrants the appointment of suitably qualified commissioners in some instances. Criteria for the selection of committee members have been determined by Council and include impartiality, conflict of interest, specific expertise and any particular local knowledge.

Method 2.3.4.21 recognises that Environment Waikato will consider the use of marae for resource consent hearings. In deciding whether or not such a venue is appropriate Environment Waikato will consider the comfort of the parties involved, the impartiality of the venue and participants and the logistics involved.

Method 2.3.4.22 clarifies the process that Environment Waikato uses within consent conditions by stating how it will deal with any notification of the discovery of archaeological remains. The method sets out that Environment Waikato will consider tangata whenua interests and values, the resource user's interests and any archaeological or scientific evidence prior to making a decision on granting approval.

The practical role of kaitiakitanga can be identified in terms of knowledge, willingness to assist in the identification of key participants within the tribal framework and interpretation of tikanga Maori. These are roles that local authorities cannot assume or undertake on behalf of tangata whenua. **Method 2.3.4.23** recognises that early and meaningful consultation is therefore an essential part of understanding and promoting the role that tangata whenua have as Kaitiaki.

While the issue of Maori ownership of resources is not covered by the RMA, it is recognised that, irrespective of ownership, tangata whenua still consider such resources to be taonga in their guardianship. Transferring powers relating to the management of resources to tangata whenua is a management option that would recognise their role as Kaitiaki with respect to those resources. Subject to relevant statutory criteria being satisfied (s33 of the RMA), **Method 2.3.4.24** specifies that Environment Waikato will consider this as an option in appropriate cases. Memoranda of understanding between iwi groups and Council will identify options for the transfers of powers.

Many Iwi authorities and tangata whenua groups have expressed the desire to be more involved in the day to day monitoring and guardianship of resources and resource use. Opportunities for this can arise through the consents process and regional trend monitoring. This might involve the provision of monitoring data, establishment of regular liaison with consent holders, active involvement in monitoring resource use, or other arrangements as may be agreed. Such involvement is in accordance with tangata whenua's Kaitiaki role. In **Method 2.3.4.25** Environment Waikato therefore encourages arrangements of this nature.

2.3.5 Environmental Results Anticipated

Environment Waikato and Tangata whenua working together to collect and disseminate info regarding the regions natural and physical resources for which tangata whenua is kaitiaki..

Increased number of Iwi management plans completed and available to the public.

Increased awareness of the need for consultation and the process by which this can occur

Tangata whenua able to give effect to kaitiakitanga.