

Mana Whenua Engagement Waterfront and City Centre

Summary

This paper outlines the engagement with Mana Whenua over the past year, as part of the refresh of the *Waterfront Plan* (2012). Panuku has worked with its Mana Whenua Forum to develop a set of waterfront goals, and to commit to the Te Aranga Māori design principles. The paper also outlines more recent engagement on America's Cup 36 planning and delivery.

In general, engagement with mana whenua on this programme has been undertaken primarily by way of the existing engagement framework managed by Panuku.

The redevelopment of the city centre waterfront has created a much-loved destination for Aucklanders and visitors. New public spaces and private buildings are an opportunity to reflect the cultural association of mana whenua in this location as part of the city's place in the world, and the special attributes of the waterfront.

Mana Whenua have made a valuable contribution to the planning, design and development across the waterfront, most recently in Wynyard Central collaborations on laneway design, naming and art on private buildings. Application of Maori Design Principles (Te Aranga) and the outcomes agreed with the private developers are anticipated to create a very special sense of place.

Discussion

1. Background

Waterfront Auckland, and now Panuku Development Auckland, have worked with Mana Whenua to enable an important cultural contribution to the planning, design and development across the waterfront, most recently in Wynyard Central and Westhaven.

Panuku has a commitment to working with Mana Whenua on several transform locations, including the waterfront. As with Panuku's other Transform locations, a Project Charter was endorsed that outlined:

- The respective roles of the Governance Forum, Project Working Group and existing operational groups (such as the Wynyard Quarter Developer Art Sub-committee)
- A proposed engagement programme
- The vision and goals (including the draft Mana Whenua Goals to be endorsed by the Forum)
- The principles to guide future planning (identity, kaitiakitangi, manaakitanga, commercial, Treaty of Waitangi).

The Charter will inform the next stage of planning, and the continued application of the Te Aranga principles.

2. Panuku engagement on waterfront mana whenua goals

Waterfront Auckland's *2012 Waterfront Plan* provided the guidance for a strategic approach to development, which has seen the Wynyard Quarter transformed from an industrial area to a well-used and well-loved part of Auckland's waterfront.

The September 2016 the Mana Whenua Forum requested that a Project Working Group work with Panuku officers to review and approve draft Mana Whenua waterfront goals, which were drafted in 2015 but not formally approved at that time.

Man Whenua Goals

Following further hui in 2016/2017, the goals were formally endorsed by the Mana Whenua Forum as part of the Waterfront Project Charter. The full text of the Mana Whenua goals are attached at Appendix 1.

The overarching narrative is:

A waterfront as a holistic interface between land and sea, where Mana Whenua are recognised and are empowered to fulfil their kaitiaki obligations. The mana and life sustaining mauri of Te Waitematā is respected and upheld.

The principles are summarised as follows:

- Ki Tātahi (a blue-green waterfront)
- Tauranga tāngata (a public waterfront)
- Hononga tāngata (a connected waterfront)

- Tūāhōanga ahu mahi (a smart working waterfront)
- Kia tau te mauri mō te ira tangata ki te ao tūroa (a liveable waterfront)

The mana whenua goals reflect the 2012 Waterfront Plan’s five goals:

- 1. Blue-green waterfront** - A resilient place, where integrated systems and innovative approaches are taken to enhance the marine and natural ecosystems, conserve natural resources, minimise environmental impacts, reduce waste, build sustainably and respond to climate change.
- 2. A public waterfront** - A place for all Aucklanders and visitors, a destination that is recognised for its outstanding design and architecture, natural environmental quality, public spaces, recreational opportunities, facilities and events; a place where we protect and express our cultural heritage and history and celebrate our great achievements.
- 3. A smart working waterfront** - Attracts high-value, innovative, creative and green businesses and investment to achieve a significant lift in productivity, a place for authentic and gritty waterfront activities: the marine and fishing industries, water transport and port activities.
- 4. A connected waterfront** - A place that is highly accessible, easy to get to and to move around in, where people feel connected to the wider city and beyond by improved pedestrian and cycling linkages, fast, frequent and low-impact passenger transport, stat-of-the-art telecommunications an through supportive community and business networks.
- 5. A liveable waterfront** - The location of leading sustainable urban transformation and renewal in Auckland; the most liveable New Zealand central city urban community; a vibrant mix of residents, workers, visitors and activities. A welcoming and resilient neighbourhood that is safe, diverse and attractive, with plentiful open space and access to local services and facilities.

The table below outlines how Panuku intends to work with Mana Whenua to meet those goals during the next phases of planning and implementation:

Principle	Panuku responsiveness commitment	Proposed Implementation
<i>A waterfront as a holistic interface between land and</i>	<ul style="list-style-type: none"> • Mana Whenua are recognised and are empowered to fulfil their kaitiaki obligations. 	<ul style="list-style-type: none"> • Continue collaboration with Mana Whenua Forum to incorporate Maori Design (Te Aranga) principles in next

Principle	Panuku responsiveness commitment	Proposed Implementation
<i>sea, where Mana Whenua are recognised and are empowered to fulfil their kaitiaki obligations</i>	<ul style="list-style-type: none"> The mana and life sustaining mauri of Te Waitematā is respected and upheld 	<p>phase of design and development</p> <ul style="list-style-type: none"> Continue work on low impact stormwater design and environmental protection Work with ATEED on the strategy for a cultural centre, focussed on waka and navigation

Engagement and decisions – America’s Cup 36

From August 2017, with the cross-Council effort on America’s Cup infrastructure plan-and-build building momentum, it was proposed by Mana Whenua that the Council whānau engagement on this geographical area move out from Panuku and be led by the Council in a centralised way through the existing “*Mana Whenua Regional Kaitiaki Forum*” which is supported by Auckland Council.

Various teams across Council and Panuku are refining the project plans and delivery options across the inter-dependent work-streams – locations, downtown infrastructure, events and transport. Although there are a range of mana whenua kaitiaki engagement channels across the Council whānau – including Panuku, Auckland Transport, ATEED and Council’s infrastructure groups - there is no single governance forum with an overview of both the city centre and waterfront.

Panuku engagement with mana whenua

Mana whenua are a crucial partner across the wider city centre and waterfront programme and as such, Council wants to make sure it effectively partners with mana whenua so that their values and interests can be appropriately recognised across this area.

The Waitematā Harbour is a significant taonga to mana whenua, protected by the Treaty of Waitangi. Mana whenua and Council are long-term partners and are jointly invested in making sure meaningful outcomes for Māori are delivered across this location.

As an international show case event, mana whenua have expressed considerable interest in opportunities around the America’s Cup and the resulting legacy. While Panuku has initiated conversations with mana whenua on these opportunities, these discussions are more appropriate at an executive level between council and mana whenua.

A related and priority conversation has also been initiated with central government on Treaty related issues, especially as the project will include works and structures within the Waitematā Harbour. These matters are identified as core priorities by mana whenua through the East West link project and the Westhaven Marina pile mooring reclamation discussions.

Progressing this requires a clear council position that is informed through conversations with central government and with mana whenua. Council has invited central government agencies including MBIE, Office of Treaty Settlements, and Te Puni Kōkiri to be part of these conversations. A preliminary meeting with the agencies confirmed their general support and ongoing involvement to work through these core issues with council and mana whenua.

Opportunity to streamline engagement and create meaningful legacy

Māori engagement is complex with multi layered issues and interdependencies. The need to establish a pragmatic and effective partnership framework with mana whenua so a meaningful legacy can be delivered is essential not only for AC36 itself but across the wider city centre and waterfront programme.

As a key partner, mana whenua have continuously highlighted the need for council to streamline engagement. The current engagement approach is generally based on individual work streams and places substantial demands on the already stretched resources of mana whenua to be able to effectively participate. The America's Cup victory has led council to consider a new approach on how this work is not only delivered, but also how engagement is undertaken with this crucial partner within challenging timeframes.

Council has been working with mana whenua (both collectively and individually for those who do not wish to engage in a collective forum) to develop, implement and monitor an engagement strategy at strategic and operational levels that promotes a best practice approach and efficient use of limited time and resources.

Co-design of Māori Outcomes Framework

Council, mana whenua and central government met as recently as 18 December 2017 to discuss the potential to co-design a credible Māori Outcomes Framework across the city centre and waterfront programme, of which AC36 is deemed as the prominent project.

At this hui Ngāti Whatua Ōrākei undertook to pull together an effective way for mana whenua to engage at a governance and operational level so we can approach the work from a partnership perspective and deliver meaningful outcomes for Māori.

Naturally, not all mana whenua will choose to participate in the structure proposed by Ngāti Whatua Ōrākei but it gives a strong starting point and most importantly the thinking will be mana whenua led. Council expects to hear more in this proposal early 2018.

Mana whenua have clearly stated that engagement on the city centre and waterfront programme does not form part of consultation on individual resource consent applications. There is a clear expectation from mana whenua that the council whānau will develop a specific consenting consultation approach that builds on the engagement to date and takes a collective approach to projects, rather than individual and ad hoc engagement on city centre and waterfront projects.

Panuku will be consulting with mana whenua specifically on the AC36 base locations resource consent. Due to time constraints, this will be undertaken post lodgment of the RC through to the end of the submission period.

AC36 MW engagement and decisions		
Date	Channel	Decision / Outcome
11 September 2017	Panuku Mana Whenua workshop – America’s Cup update	<p>Auckland Council and Government (through MBIE) are working closely together on developing up work streams that will inform further briefings and decision making. Panuku is leading on the analysis work that will inform options for the locations for the team bases. Key points from workshop:</p> <ul style="list-style-type: none"> • Mana Whenua very interested in the potential of the Cup • Interest in understanding the range of different work streams and how mana whenua would be involved under each. It will be important to have the right representatives in the room different depending on what the topic is. • Each representative at this Mana Whenua forum represents different interests and is independent from the others and should not be treated as a collective. • Noting the above, the key areas of interest: <ul style="list-style-type: none"> ○ Governance - It was expressed that the best forum for further discussions is through Auckland Council Governance Forum. ○ Location and infrastructure development - importance of decision making at the right level within mana whenua. ○ Leverage and legacy

30 October	Panuku Mana Whenua Governance reps (some not all) - America's Cup update	Introduction to AC36 technical work, lessons learnt from the past and Q&A, discuss availability of Technical Specialist Advice across AC36.
6th November	Panuku Mana Whenua Governance reps (some not all) - America's Cup update	Review actions Feedback from caucus - further questions and info required - is there an emerging view on a preferred location? Resource Consent process - what does a best practice consultation process look like heading into a RC
13 November	Panuku Mana Whenua Governance reps (some not all) - America's Cup update	To agree a collective Mana Whenua statement on behalf of the iwi who wish to identify as members of the Panuku Mana Whenua Governance Forum
15 November	Panuku Mana Whenua Governance reps (some not all) - America's Cup update	To further discuss the collective statement.
23 November	Council presentation to Regional Kaitiaki Forum	The Mayor and Chief Executive asked Phil Wilson, Director of Governance to provide an update on decision making regarding the America's Cup and steps to work with Mana Whenua to identify legacy outcomes for the city centre and waterfront, working with council and government leadership.
1 December	Council/Central Govt invited Governance from all 19 Iwi	Minister and mayor to brief mana whenua on where things are at with America's Cup on preferred locations and for them to have a conversation about preferred engagement on the project.
3 December	Council/Central Govt invited Governance from all 19 Iwi	A walk around the potential base locations
5 December	Panuku Mana Whenua	A high level update on AC36 was given.

	Governance Forum	
18 December	Hui on City Centre & Waterfront Programme of work	Council invited Governance from all 19 Iwi - Briefing on the Auckland Council City Centre and Waterfront regeneration programme; and to update progress following the meeting with Mayor Goff and Minister Parker (1 December 2017) and establish a forward engagement framework for the America's Cup.

Previous waterfront and city centre engagement and decisions – Panuku Mana Whenua Forum

Caveat

- Panuku would like to stress that mana whenua representatives (at collective hui in recent months) have clearly stated that engagement on the city centre and waterfront programme does **not form part of consultation on individual resource consent applications**.
- There is a clear expectation from mana whenua that the council family will develop a specific consenting consultation approach that builds on the engagement to date and takes a collective approach to projects, rather than individual and ad hoc engagement on city centre and waterfront projects.
- Mana whenua have also expressly stated at recent information hui that the minutes/notes/contents etc will not form part of any consultation process. Please bear this in mind when using this information.

Previous MW engagement and decisions		
Date	Channel	Decision / Outcome
3 July 2017	Governance Forum	<i>Resolution number PMWF/20170703/14 That:</i> <i>a) The Mana Whenua Governance Forum receives this update report on Waterfront planning.</i> <i>b) The Governance Forum supports the direction and intent of the Wynyard Quarter Framework Plan as a basis for future planning and funding bids to Council's</i>

		<p><i>Long Term Plan.</i></p> <p><i>c) The Waterfront Project Working Group will continue to work with Panuku and other parts of the Council on the next phases of planning and assessment for Wynyard Quarter and Viaduct Harbour, central wharves, and the downtown public spaces, taking into account significant events such as the Americas Cup.</i></p>
18 April 2017	P87 – Waterfront planning – project update and Public Art Strategy	<p><i>Resolution number PMWF/20170418/12</i></p> <p><i>a) the Mana Whenua Governance Forum receives the update report on the Wynyard Quarter Public Art Strategy.</i></p> <p><i>b) the attached Wynyard Quarter Public Art Strategy is adopted as the way forward to deliver on the Quarter's developer art contribution fund.</i></p>
20 February 2017	P79 – CBD Waterfront – future planning and project charter	<p><i>Resolution number PMWF/20170220/3</i></p> <p><i>a) The Mana Whenua Governance Forum receives this update report on waterfront planning.</i></p> <p><i>b) The attached Waterfront Goals, as recommended by the Project Working Group, are adopted as the basis for the Project Charter and future planning.</i></p> <p><i>c) The Project Charter, including goals and cultural narrative, will inform the next phase of Framework Plans for the central wharves, Viaduct Basin and Wynyard Quarter.</i></p> <p><i>d) That Panuku work with the PWG to refine the narrative and in particular to adjust the reference to Tāmaki Makaurau to reflect that there are also other interpretations.</i></p>
19 September 2016	<p>P62 - Wynyard Quarter future planning and engagement.</p> <p>P63 – Wynyard Quarter public art strategy.</p>	<p><i>Panuku to schedule project working groups in October and November and invite all MW. Draft goals to be tabled for discussion in the working group.</i></p> <p><i>Panuku/PWG to refer any final proposed goals back to the Forum.</i></p>
19 July 2016	P53 – Panuku Transform/Unlock engagement process	<p>MW guidance that Transform and Unlock projects should always come to the Forum first in order for MW governance to decide their levels of interest (including reference back to their people), and the level of kaitiaki input and to scope a</p>

		framework for the project working groups.
16 August 2016	P56 Decision-Making roles	Identifies Forum role in directing work to the kaitiaki operational working groups
2010 - 2015		On-going engagement with Waterfront Auckland on waterfront projects including, but not limited to: Wynyard Central, Westhaven Platform 2, Pile Mooring Design, Waka Berthing, Queens Wharf Village.
Other relevant engagement		PWG workshops – 2016: 25 October, 14 and 28 November 2017: 13 and 27 February, 27 March, 10 April, 22 May, 12 June

Attachments

1. Waterfront goals and cultural narrative (Panuku Mana Whenua Forum, 2016)
2. Summary of waterfront goals and achievements (2016 – 17 presentation)

Appendix 1

Draft Mana Whenua Waterfront Plan Goals (Waterfront Project Charter, March 2017)

Overarching principle/narrative

A waterfront as a holistic interface between land and sea, where Mana Whenua are recognised and are empowered to fulfil their kaitiaki obligations. The mana and life sustaining mauri of Te Waitematā is respected and upheld.

Ki Tātahi (a blue-green waterfront)

- The high quality and value of water is crucial to the maintenance and enhancement of mauri. The body of Te Waitematā is a series of natural and imposed complex systems, agreements, rights and interests relating to its use and care.
- Habitat regeneration occurs through the effective use of restorative and adaptive management that supports thriving waterfront ecosystems with native flora and fauna.
- Sustainability standards will be prevalent within waterfront developments including water and energy efficiencies and also sound sustainable building practice and design.
- The physical expression of kaitakitanga allows Mana Whenua to share their mātauranga and to be involved aspects such as tikanga protocols, site visits, monitoring etc.
- The reference to *Ki Tātahi* provides a strong overarching and connected theme across the waterfront footprint.

Tauranga tāngata (a public waterfront)

- A waterfront whose mauri is greatly enhanced. A place where manaakitanga is expressed and Mana Whenua are hosts. Mana Whenua have a visible presence and provide a strong cultural context to place making, imbuing a sense of place through the integration of mātauranga Māori.
- Consideration of mātauranga design values are provided for within developments including open space, provision of public facilities and events. The cultural, social and economic benefits to Māori are evident. Effective Mana Whenua engagement provides for strong, well-intended and well supported relationships. Acknowledgment of and access to the waters of Te Waitematā is embraced including provision for tauranga waka and fully supported waka activities.

Hononga tāngata (a connected waterfront)

- The inter-generational relationships that Mana Whenua have with Te Waitematā and foreshore are recognised, celebrated, strengthened and developed over time. navigation markers, view shafts, coastal occupation areas etc.
- Māori feel and are connected to their cultural heritage, sacred and significant sites such as but not restricted to traditional tauranga waka, navigation markers, view shafts, coastal occupation areas etc.
- The waterfront is publicly accessible with various transport modes available within the area, connecting easily to inland parts of the city.
- Physical connections to the water's edge are encouraged. Recreational uses including fishing swimming and waka access; commercial accessibility which includes ferries and charters all bring vibrancy to the waterfront.
- Activities and events are relevant and attractive to all Tāmaki Makaurau residents and are easily accessed.

Tūāhōanga ahu mahi (a smart working waterfront)

- Ahi kā demonstrated through Mana Whenua participation in the waterfront economy.
- A waterfront that is attractive to Māori enterprise and businesses with opportunities to invest in commercial projects. Joint venture opportunities for capacity and capability building including employment, internship and training is encouraged.
- Mana Whenua involvement in the detailed design of development projects ensures authenticity and opportunities for the Māori design sector, i.e. the creative industries and cultural tourism to co-create to socialise the life and vitality of the waterfront. Potential business activities assessed in relation to social, cultural and economic benefits to Māori and who strive for high sustainability standard and outcomes.

Kia tau te mauri mō te ira tangata ki te ao tūroa (a liveable waterfront)

- The waterfront has a Māori presence that reflects the identity and heritage of Mana Whenua. A diverse, accessible waterfront with whānau friendly places and spaces, recreational activities, social services and community facilities, including an architecturally designed facility to showcase 'the living, active expression of Māori culture'

- A place where Mana Whenua have opportunities to initiate projects and be future focussed to articulate their stories of place, to create a valued waterfront for all. The Te Aranga Design values and principles will assist to frame the outcomes.

Korero tuku iho: Cultural narrative

Ko Ureia te Kaitiaki o Tāmaki Makaurau

Ureia is the spiritual guardian of Tāmaki Makaurau

Tāmaki Makaurau is the customary name for the Auckland isthmus, 'the bride sought by a hundred suitors' and has been populated over the generations by hapu from the Ngāti Whatua, Waiohua and Marutuahu Iwi acknowledging also earlier inhabitants.

The waterfront is rich in Māori tradition and association and the land was highly valued. Whilst the largest Māori settlement sites were inland around the volcanic cones of Maungawhau (Mount Eden) and Maungakiekie (One Tree Hill), the waterfront was a favoured and busy area for Iwi. The Waitematā is also of great significance and its appearance is likened to the highly valued obsidian (dark volcanic glass).

The western-most headland Te Okā Pā and the Koraenga Papakainga (Point Erin) provided a base for seasonal fishing with the original cliff line the most evident along this part of the waterfront. It was also here that the spiritual guardian Ureia of the Marutuahu Iwi dwelt, using the reef Te Routu o Ureia to scratch its back. Most of the reef feature now buried under reclaimed land at the southern approach to the Auckland Harbour Bridge. Nearby Te Rerenga Oraiti (Point Britomart) along to Taurārua (Point Resolution) provided strategic lookout posts monitoring the movements on the harbour highway.

Mangonui (Kauri Point) was a regular fishing spot across the harbour; with fish and shellfish harvested from Waikōkota (Freemans Bay) processed, dried and preserved for winter stores and trade. The adjacent beach areas were used for hauling out and storing waka. Freshwater streams teeming with life flowed down from the Karangahape and Te Rimurimu (Ponsonby) ridges with Tunamau Stream now piped through Western Park, whilst the Waikuta stream that once openly flowed down College Hill Rd into Freemans Bay is no-longer visible either. Te Waihorotiu stream once meandered down Queen St and into Te Waitematā.

The majestic nature of te reo māori gives us a sense of place, with narratives associated to the naming of these features and places that invigorate their mauri/life force, e.g. Mangonui, big shark; Waikōkota, kōkota meaning pipi; Tunamau, to catch eels; Waikuta, kuta being a swap form of native reed plant. It is important to note that literal translations do not necessarily apply as could be a name of an event that occurred etc.

Te Tiriti o Waitangi was signed at Orohe, Karaka Bay on 4 March 1840 and 7 July 1840. As a marker of time, it allows us to reflect on pre and post trading activities in and around Te Waitematā highlighting the entrepreneurial spirit of Māori, of Mana Whenua and their aspirations today to continue that legacy.