

Decision Paper: Māori Engagement

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1. Proposal

This paper seeks the Panuku Board’s commitment to a collaborative partnership relationship with the mana whenua, mataawaka and urban Māori of Tāmaki Makaurau.

2. Executive summary

Panuku is a steward and developer of land on behalf of the Auckland Council and the population of Tāmaki Makaurau. Tāmaki Makaurau mana whenua are the indigenous Māori population and acknowledged kaitiaki of the land. Panuku acknowledges through the principles of Te Tiriti o Waitangi and the importance of land to Māori, that our particular relationship with these 19 iwi is therefore one of partnership in management and development of this essential element.

This Treaty principle of partnership aligns with the Panuku strategic approach to stakeholder relationships, which is based on the belief that effective collaboration will regularly out-perform individual or siloed approaches.

Panuku recognises that through this collaborative partnership approach, Māori can contribute to the successful exercise of the Panuku mandate in four key areas:

- 1) Working towards shared strategic outcomes.
- 2) Enabling commercial investment, including partnership in commercial and housing opportunities.
- 3) Contribution to the urban fabric through recognition of Māori cultural footprint in design, respect for the environment, and broader social outcomes.
- 4) Guiding the nature of our working practice when we embed Māori values in our business at a strategic and operational level.

Through deepening Panuku relationships with mana whenua and extending this into committed collaborative engagement and relationships with mataawaka and urban Māori, the broader Māori population, we have the potential to materially uplift our capability in shaping the fabric and nature of Auckland’s urban environment.

To bring this belief into Panuku business practice we require a transformational shift, supported at the highest level, to move to business-wide, integrated ownership of Maori relationships at a strategic and operational level.

3. Recommendations

- a) That the board adopts a collaborative partnership relationship with the mana whenua, mataawaka and urban Māori of Tamaki Makaurau.
- b) That the board supports the internal transformational shift required to embed this ethos in the business at a fundamental level.

4. Strategic Context

In a formal and legislative sense, Panuku responsibilities to engage with Māori are mandated in the Local Government Act 2002, the Local Government (Auckland Council) Act 2009 and the Resource Management Act 1991. The Local Government (Auckland Council) Act 2009 additionally established the IMSB, which has a role in ensuring Council acts in accordance with statutory provisions referring to the Treaty. These responsibilities to Māori engagement are reflected in the following strategic council documents.

Document	The IMSB Māori Plan for Tāmaki Makaurau
IMSB Māori Plan directs CCOs to consider how we can contribute to:	
<ul style="list-style-type: none"> • Effective communication and engagement with Māori 	
<ul style="list-style-type: none"> • Māori wellbeing 	
<ul style="list-style-type: none"> • Effective Māori capacity 	
Document	The Auckland Plan
Auckland Plan objectives	
<ul style="list-style-type: none"> • Transformational shift: significantly lift Maori social and economic wellbeing 	
<ul style="list-style-type: none"> • Transformational shift: radically improve the quality of urban living 	
<ul style="list-style-type: none"> • Goal : A Māori identify that is Auckland’s point of difference 	
<ul style="list-style-type: none"> • Vision : Auckland ‘the world’s most liveable city’ 	
Document	Whiria te Muka Tangata / Māori Responsiveness Framework
Whiria te Muka Tangata Goals	
<ul style="list-style-type: none"> • Foster more positive and productive relationships between the council and Māori 	
<ul style="list-style-type: none"> • Develop the ability of the council and its people to respond more effectively to Māori; 	
<ul style="list-style-type: none"> • Continue to enhance Māori well-being by developing strong Māori communities. 	
Document	Whiria te Muka Tangata / Māori Responsiveness Framework
Whiria te Muka Tangata Drivers	
<ul style="list-style-type: none"> • Ensure consistent application of the principles of te Tiriti o Waitangi such as shared decision-making, partnership and mutual benefit 	
<ul style="list-style-type: none"> • Fulfil the council’s statutory obligations to Māori under local government legislation 	
<ul style="list-style-type: none"> • Enable Māori outcomes 	
<ul style="list-style-type: none"> • Value te ao Māori – the Māori world view 	

The Whiria te Muka Tangata lens.



5. Background

Waterfront Auckland (WA) and Auckland Council Property Limited (ACPL) each held an approach to Māori engagement that together provide Panuku with a foundation for future practice.

Both ACPL and WA had developed emerging relationships with iwi through Chief Executive to iwi rangatira meetings and regular contact in a kaitiaki capacity around future outcomes for development and disposals land. WA had further established an informal liaison group, which gathered a collective of iwi together to discuss kaitiaki issues relating to WA activities at the Waterfront.

ACPL initiated discussions around iwi development partnerships, and adopted a Policy for Negotiating Agreements with Developers that allowed for exclusive discussion on development opportunities that could further Māori outcomes.

The direction provided by WA and ACPL's respective Maori Responsiveness Action Plans also provide guidance for current and future working practice.

However, to date engagement in both organisations has been primarily a 'bolt-on' undertaken by particular individuals or work-streams, rather than the top-down, governance lead embedded practice understood and enacted by all staff. Engagement has therefore been siloed rather than the integrated approach we know offers the best chance for resolving different and complex issues.

Through the hard work and experiences of both WA and ACPL Panuku has learned that successful engagement with Māori needs to be:

- inclusive – providing an opportunity to all iwi with mana whenua interests across Auckland;
- tailored – different iwi have different priorities and levels of current and projected capacity, and a number are seeking iwi specific MOUs;
- comprehensive – not limiting iwi input to comment on cultural matters;
- strategic – pitched at Panuku high level strategic direction and guiding documents and not just specific project based work;
- timely – taking place early enough to be meaningful - rather than an add-on or afterthought;
- at the correct level – rangatira ki rangatira discussions must take place on strategic matters, whereas kaitiaki matters should be discussed at the kaitiaki level
- efficient – so that the investment of time and resource by mana whenua and Panuku is not wasted;

- co-ordinated – to avoid clashes with other key meetings or demands and to avoid duplication of feedback;
- consistent with other CCOs and organisations carrying out similar roles and functions.

At present this knowledge is known and practiced by a few key staff, rather than shared and lived throughout the whole organisation. We have also been limited in our knowledge or practice of work with the city's broader Māori population comprised of mataawaka, Māori from iwi located outside of Auckland, and unaffiliated urban Māori.

This has challenged not only the relationships we are attempting to build, but also limited the outcomes we can expect to achieve.

6. Discussion

Panuku has already positioned itself as a progressive and inclusive organisation through our name: Panuku Development Auckland. We are the first of the council's organisations to have a name that represents what makes us unique as a New Zealand-based company: our connection to Māori culture and identity.

Our name is our first indicator of our relationship with Māori and the special role Panuku has to play in connecting the people of Auckland with the Māori world – Te Ao Māori.

Panuku is a steward and developer of land on behalf of the Auckland Council and the population of Tāmaki Makaurau. Tāmaki Makaurau mana whenua are the indigenous Māori population and acknowledged Māori kaitiaki of the land. Panuku acknowledges through the principles of Te Tiriti o Waitangi and the importance of land to Māori, that our particular relationship with these 19 iwi is therefore one of partnership in management and development of this essential element. We have a further relationship to build with the city's broader Māori population, mataawaka and urban Māori.

This Treaty principle of partnership aligns with the Panuku strategic approach to stakeholder relationships, which is based on the belief that effective collaboration will regularly out-perform individual or siloed approaches.

To bring this belief into Panuku business practice we require a transformational shift supported at the highest level, to move to business-wide, integrated ownership of Maori relationships at a strategic and operational level.

Collaboration requires a close partnership between the public, private and community sectors across key platforms to achieve an integrated urban strategy. This collaboration must be carefully planned by Panuku and put into practice at all levels of the organisation.

A close partnership between Panuku and Maori is a critical part of this overall stakeholder relationship strategy.

Importance of Auckland's Māori

Māori can contribute to the successful exercise of the Panuku mandate in a number of ways, including: working towards joint strategic outcomes; contribution the urban fabric through recognition of Māori cultural footprint in design, respect for the environment and broader social outcomes; enabling commercial initiatives and development partnerships and in guiding the nature of our working practice when we embed Māori values in our business at a strategic and operational level.

As iwi progressively reach Treaty settlements – seven deeds of settlement have been reached¹, six more deeds are imminent² and several others are in the pipeline - their interest and capacity to engage on development projects across their rohe will rise. They are increasingly important as landowners across the city and have legal rights through their rights of first refusal with the Crown. This will be further enhanced as the Tāmaki Collective housing protocol is given more definition through the current discussions with MBIE and the Minister of Housing.

¹ Te Uri o Hau, Ngāti Whātua Ōrakei, Ngāti Whātua o Kaipara, Ngāti Manuhiri, Te Kawerau ā Maki, Ngāi Tai ki Tāmaki, Ngā Manawhenua o Tāmaki Makaurau Collective deed.

² Marutūāhu Collective, Ngāti Maru, Ngāti Paoa, Ngāti Tamaterā, Ngāti Whanaunga, Te Patukirikiri.

More generally, Māori are a significant population group in Auckland who in their role as citizens (article 3 in Treaty terms) have a strong interest in the activities carried out by Panuku.

Through existing arrangements via WA and ACPL Panuku is already working with iwi in design, environmental outcomes and through exploring potential development partnerships, as well as fulfilling more detailed operational outcomes through the respective Maori Responsiveness Action plans. However we recognise that to bring external transformational change, as directed in The Auckland Plan objectives, there must be further internal transformational change.

As a new organisation, Panuku is at an optimal time to adopt an approach that is embedded through our founding strategies, through to a company culture or 'way of being' on a daily basis. Furthermore by forming strategic partnerships with iwi and other Maori, Panuku may unlock greater potential from the city's assets.

Panuku Engagement Goals and Actions

GOAL	OBJECTIVE	ACTION
1. Joint Outcomes / Shared vision	<ul style="list-style-type: none"> High level governance relationships lead alignment of joint outcomes Fostering positive and productive relationships between council family and Māori (council MRF goal) Effective communication and engagement with Māori (IMSB Māori Plan objective) Applying Treaty Principle of Partnership, shared decision-making and mutual benefit (council MRF driver) 	<ul style="list-style-type: none"> Iwi rangatira and Panuku CE to Panuku Board meetings every 6 months Individual MOUs between Panuku and iwi to highlight and guide individual relationships
2. Commercial investment / partnership	<ul style="list-style-type: none"> Māori are informed and encouraged to participate in partnerships Unlocking potential from Auckland's assets Contribution Māori wellbeing and effective Māori capacity (IMSB Māori Plan objectives) Developing strong Māori communities (council MRF driver) Enable Māori outcomes (council MRF driver) 	<ul style="list-style-type: none"> Identify opportunities, developing strategic, proactive investor relationships Individual MOUs between Panuku and iwi to highlight and guide individual relationships Clarifying commercial investment pathway Facilitating iwi partnerships in significant initiatives eg: Housing for Older People Te Toa Takatini – Whai Painga programme, Whare for Life Iwi investment fund
3. Iwi and Māori participation in cultural, environmental, social decision-making	<ul style="list-style-type: none"> The mana whenua forum Terms of Reference ensure the momentum of regular engagement is maintained Fostering positive and productive relationships between council family and Māori (council MRF goal) Value te ao Māori (council MRF driver) 	<ul style="list-style-type: none"> Monthly mana whenua forum Terms of Reference (framing engagement) Application of Te Aranga Design Principles in urban planning, master planning <ul style="list-style-type: none"> Phased engagement approach based on Transform/Unlock/Support Facilitating input into strategic initiatives / development agreements to impact outcomes on

GOAL	OBJECTIVE	ACTION
	<ul style="list-style-type: none"> • Fulfil statutory obligations • Contribution to Māori wellbeing, effective communication and engagement with Māori (IMSB Māori Plan Objectives) • A Māori identity that is Auckland's point of difference (Auckland Plan objective) 	<p>land e.g. HfOP</p> <ul style="list-style-type: none"> • Te Toa Takatini –Whai Painga, Whai Tika & Whai Tiaki programmes
4. Embedding Māori Responsiveness / Strategic response	<ul style="list-style-type: none"> • Understanding and increased capability enables te ao Māori to permeate all Panuku activity, avoiding a siloed or tokenistic approach • An empowered organisation (council MRF goal) • Valuing te ao Māori 	<ul style="list-style-type: none"> • Name • Business Unit ownership of Māori Responsiveness actions – embedded activity • Statement of Intent • Māori Engagement Policy – to follow • Māori Responsiveness Action Plan – refresh WA/ACPL • Corporate Responsibility Plan, Environmental outcomes • Internal capacity building programme to include: Te Reo; tikanga – customs, protocols, values and Te Tiriti; Waiata; Te Aranga Design Principles • Increased use of Te Reo in signage and core business language • Māori internship opportunities • More permanent Māori staff

7. Implementation

Goal	Action	Timeframe
1. Joint outcomes / Shared vision	<ul style="list-style-type: none"> • November Board meeting – iwi rangatira invited • Individual MOUs progressed 	
2. Commercial investment/partnership	<ul style="list-style-type: none"> • Individual MOUs progressed • Commercial strategy to be executed • HfOP partnership opportunities progressing 	
3. Iwi and Maori participation in cultural, environmental, social decision-making	<ul style="list-style-type: none"> • 17 November mana whenua forum • Te Aranga Design principles applied in: <ul style="list-style-type: none"> - Civic Admin - Westhaven - Precinct and Willis Bond Wynyard Central projects • Mana whenua input into HfOP RFP evaluation process • Environmental monitoring – Wynyard Central • Mana whenua input into Corporate Responsibility Plan / environmental outcomes 	
4. Embedding Maori Responsiveness / Strategic response	<ul style="list-style-type: none"> • Panuku Māori Engagement Policy • Māori Responsiveness Action Plan refresh • Progressing actions from WA and ACPL plans including: <ul style="list-style-type: none"> - Executive team capacity training programme - Internal staff capacity training programme - Operational engagement undertaken by business units - Māori internship opportunity – Wynyard Central • Mana whenua input into Corporate Responsibility Plan / environmental outcomes 	

Document Sign-off

Role	Name	Sign-off Date	Signature
Director Strategy and Engagement	David Rankin		
Interim Chief Executive	John Dalzell		