

Devonport-Takapuna Local Board Workshop Programme

Date of Workshop:

Tuesday 5 March 2024

Time:

9.30am – 4.30pm

Venue:

Devonport-Takapuna Local Board Office, Ground Floor, 1 The Strand, Takapuna and MS Teams

Apologies:

Time	Workshop Item	Presenter	Governance role	Proposed Outcome(s)
9.30 – 10.30	1. Infrastructure & Environmental Services - Wairau Estuary Enhancement Planting Attachments: 1.1 CVNZ Wairau Estuary Presentation	Kiri Huddleston Senior Project Manager, Conservation Volunteers Rita Kpodonu Senior Healthy Waters Specialist Nick FitzHerbert Team Leader Relationship Advisory	Keeping informed	Receive update on progress
10.30 – 11.30	2. Parks & Community Facilities - Belle Verde and Achilles Crescent Playground Renewals Attachments: 2.1 Belle Verde Presentation 2.2 Achilles Crescent Reserve Presentation	Nina Quintana Project Manager Sarah Jones Manager Area Operations	Local initiative / preparing for specific decisions	Provide direction on preferred approach
11.30 – 12.30	3. Parks & Community Facilities - Kennedy Park and Westwell cliff stairs Attachments: 3.1 Kennedy Park and Westwell Road Reserve staircase remediation Memo 3.2 Kennedy Park and Westwell Road Reserve staircase remediation Presentation	Chris Noventius Project Manager Sarah Jones Manager Area Operations	Local initiative / preparing for specific decisions	Provide direction on preferred approach

1 hour break

1.30 – 3.30	<p>4. Connected Communities - Monthly Update</p> <p>Attachments:</p> <p>4.1 Final Report to Local Board Te Rahopara Pā November 2020</p> <p>4.2 Independent Review of Auckland Council's Engagement With Maori - Beyond Obligation 2022</p> <p>4.3 Beyond Obligations Review - Key elements for DTLB</p> <p>4.4 Devonport-Takapuna Connected Communities Monthly Work Programme Update 2023-2024 March</p> <p>4.5 Devonport-Takapuna Ethnic Communities Plan DRAFT</p> <p>4.6 Devonport-Takapuna Ethnic Communities Plan-Community Led Actions DRAFT</p>	<p>Deb Doyle Community Broker</p> <p>Ruth Maloney Community Activator</p> <p>Jess Jacob Community Activator</p> <p>Sharnae Inu Māori Programming Specialist</p> <p>Te Mete Lowman Manager Māori Service Innovation</p> <p>Michael Alofa Specialist Advisor</p>	Keeping informed	Receive update on progress
3.30 – 4.30	<p>5. Active Communities - Lake Pupuke Users Collective</p> <p>Attachments:</p> <p>5.1 Devonport-Takapuna Local Board - Lake Pupuke Users Collective - 2023_2024 Presentation</p>	<p>Mike Thompson Sport & Recreation Lead</p>	Keeping informed	Receive update on progress

Next workshop: 12 March 2024

Role of Workshop:

- (a) Workshops do not have decision-making authority.
- (b) Workshops are used to canvass issues, prepare local board members for upcoming decisions and to enable discussion between elected members and staff.
- (c) Members are respectfully reminded of their Code of Conduct obligations with respect to conflicts of interest and confidentiality.
- (d) Workshops for groups of local boards can be held giving local boards the chance to work together on common interests or topics.

Devonport-Takapuna Local Board Workshop Record

Date of Workshop: Tuesday 03 March 2024
Time: 9.30am – 4.30pm
Venue: Devonport-Takapuna Local Board Office, Ground Floor, 1 The Strand, Takapuna and MS Teams

Attendees

Chairperson: Toni van Tonder

Deputy Chairperson: Terence Harpur

Members: Peter Allen
Gavin Busch
Melissa Powell
George Wood, CNZM

Staff: Trina Thompson – Local Area Manager
Maureen Buchanan – Senior Local Board Advisor
Rhiannon Guinness – Local Board Advisor
Henare King – Democracy Advisor

Apologies

None

Workshop item	Presenters	Governance role	Summary of discussion and Action points
<p>1. Infrastructure & Environmental Services</p> <ul style="list-style-type: none"> - Wairau estuary enhancement planting 	<p>Kiri Huddleston Senior Project Manager, Conservation Volunteers</p> <p>Rita Kpodonu Senior Healthy Waters Specialist</p> <p>Nick FitzHerbert Team Leader Relationship Advisory</p>	<p>Keeping informed</p>	<p>The local board was provided with an update on the Wairau estuary enhancement planting project.</p> <p>The local board raised the following points and questions in response to the presentation:</p> <ul style="list-style-type: none"> • Clarified that plantings were lost and erosion occurred during storm events last year, though not as bad as anticipated. • Questioned the amount of litter pulled from the estuary prior to the floods compared to now. Staff noted the amount of tonnage has not been separated by pre and post flooding, but the amount has increased since. • Requested update from Healthy Waters on Brian Byrnes Reserve, staff to follow up and report back • Some confusion around the structure of Council and the relationship between Infrastructure & Environmental Services and Healthy Waters, as well as who the key staff are for elected member relationships. Local board staff will circulate information to the members. • Concern for people fishing in the estuary. Staff note they would not recommend. The board would like to better understand how the community is utilising this body of water. • Questioned what the vision of success was for this project. Staff noted some key outcomes would be a visually and ecologically healthy estuary, clean water, birdlife flourishing etc. • Questioned how staff felt the project was progressing as of now. Staff noted their was certainly a long way to go but huge progress has been made. <p>Next Steps:</p> <ul style="list-style-type: none"> • The local board will consider the continuation of this project as part of their 24/25 Work Programme.

<p>2. Parks & Community Facilities</p> <ul style="list-style-type: none"> - Belle Verde and Achilles Crescent Playground Renewals 	<p>Nina Quintana Project Manager Sarah Jones Manager Area Operations</p>	<p>Local initiative / preparing for specific decisions</p>	<p>The local board was provided with an update on two playgrounds up for renewal in the local board area.</p> <p>The local board raised the following points and questions in response to the presentation:</p> <ul style="list-style-type: none"> • Questioned why Achilles was considered a higher priority project than Belle Verde. Staff note it is due to the size, location and usage. • Questioned the need for complete replacement and suggested these renewals could be deferred. Staff note that at this age the climbing modules are likely rotting underground, patchups would certainly be required if not full replacement. Suggested the board could consider the need for the Belle Verde playground within the local board playground network. • Concern that the Belle Verde playground is in poor condition currently, and questioned if it needed to be removed imminently as a health and safety risk. Staff clarified that playgrounds receive weekly checks, monthly in-depth maintenance checks and annual thorough compliance checks; satisfied that the playground is currently safe. • Questioned why fencing is not included in playgrounds designed for younger children, acknowledging the additional costs they would bring. Staff noted that design decisions are site-specific and can vary in different local board areas, though generally are included for playgrounds near busy roads. • Concern that it would be detrimental to take away Belle Verde as it services an intensely developed area. Suggested more money should be invested in playground provision for the north of the local board area. • Requested demographic data for Belle Verde surrounding area to better understand who will be utilising the playground. • Suggest any new or updated playgrounds need to incorporate accessibility-friendly design as standard. • Questioned the pro's and con's of bark/woodchip and wet pour surfacing. Staff note wet pour has a lifespan of around 10 years but can be subject to vandalism and wear. Bark/woodchip is more sustainable but current demand is creating supply issues; also causes accessibility issues for wheelchairs, prams etc. • Confirmed bench seats at the current Achilles Crescent playground site will remain and are in reasonable condition. • No board consensus on a particular design, though agreement on inclusion of accessible play elements. • Reiterated concern around necessity for these renewals, considering quality of other playgrounds in Devonport and current growth trends. Preference to prioritise playground renewals in the north of the local board area. <p>Next Steps:</p> <ul style="list-style-type: none"> • Achilles Crescent playground designs to be revisited to include accessibility elements and other preferences noted by the local board. • Finalise consultation material, then a report will come to the business meeting for a formal decision.
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<p>3. Parks & Community Facilities</p> <ul style="list-style-type: none"> - Kennedy Park stairs and Westwell cliff stairs 	<p>Chris Noventius Project Manager Sarah Jones Manager Area Operations</p>	<p>Local initiative / preparing for specific decisions</p>	<p>The local board was provided with an update on the Kennedy Park and Westwell cliff stairs.</p> <ul style="list-style-type: none"> • Staff requested that, as the storm recovery budget for next year is still unknown, any budget discussion be put aside for now. <p>The local board raised the following points and questions in response to the presentation:</p> <ul style="list-style-type: none"> • Questioned why it has taken so long to come back to the board with an update. Staff note the limited resource pool to do this work and the priority list of projects post-flooding events of last year. <p>Westwell:</p> <ul style="list-style-type: none"> • Sought clarity on the size of the staircase. Staff estimate the distance from the top of the stairs to the shore is approximately 50m. • Clarified resource consent and building consent would be required, at a cost of roughly \$20,000. • Questioned the amount of coastal recession expected in the next 15-20 years. Staff note the council coastal team is involved and will determine that as part of the risk assessment. • Clarified damage to the stairs was caused by a landslip, not wave action. • Some concern that the current cost estimates are unrealistic. <p>Kennedy Park:</p> <ul style="list-style-type: none"> • Clarified the proposed alternate location holds the same level of complexity as the existing site. • Preference to maintain some form of access from the reserve to the shore, not supportive of any viewing platforms proposals. • Concern for the stability of the cliffs and likelihood of recurring slips at both stair assets. Weary of investing heavily in assets that will constantly need replacing. • Clarified the cost estimate for the full rebuild option assumes a complete rebuild of the stairs, in case the remaining top section is found to no longer be stable. • Requested more information on the quality of current foundations and what would be required if a full rebuild was undertaken • Concern for the risk to life. If the stairs are to be reinstated we must be absolutely certain they can withstand the coastal environment. <p>Next Steps:</p> <ul style="list-style-type: none"> • Continue with geotechnical and structural investigations at both sites • Viewing platforms will not be progressed. • Follow-up workshop in June • Business meeting report date to be confirmed

<p>4. Connected Communities - Monthly Update</p>	<p>Deb Doyle Community Broker Ruth Maloney Community Activator Jess Jacob Community Activator Sharnae Inu Māori Programming Specialist Te Mete Lowman Manager Māori Service Innovation Michael Alofa Specialist Advisor</p>	<p>Keeping informed</p>	<p>The local board was provided with a monthly update from Connected Communities, including introductions from the two Community Activators and Te Waka Kerewai Māori Outcomes team.</p> <p>The local board raised the following points and questions in response to the presentation:</p> <ul style="list-style-type: none"> • Questioned what kind of feedback the Activator has had from the Community in the north of the board area so far. Staff noted groups are starting to understand the role and how they can be assisted by them. • Suggestion to create a brief one-pager document to introduce the activators and what they do. • Suggestion to utilise Activator’s background at Auckland Transport to boost patronage of public transport in the local board area. • Acknowledge Gemma and Bronwyn from the two community houses (who were in attendance), and pass on thanks to their respective boards. • Encourage Activators to be in contact with elected members to leverage their community connections. • Confusion about the 2022 Beyond Obligations report. Staff to investigate some further context for the report and why the board had potentially not seen it before. • Sought advice on how to progress storyboards at Rahopara Pa, and what mana whenua preference would be if they do not support storyboarding. Staff note recommendations from the report suggest building relationship before progressing this further. • Concern that the relationship built with mana whenua will be lost if progress is not made; future structure of the board is not certain. Need to seize opportunity in the next 18 months. • Questioned the need to develop a tikanga / code of engagement from scratch, suggesting there is likely a similar works we can borrow from another local board area. General consensus to develop guidelines for future iterations of the Local Board. • Concern for the ethnic plan in its current form, acknowledging it is a first draft, as it’s wordy and difficult to absorb in its current state. Staff acknowledge it still requires work. • Questioned the purpose and direction of the ethnic plan and raised concern that this was not already clear. <p>Next Steps:</p> <ul style="list-style-type: none"> • Written feedback for the Ethnic Plan from board members by 8 March • Ethnic plan aiming to be at April business meeting for formal adoption
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<p>5. Active Communities</p> <ul style="list-style-type: none"> - Lake Pupuke Users Collective 	<p>Mike Thompson Sport & Recreation Lead</p>	<p>Keeping informed</p>	<p>The local board was provided with an update on the Lake Pupuke user's collective.</p> <p>The local board raised the following points and questions in response to the presentation:</p> <ul style="list-style-type: none"> • Requested clarity around who has jurisdiction over the Lake • Recommend including I&ES and Healthy Waters as group stakeholders • Concern with who's going to manage the lake and the group coordination going forward <p>Next Steps:</p> <ul style="list-style-type: none"> • The local board will consider this project as part of their 24/25 Work Programme.
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The workshop concluded at 4.16pm

Wairau Estuary

Conservation Volunteers New Zealand



Conservation
Volunteers
New Zealand



Our Vision:

An Aotearoa in which all people act as kaitiaki, nurturing nature and each other for generations to come.

Whakataukī

He rau ringa e oti ai - By many hands the task is complete.



Our Achievements to date:



12,000
Conservation events



100,000 +
Days volunteered



1,800,000 +
Trees planted



120,000 kg
Rubbish Collected



700 Hectare
Area Weeded



Wairau Estuary Enhancement

Background

- 2019/20 Enhancement plan
- Devonport Takapuna Local Board funded CVNZ to deliver restoration plantings
- Community concern/involvement high

Aims

- Protect and restore the Wairau Estuary
- Build and enhance existing community engagement
- Inspire kaitiaki among volunteers to look after te taiao



Restoration Zones

- Zone 1 – Estuary Edge
- Zone 2 – Salt Marsh
- Zone 3 – Upper Bank



What we've done

- Worked with local groups
- Site visits
- Site preparation
- Plant deliveries and layout
- Volunteer events
- Environmental education
- Photo points







Outcomes 2020-present

Events	Volunteer Days	Volunteer Hours	Value
16	382	1089	\$28,314

Plants planted	Litter removed (tons)	Area weeded (m2)	Value
3,300	4.1	2,960	\$??



Outcomes and value added 2020-present

Social Value

- People connecting to nature and their community
- People learning new skills and conservation knowledge
- Sense of purpose gained
- Community groups supported

“Your amazing team worked so hard planting in the mangroves last Saturday. The volunteers previously cleared out so much rubbish, and the residents at Omana North are so very grateful. A huge thank you.”

Milford resident



2024/25 ?

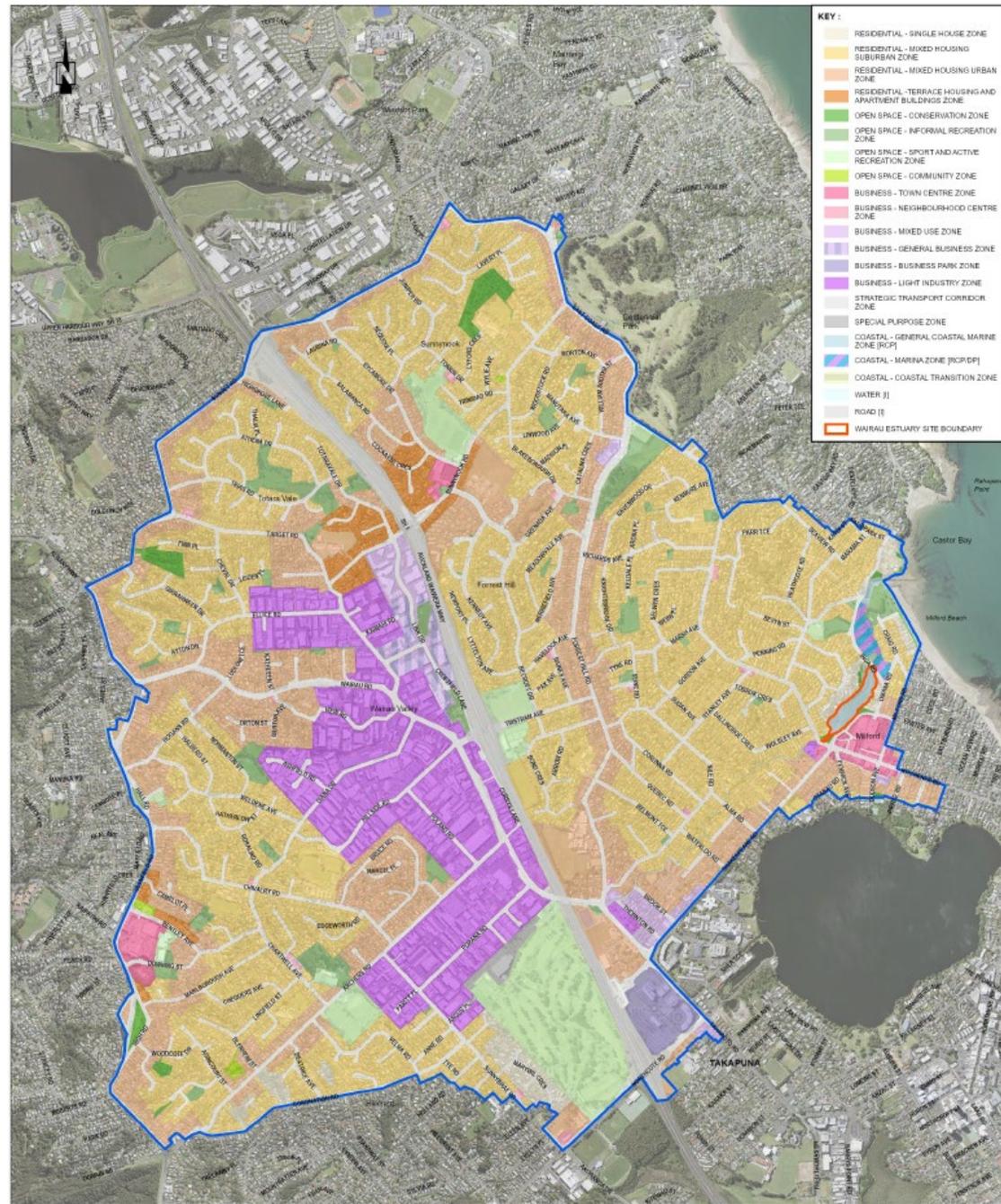
Wairau Estuary

- Complete plantings (1000 plants)
- Plant maintenance
- Photo points
- Litter removal
- Community involvement and education

Storm resilience – Catchment wide

- Door stepping
- Collaborating with local groups
- Educational events
- Consulting iwi
- Planting event (1000 trees)
- Tree give away





Any Questions?



Kiri Huddleston
Senior Project Manager
khuddleston@cvnz.org.nz
021 962 284

Belle Verde Reserve – renew park play spaces

March 2024

Nina Quintana – Project Manager

Sarah Jones – Area Manager



Purpose

- Presenting six playground concepts to the Local Board for the evaluation and selection of two;
- After the Local Board's decision, another public consultation will take place for the final concept.





Project brief

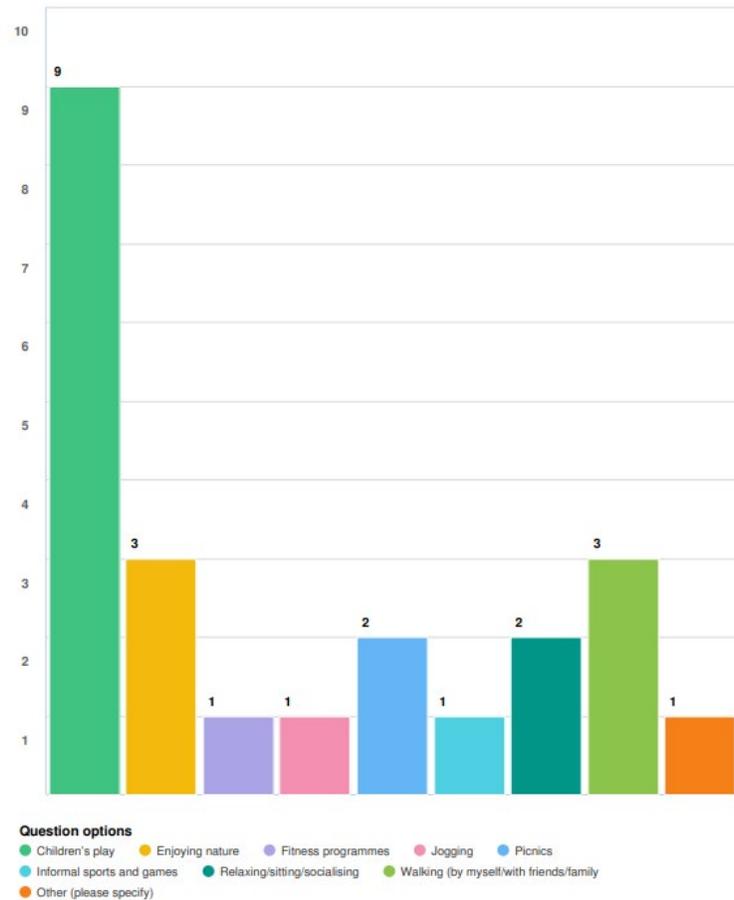
- Three suppliers were approached, and each one sent two options, resulting in a total of six concepts. ;
- The age range of the playground spans from Early Childhood (1-4 years) to Childhood (5-9 years).



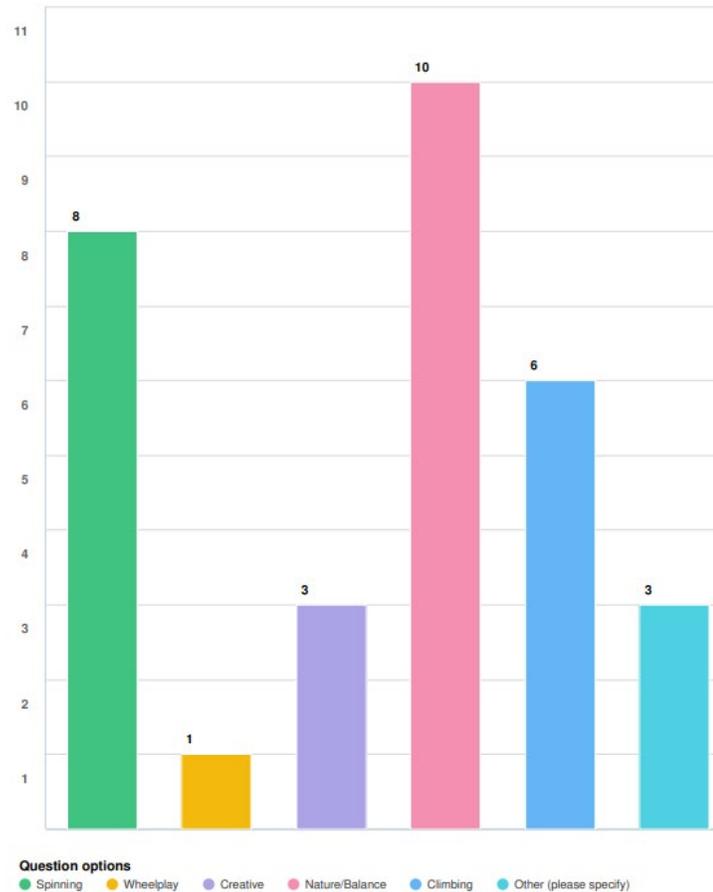


Community Consultation – AK Have Your Say Feedback

What is your main activity while at Belle Verde Reserve? (Select all that apply)



Our play spaces usually include a swing and a slide, what other activities would you like to see included in the Belle Verde Reserve? (Choose your top three)





Existing Site Photographs





Concept Options – Park Supplies & Playgrounds

Option A - \$90,000.00





Concept Options – Park Supplies & Playgrounds

Option B - \$90,000.00





Concept Options – Playground Centre

Option C - \$90,000.00





Concept Options – Playground Centre

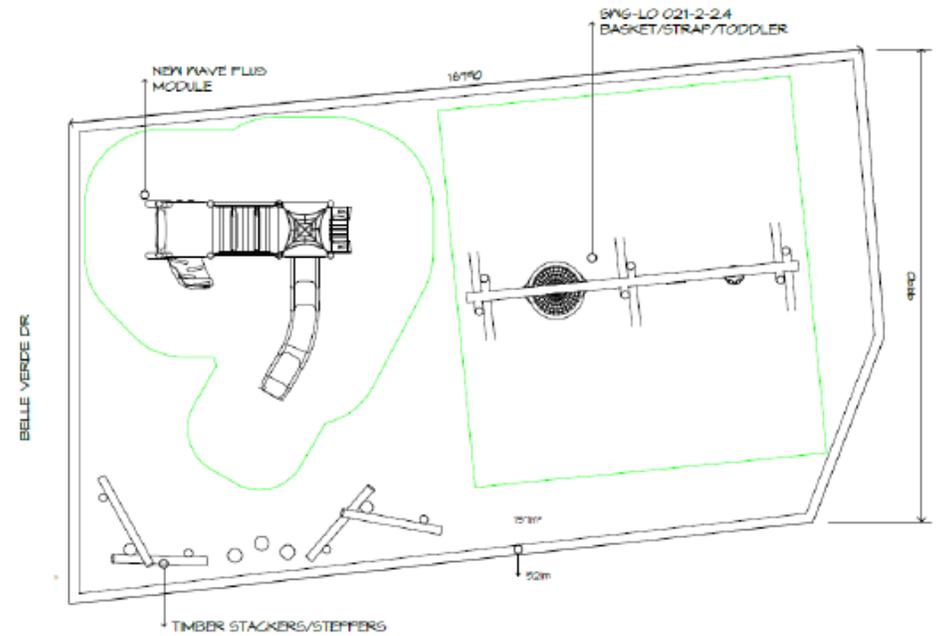
Option D - \$91,292.00





Concept Options – Playground Creations

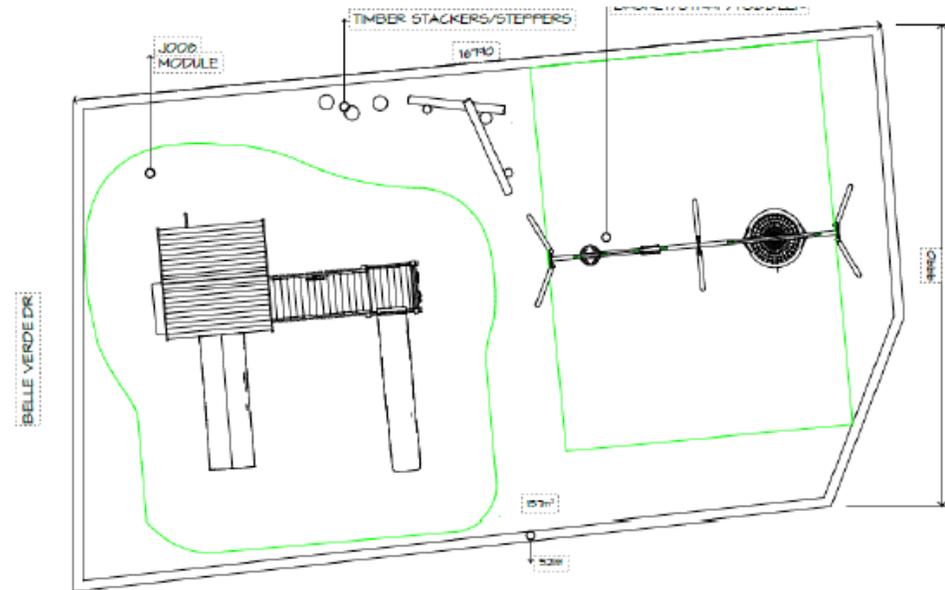
Option E - \$88,324.95





Concept Options – Playground Creations

Option F - \$75,059.47



Cost for each equipment

	PARK SUPPLIES		PLAYGROUND CENTRE		PLAYGROUND CREATIONS	
	OPTION 1	OPTION 2	OPTION 1	OPTION 2	OPTION 1	OPTION 2
Play equipment - Supply and Install						
SWINGS 1 bay mixed Curved leg, Lilly pad	\$ 7,038.00					
Module Ponga	\$ 17,408.00					
Nature/balance exercises		\$ 1,932.00				
Spinning Lunar Spinner	\$ 9,498.00	\$ 9,498.00				
SWINGS 1 bay mixed Curved leg, Lilly pad and 2 swings		\$ 9,736.00				
Flying Saucer Basket			\$ 7,856.00			
Mini Max Module			\$ 28,701.00			
Nature/balance Course			\$ 6,419.00			
Spin Out			\$ 4,265.00			
2 Bay Swing				\$ 4,598.00		
TR303 - Enviro				\$ 24,678.00		
Nature/balance Course				\$ 23,706.00		
Ultra Tuff Rocker				\$ 4,619.00		
Double Bay Timber Swing					\$ 13,467.57	
New Wave Module					\$ 45,941.58	
Nature/balance exercises					\$ 4,431.80	
Double Bay Steel Swing						\$ 14,084.05
J006 Module						\$ 33,190.42
Nature/balance exercises						\$ 3,301.00





Project Lifecycle



25 September - 16 October 2023

This consultation is open for contributions



October 2023

Evaluation and review



November 2023 - early 2024

Concept design



April-May 2024

Phase two consultation with public on two concept designs



June 2024

Update community on agreed concept design



Mid 2024

Detail design



2025 Financial Year

Playground construction begins





Next Steps

After the Local Board determines the two concepts, we will proceed with a public consultation to obtain their ultimate decision.

- April-May 2024**
Phase two consultation with public on two concept designs
- June 2024**
Update community on agreed concept design
- Mid 2024**
Detail design
- 2025 Financial Year**
Playground construction begins





Thank you

Ngā mihi



Achilles Crescent Reserve – renew playground

March 2024

Nina Quintana – Project Manager

Sarah Jones – Area Manager



Purpose

- Presenting six playground concepts to the Local Board for the evaluation and selection of two;
- After the Local Board's decision, another public consultation will take place for the final concept.





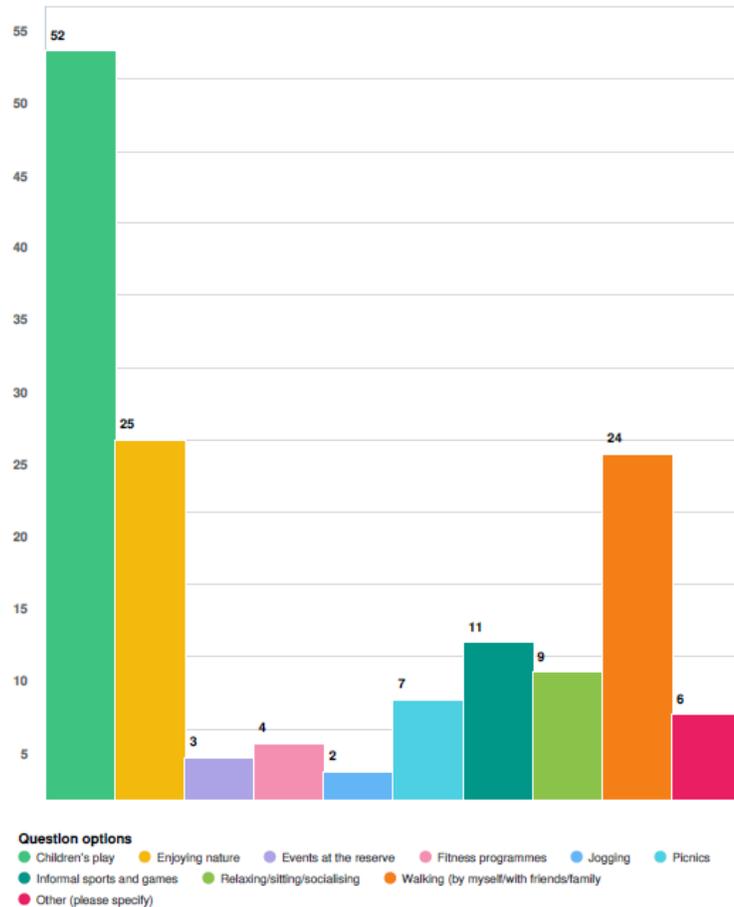
Project brief

- Three suppliers were approached, and each one sent two options, resulting in a total of six concepts. ;
- The age range of the playground spans from Early Childhood (1-4 years) to Childhood (5-9 years). A study suggested that play provisions for the Junior age group should be enhanced by exploring and implementing challenging, inclusive, multiple-use, and connected play elements.

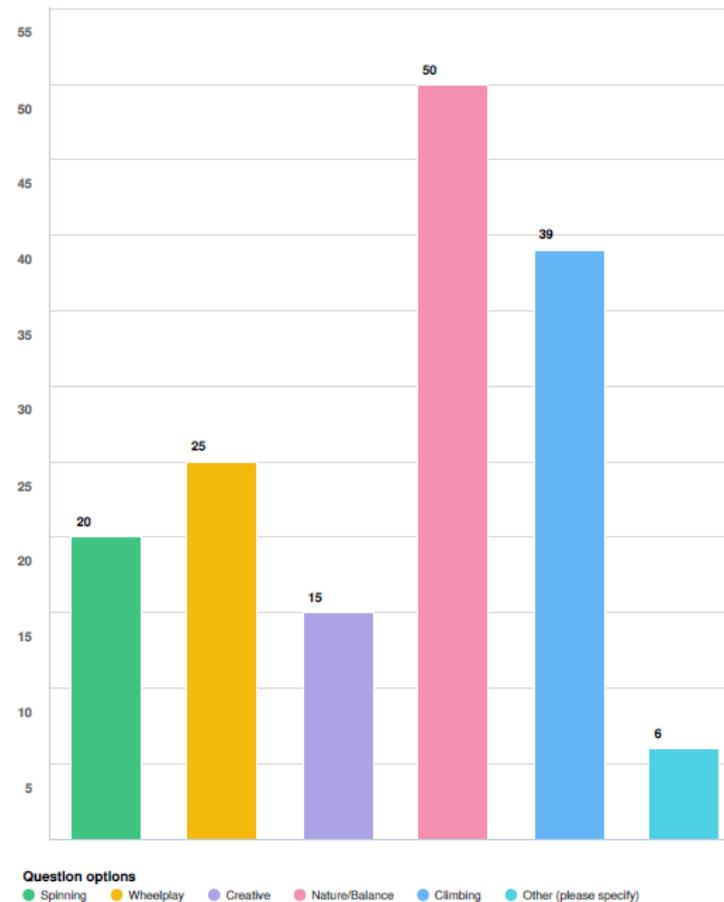


Community Consultation – AK Have Your Say Feedback

What is your main activity while at Achilles Crescent Reserve? (Select all that apply)



Our play spaces usually include a swing and a slide, what other activities would you like to see included in the Achilles Crescent Reserve? (Choose your top three)





Existing Site Photographs





Concept Options – Park Supplies & Playgrounds

Option A - \$200,000.00





Concept Options – Park Supplies & Playgrounds

Option B - \$200,000.00





Concept Options – Playground Centre

Option C - \$134,951.00





Concept Options – Playground Centre

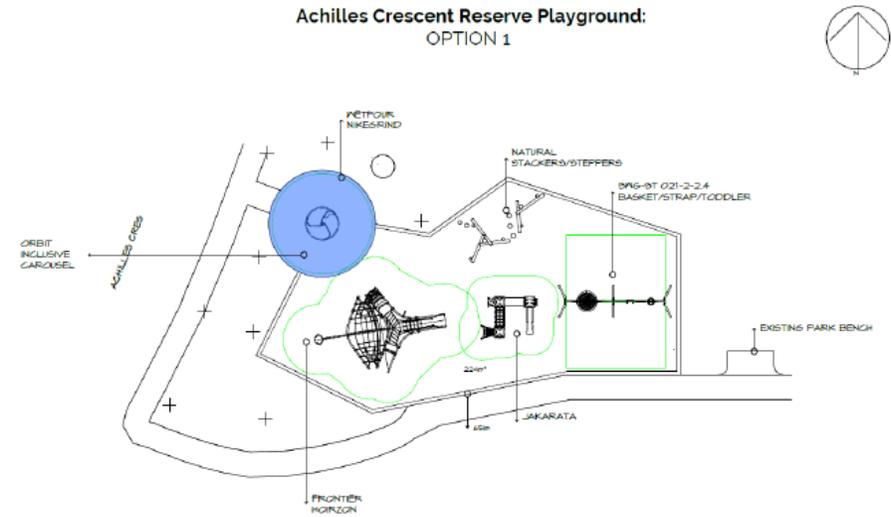
Option D - \$190,771.00





Concept Options – Playground Creations

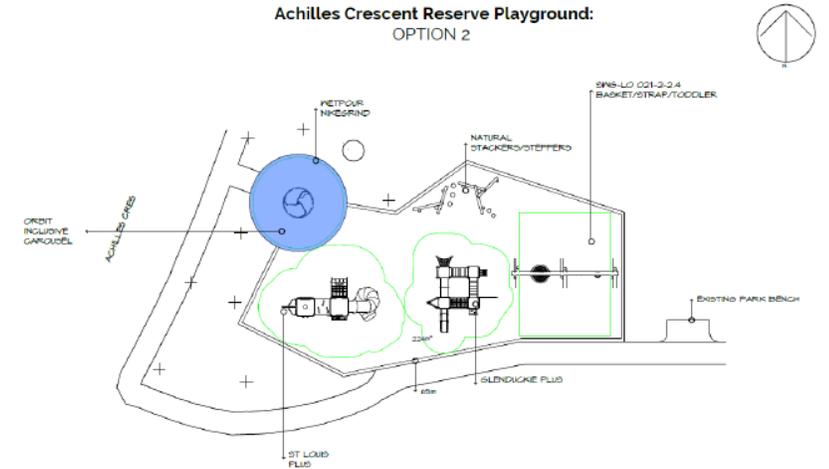
Option E - \$199,156.35





Concept Options – Playground Creations

Option F - \$199,917.56



Cost for each equipment

	PARK SUPPLIES		PLAYGROUND CENTRE		PLAYGROUND CREATIONS	
	OPTION 1	OPTION 2	OPTION 1	OPTION 2	OPTION 1	OPTION 2
Play equipment - Supply and Install						
Seesaw - Timber 2 person	\$ 4,290.00	\$ 4,290.00				
Sensory panels	\$ 6,402.00					
Module - Spiders net	\$ 32,990.00					
Nature/ balance exercise	\$ 13,768.00					
Spinning Climber - Orian spinner	\$ 28,248.00	\$ 28,248.00				
Furniture	\$ 5,049.00					
Swing - Timber A frame swing 2 Bay (1x Lillypad swing, 1x Belt seat, 1x Half bucket swing)		\$ 13,850.00				
Module - Dingy structure		\$ 13,474.00				
Nature/ balance exercise		\$ 7,332.00				
Seesaw w Painting			\$ 5,946.00			
Swing w Painting			\$ 5,438.00			
- Classic 902 - Timber			\$ 39,010.00			
Climbing Cubby Hut			\$ 12,732.00			
Kiwi Bench - Urban Effects			\$ 2,535.00			
- Giant Fern				\$ 5,946.00		
Swing w Painting				\$ 5,432.00		
Forest Hideout Tower and Balance Trail				\$ 87,838.00		
Natures Ensemble				\$ 28,643.00		
Kiwi Bench - Urban Effects				\$ 2,535.00		
Orbit Carousel					\$ 19,688.82	
Steel Frame Swing					\$ 14,084.05	
Frontier Horizon Module					\$ 72,989.48	
Nature/ balance exercise					\$ 7,376.80	
Jakarta Module					\$ 33,457.20	
Orbit Carousel						\$ 19,688.82
Timber Frame Swing						\$ 13,467.57
St Louis Plus Module						\$ 70,617.63
Nature/ balance exercise						\$ 2,225.00
Glenduckie Module						\$ 42,358.54





Project Lifecycle



25 September - 16 October 2023

This consultation is open for contributions



October 2023

Evaluation and review



November 2023 - early 2024

Concept design



April-May 2024

Phase two consultation with public on two concept designs



June 2024

Update community on agreed concept design



Mid 2024

Detail design



2025 Financial Year

Playground construction begins





Next Steps

After the Local Board determines the two concepts, we will proceed with a public consultation to obtain their ultimate decision.

- April-May 2024**
Phase two consultation with public on two concept designs
- June 2024**
Update community on agreed concept design
- Mid 2024**
Detail design
- 2025 Financial Year**
Playground construction begins





Thank you

Ngā mihi



5th March 2024

Memorandum

To: Devonport-Takapuna Local Board

Subject: Kennedy Park and Westwell Road Reserve Staircase

From: Chris Noventius, Project Manager, Parks and Community Facilities

Contact information: Chris.noventius@aucklandcouncil.govt.nz

Purpose

1. To update the Devonport-Takapuna Local Board on the status of the Kennedy Park and Westwell Road Reserve staircases which were damaged by recent weather events; and
2. To provide an interim update on potential future options for the sites, pending completion of site investigations.

Summary

3. Westwell Road Reserve staircase (8A Seacliffe Avenue, Belmont) has collapsed due to adverse weather events, resulting in the closure of access to the public.
4. A similar case occurred at the Kennedy Park staircase (137 Beach Road, Castor Bay), previously repaired after Cyclone Debbie in 2017. It has been closed again following the damage from Cyclone Gabrielle in 2023.
5. Investigation is currently ongoing for both sites to assess the extent of the damage and to develop a range of future options for the sites for consideration. Interim results of the investigation indicate a range of options for the sites, which will be confirmed once the investigation is complete.

Context

Westwell Road Reserve

6. The staircase (8A Seacliffe Avenue, Belmont) collapsed due to recent adverse weather events, and access to the staircase is currently closed. The staircase plays a critical role in providing access to the reserve area, connecting the community with natural outdoor spaces. The recent collapse underscores the vulnerability of essential infrastructure to adverse weather events and highlights the need for robust planning and mitigation strategies.
7. Investing in resilient infrastructure helps to withstand environmental challenges and supports community well-being. However, acknowledging constraints, both financial and logistical, is essential to understand what to prioritise. The current economic climate, coupled with budgetary limitations, may necessitate a pragmatic approach that balances community needs with available resources. All these considerations related to environmental conservation and regulatory requirements must be carefully addressed to ensure sustainable outcomes.

Commented [JR1]: Recommend adding the site address to this paragraph.

Kennedy Park

8. The staircase (137 Beach Road, Castor Bay) is currently closed following damage from Cyclone Gabrielle in 2023. It serves as a vital access point for visitors to the beach, facilitating recreational activities and enhancing community engagement with the natural environment. An initial closure in 2017 following Cyclone Debbie prompted significant investment in repair work, reflecting the staircase's strategic importance and the community's desire for continued access.
9. Decisions and strategic links underline the significance of the staircase within broader community development and recreational infrastructure initiatives. Enhancing public access to recreational areas aligns with council's commitment to promoting active lifestyles and fostering community well-being.
10. The current economic climate and budgetary considerations may impact the feasibility of certain options, necessitating a balanced approach which still focusses on community benefits while remaining mindful of resource limitations.

Commented [JR2]: Recommend adding the site address to this paragraph.

Commented [JR3]: Best to remain neutral and specific where possible, so suggest taking this out.

Discussion

11. Careful planning is essential to ensure that the final outcomes effectively address immediate challenges and ultimately lead to the selection of the best solution, one that can withstand environmental and financial constraints.

Westwell Road Reserve

12. Westwell Road Reserve is located at 8A Seacliffe Avenue, Belmont.



Figure 1: Westwell Road Reserve aerial map

13. The ongoing investigation seeks to gather comprehensive data from the damage incurred on the staircase and explore potential options for restoration or other alternative solutions. Based on the initial investigation, several potential options have been identified so far, each presenting unique opportunities and challenges. These options may change once the investigation is complete:

Table 1: Potential options based on interim investigation

Potential Options		Definition
1	Disestablish the staircase and construct viewing platform.	This option provides visitors with an elevated vantage point to appreciate the scenic view but may limit direct access to the beach.
2	Disestablish the staircase and construct alternative access.	Create a new accessway or access point could offer an alternative route for visitors while addressing safety concerns associated with the collapsed staircase.
3	Full closure of access.	This option involves permanently closing off access to the affected area, which may mitigate safety risks but could face backlash from the community members seeking continued access.
4	Rebuild the staircase fully.	Complete reconstruction of the staircase restores direct access to the reserve area and aligns with community expectations but requires substantial investment and may be susceptible to future weather events.

Commented [JR4]: Recommending changing 'options' to 'potential options' to avoid perception that the outcome is already decided.

- The process starts with evaluating each option against predefined criteria, utilising a scoring system ranging from 1 to 5. The option with the highest total score is then selected as the preferred choice. Further details outlining the specific criteria and scoring methodology can be found in the appendix.
- From the analysis conducted, the result shows that potential option 3 has emerged with the highest weighted score, signifying its potential to address the project's objectives effectively. This assessment may change once the investigation is complete. The detailed assessment against the outlined criteria is provided in the table below.

Table 2: Westwell Road Reserve potential options assessment

Criteria	Option 1: Disestablish the staircase and construct viewing platform.	Option 2: Disestablish the staircase and construct alternative access.	Option 3: Full closure of access.	Option 4: Rebuild the staircase fully.
Feasibility & Implementation	3	2	4	1
Accessibility	1	4	1	5
Durability & Longevity	3	2	5	1
Community Specific	2	3	1	5
Environmental Impact	3	2	4	1
Risk & Resilience - Coastal & Slip Hazard	3	2	5	1
Health & Safety	3	2	5	1
Long-Term Sustainability	3	2	1	1
Partnership Opportunities	2	3	1	5
Total Weighted Score	23	22	27	21

Kennedy Park

16. Kennedy Park is located at 137 Beach Road, Castor Bay. Named after John F. Kennedy, the former President of the United States, this park is renowned for its popularity, boasting a large staircase as the only access point to the beach.
17. The ongoing investigation aims to provide a comprehensive understanding of the damage caused by Cyclone Gabrielle and inform future decision-making regarding the staircase. Based on the initial investigation, several potential options have been identified so far, each with its own set of benefits and challenges. These options may change once the investigation is complete:

Table 3: Potential options based on interim investigation

Potential Options	Definition
1 Disestablish the staircase and construct viewing platform.	This option would provide visitors with an elevated scenic viewpoint but eliminate direct beach access.
2 Disestablish the staircase and construct alternative access.	Creating a access to the beach could improve accessibility, although it may not offer the same experience as the original staircase.
3 Disestablish the staircase, construct viewing platform and alternative access.	Combining both a viewing platform and alternative access provides multiple benefits but increases project complexity and costs.
4 Disestablish the staircase only.	Removing the damaged staircase addresses immediate safety concerns but does not improve access to the beach.
5 Rebuild the staircase fully.	Fully reconstructing the staircase restores direct beach access and meets public demand but requires significant investment.

Commented [JR5]: Recommending changing 'options' to 'potential options' to avoid perception that the outcome is already decided.

18. The methodology used to analyse will be similar to the process used for Westwell Road Reserve. From the analysis conducted, the result shows that option 1 is recommended with the highest weighted score, considering the constraints and objectives, signifying its potential to address the project's objectives effectively. The detailed assessment against the outlined criteria is provided in the table below.

Table 4: Kennedy Park Interim Potential Option Assessment

Criteria	Option 1: Disestablish the staircase and construct viewing platform.	Option 2: Disestablish the staircase and construct alternative access.	Option 3: Disestablish the staircase, construct viewing platform and alternative access.	Option 4: Disestablish the staircase only.	Option 5: Rebuild the staircase fully.
Feasibility & Implementation	4	3	3	4	1
Accessibility	1	4	4	1	5
Durability & Longevity	4	2	2	1	1
Community Specific	2	3	3	1	5
Environmental Impact	3	2	2	4	1
Risk & Resilience - Coastal & Slip Hazard	4	2	2	5	1
Health & Safety	4	2	3	5	1
Long-Term Sustainability	4	2	3	4	1
Partnership Opportunities	2	3	3	1	5
Total Weighted Score	28	23	25	26	21

Conclusion

19. The closures of both Kennedy Park and Westwell Road Reserve staircases highlight the vulnerability of coastal infrastructure to extreme weather events. The ongoing investigations into the extent of the damage and potential solutions are critical steps toward restoring access and ensuring public safety. As stakeholders evaluate options, prioritising criteria like the feasibility, accessibility, environmental impact, and long-term sustainability is essential.

Next steps

20. The investigations are set to be completed in April 2024. Following this, the proposed plans for both Kennedy Park and Westwell Road Reserve are set to be developed in May 2024. These plans will intricately incorporate the insights captured from the investigations, outlining the final options and recommendations.
21. In June 2024, a second workshop will be convened with the local board to dive deeper into the final options and recommendation alongside other stakeholders from community groups (Kennedy Park WWII Trust, Sunnynook community, Milford ratepayers) and mana whenua.

Attachments

Presentation - Devonport-Takapuna Kennedy Park and Westwell Road Reserve Staircase v1

Appendix

Commented [JR6]: Suggest removing this, to remain neutral and specific, especially as restoration is not yet decided. (In a future decision-making report about the final options it would be useful to include information about the benefits of restoration for the community, etc)

Kennedy Park & Westwell Road Reserve

5th March 2024

Chris Noventius – Project Manager, Project Specialisation
Unit, Parks & Community Facilities



Purpose

- Update the elected member progress of the investigation.
- Discuss with the elected member findings of the investigation.
- No direction currently being sought.





Westwell Road Reserve Staircase





Project background

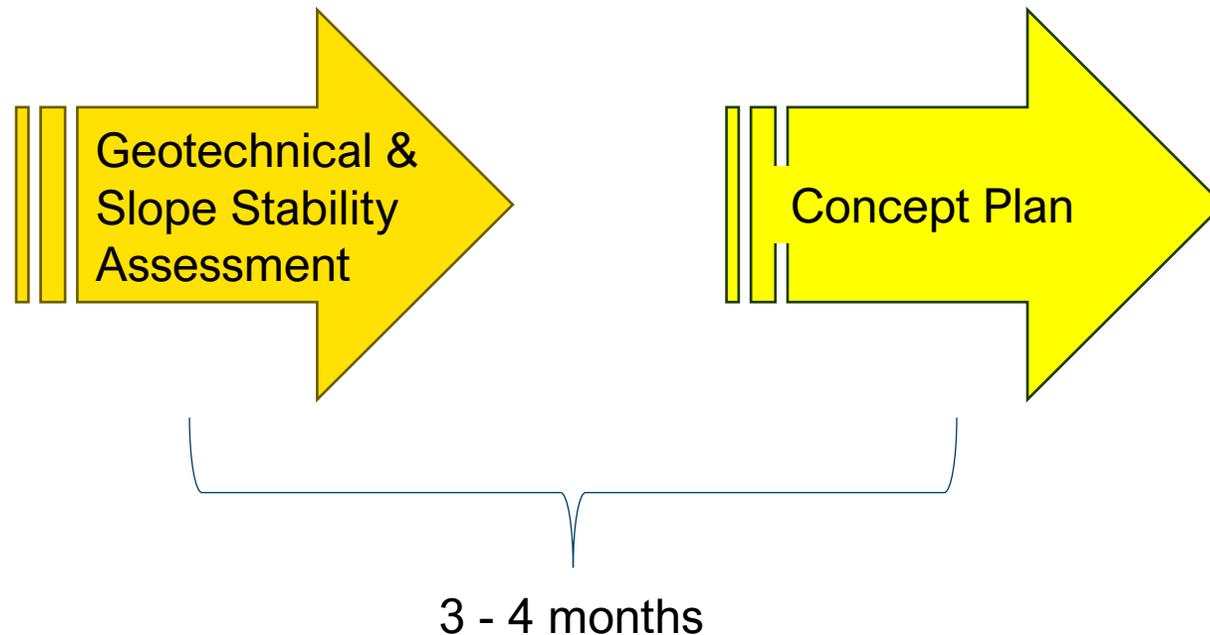
The staircase has collapsed due to adverse weather events in 2023 – January Flood and Cyclone Gabrielle. Access is currently closed to public.





Current status

Investigation is ongoing to assess the extent of the damage while developing a range of options to be considered.







Approved funding allocation

Resolution Number	Project ID	Activity Name	Activity Description	Budget source	Total Budget Allocation
DT/2023/133	40180	Devonport Takapuna - remediate storm effected assets	Investigation on assets that have been damaged by January Flood and Cyclone Gabrielle in 2023.	CAPEX Renewal	\$290,000.00
Total Budget					\$290,000.00





Options and recommendations

Option 1: Disestablish the staircase and construct viewing platform.

Option 2: Disestablish the staircase and construct alternative access.

Option 3: Full closure of access.

Option 4: Rebuild the staircase fully.





Criteria

Feasibility & Implementation

Accessibility

Durability & Longevity

Community Specific

Environmental Impact

Risk & Resilience - Coastal & Slip Hazard

Health & Safety

Long-Term Sustainability

Partnership Opportunities



Options Analysis

Options	Risk	Finance		Pros	Cons
		CAPEX (Preliminary Estimate)	OPEX (Preliminary Estimate)		
1 Disestablish the staircase and construct viewing platform.	Protest from public	\$ 400,000.00	\$ 12,500.00	1) Provide an elevated scenic point 2) Reduce maintenance costs 3) Attraction and enhance the area	1) Eliminate direct access 2) Public backlash 3) Unequal compensation
2 Disestablish the staircase and construct alternative access.	Slope instability	\$ 550,000.00	\$ 20,000.00	1) Preserve access to the beach 2) Meet public demand 3) Reduce maintenance costs	1) May not fully mitigate the risk 2) Vulnerable to natural events 3) Require ongoing maintenance
3 Full closure of access.	Protest from public	\$ 150,000.00	\$ -	1) Resolve slope instability issue 2) Minimal disruption 3) Avoid excessive spending	1) No improvement 2) Public backlash 3) Area has no use
4 Rebuild the staircase fully.	Cost blown up Slope instability	\$ 800,000.00	\$ 48,000.00	1) Restore direct access 2) Meet public demand 3) Preserve usability	1) Significant investment 2) Vulnerable to natural events 3) Ongoing repairs and maintenance 4) Major disruption





Next Steps



**Investigation
Outcome**

April 2024



Proposed Plan

May 2024



2nd Workshop

June 2024



Business Report

TBC





Kennedy Park Staircase





Project background

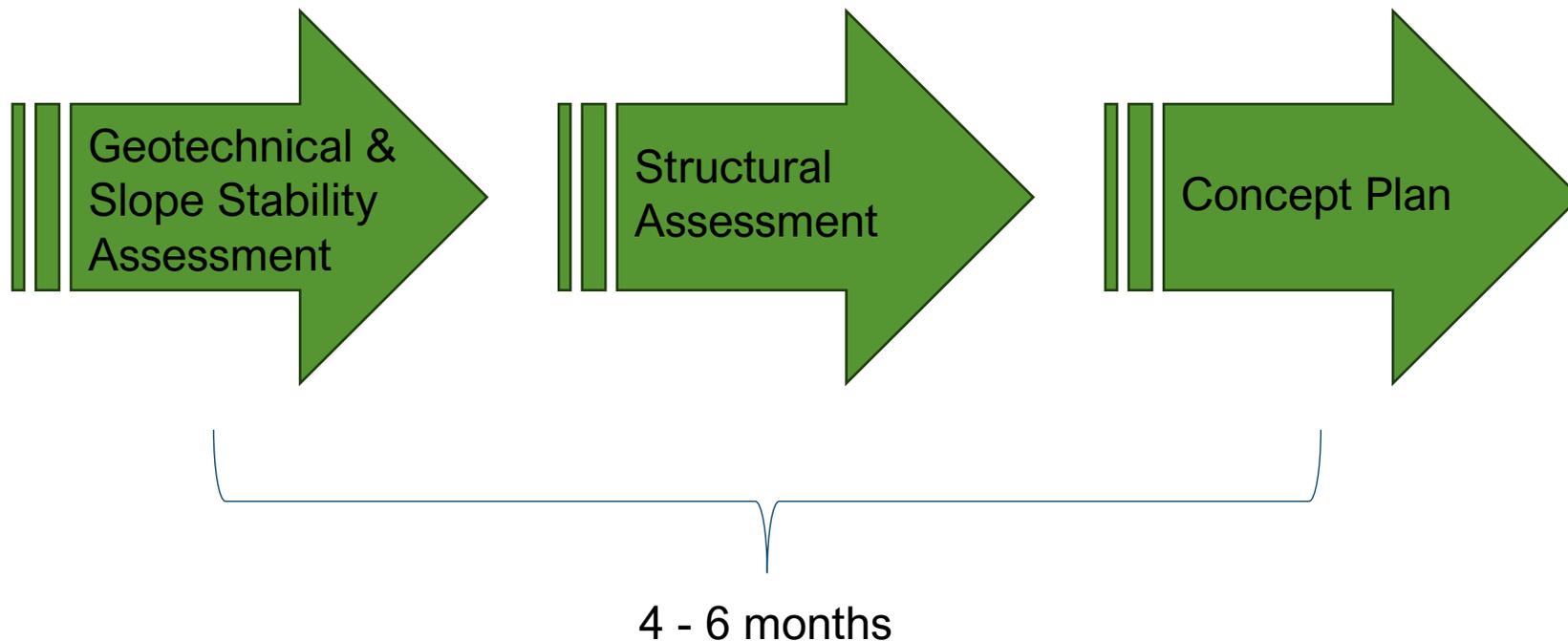
The staircase, which had been closed following the damage caused by Cyclone Debbie in 2017, underwent through repair work in 2019, at a cost close to half a million dollars. It was reopened to the public until Cyclone Gabrielle hit in 2023, the staircase is once again closed to the public.





Current status

Investigation is ongoing to assess the extent of the damage caused by Cyclone Gabrielle while developing a range of options to be considered.

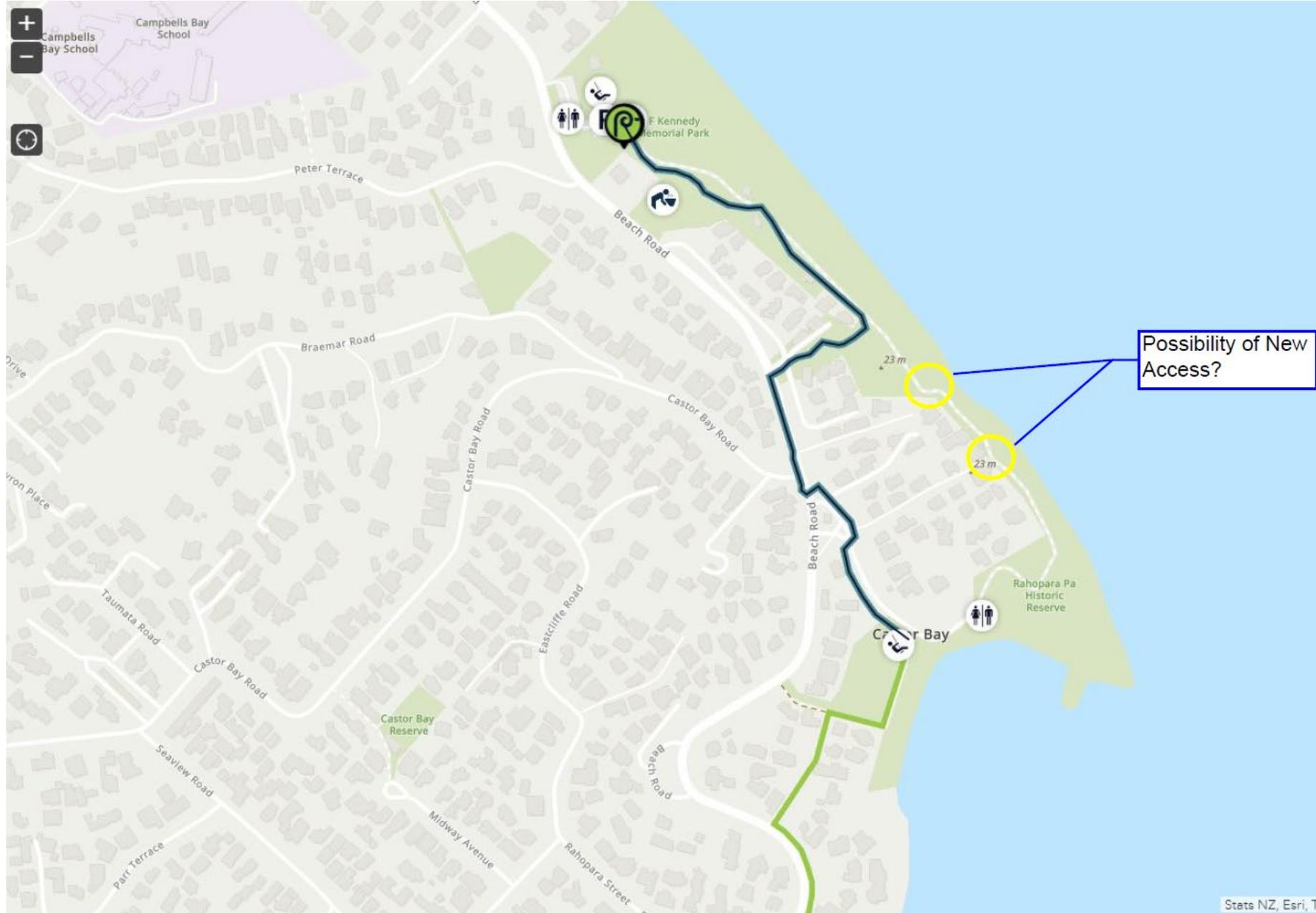




The staircase is currently closed due to damage incurred from Cyclone Gabrielle in 2023.



Alternative Access Possibility







Options and recommendations

Option 1: Disestablish the staircase and construct viewing platform.

Option 2: Disestablish the staircase and construct alternative access.

Option 3: Disestablish the staircase, construct a viewing platform and construct alternative access.

Option 4: Disestablish the staircase only.

Option 5: Rebuild the staircase fully.



Options Analysis

Options	Risk	Finance		Pros	Cons
		CAPEX (Preliminary Estimate)	OPEX (Preliminary Estimate)		
1 Disestablish the staircase and construct viewing platform.	Protest from public	\$ 400,000.00	\$ 12,500.00	1) Provide an elevated scenic point 2) Reduce maintenance costs 3) Potential attraction and enhance the area	1) Eliminate direct access 2) Public backlash 3) Unequal compensation
2 Disestablish the staircase and construct alternative access.	Slope instability	\$ 350,000.00	\$ 10,000.00	1) Improvement opportunity 2) Preserve access to the beach 3) May address safety concerns	1) Require investment 2) May not offer similar experience 3) Potential disruption
3 Disestablish the staircase, construct viewing platform and alternative access.	Cost blown up Slope instability	\$ 550,000.00	\$ 20,000.00	1) Combined benefits 2) Offer a multi-functional space 3) Provide options for visitors	1) Require careful planning 2) Increase project complexity and costs 3) Longer timeframe
4 Disestablish the staircase only.	Protest from public	\$ 150,000.00	\$ -	1) Resolve slope instability issue 2) Minimal disruption 3) Avoid excessive spending	1) No improvement 2) Area in a temporary state 3) Public backlash 4) Require additional resources for monitoring
5 Rebuild the staircase fully.	Cost blown up Slope instability	\$ 1,300,000.00	\$ 60,000.00	1) Restore direct access 2) Meet public demand 3) Preserve usability	1) Significant investment 2) Vulnerable to natural events 3) Ongoing repairs and maintenance 4) Major disruption





Next Steps



April 2024



May 2024



June 2024



TBC



Thank you

Ngā mihi



FINAL REPORT

TE RAHOPARA PĀ

Devonport-Takapuna Local Board

Tui Gilling
November 2020



Introduction

Te Rahopara Pā is a significant pā site on the headland at Castor Bay with a considerable Mana Whenua of Tāmaki Makaurau footprint, multiple interests and history of occupation of the site.

The Mana Whenua history of the pā has been largely unexplored from an iwi perspective in the public domain.

I was commissioned in July 2020 to undertake the following:

- Compile a history of the Pā site, in conjunction with Mana Whenua;
- Provide the Devonport-Takapuna Local Board with an outline of the collated history for the story board project by 30 November 2020;
- Compile a record of Mana Whenua connections with contact names and details for the Local Board.

Process

The process identified at the start of the commission was:

- (1) Contact mana whenua (13) who have interests in the Devonport-Takapuna Local Board area. They self-identify their interests in Te Rahopara Pā;
- (2) Determine their support for the story board project;
- (3) Set up a process for engagement: proposed hui (2 possibly 3) and site visit. Timetabling and Budgeting were also required.
- (4) Share information collated to date & determine further sources which may include cultural impact assessments.
- (5) Discussion of Māori Values and stories that they wish to see in the public domain, excluding issues of Māori cultural intellectual property that they wish to maintain within the iwi.
- (6) Discussion of next steps and recommendations.

Constraints

At a hui on Wednesday 22 July with Local Board officers and Auckland North Community and Development Inc (who were holding the resource) some possible constraints were discussed. These included:

- Project may not be priority for Mana Whenua;
- There are likely to be multiple stories that need to be accommodated;
- Capacity/capability issues;
- Internal mandate issues;
- Short timeframe for delivery-engagement takes time;
- Cost constraints;
- Managing Mana Whenua, Community, Local Board, Parks, expectations of this commission.



Engagement with Mana Whenua

Securing a process for engagement was made difficult as Tāmaki Makaurau entered Level 3 lockdown in August.

Contact was made that month with all 13 iwi using the list of iwi interests in the Devonport-Takapuna Local Board areas from Auckland Council to determine if they have interest, a wish to proceed and a suitable date for an initial hui (*Attachment 1*). Contact was made again in September.

Using an existing Auckland Council or CCO collective Mana Whenua Kaitiaki table was the preferred option to enable discussion. Should Mana Whenua so choose however and to respect their own Mana Motuhake, individual hui was also offered.

All Mana Whenua were emailed information that had been passed on from the Local Board officer that related to the site these include archaeology assessments, newspaper clippings and short historical articles predominately from the 1960s/70s.

Through the process identified above, 4 iwi responded. These were:

- Ngai Tai ki Tāmaki, Zaelene Maxwell-Butler;
- Te Ākitai Waiohua, Adrian Pettit;
- Ngāti Maru, Geoff Cook;
- Ngāti Paoa (Iwi Trust), Haydn Solomon & Crystal Cherrington

A number of iwi deferred to those with interests. Mana Whenua who deferred to others were Ngāti Tamaoho, Te Runanga o Ngāti Whātua (to Te Kawerau a Maki) and Ngāti Whatua o Ōrākei (to Ngāti Paoa).

You may wish to note that Te Kawerau a Maki did not respond and Ngāti Paoa have two representative entities and no response was received from Ngāti Paoa Trust Board.

Auckland Transport Mana Whenua Kaitiaki table provided an opportunity for discussion on 9 September 2020 (via Microsoft Teams online) and a hui at Ngāti Paoa Iwi Trust's request was arranged on site at Te Rahopara Pā on 21 September 2020.

At the hui and on site the commission was outlined and the written source material discussed that had been provided.



The hui participants expressed concern at the lack of relationship they have with the Devonport-Takapuna Local Board, and the lack of a formal Kaitiaki engagement process, adequate resourcing and time for the signage project. They indicated that their aspirations overall for the site (not just signage) had never been discussed. They also expressed some suspicion about the intention of the community for the site.

There were also views expressed that signage was not a priority at this time due to Covid 19. Their own interests were in ensuring iwi members were healthy and they had economic/financial security and an ability to put kai on their table. This could be perceived as frivolous at this time.

The following recommendations were made:

- Ngāi Tai ki Tāmaki, Te Ākitai Waiohū and Ngāti Maru have interests in the site. They agreed however, that the signage project for Te Rahopara Pā not proceed in this current form.
- Mana Whenua wish to see progress in developing a genuine and meaningful relationship with the Devonport-Takapuna Local Board at all levels.
- The Devonport-Takapuna Local Board is to establish a process of engagement with Mana Whenua that is resourced and meets their aspirations.
- Mana Whenua do not wish for work to be undertaken on the site or signs erected depicting its history. This needs to be undertaken with their express approval.
- Mana Whenua do not support the dual naming of the site.
- Due to the current climate with Covid-19, they consider that signage is not a priority.

Ngāti Paoa Iwi Trust specifically recommended:

- Their wish to be involved in future discussions on the pā site but not in this process. They wish to be engaged separately to acknowledge their mana. Contact details have been passed on to Local Board officers.

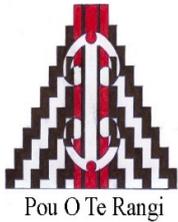
Conclusion

In conclusion I was unable to complete the collation of the historical narratives from Mana Whenua and provide the cultural narrative/storyboard as requested. An extensive contact list has however been developed and a pathway forward recommended by Mana Whenua.

I make the following observations:



- A Mana Whenua Engagement Process needs to be developed and adopted that incorporates key engagement principles including resourcing and engaging early throughout the project's lifecycle. This will also ensure relationships are built effectively and maintained by staff;
- The aspirations of Mana Whenua need to be agreed up front and clearly understood. Signage may be a small component of their aspirations for Te Rahopara Pā as this may not meaningfully express their connection to the site. Archaeology determines physical occupation however it is Mana Whenua stories and cultural perspectives that are required to give full meaning to the history of Te Rahopara Pā and their relationship to it.
- Local Board staff need to lead this relationship with Mana Whenua supported by contracted experts. Growing cultural competency is also recommended.



Beyond Obligation

Independent Review of Auckland Council's
Engagement with Māori

Judy Campbell — September 2022

Introduction

Ngā mihinui ki a koutou. Thank you to all of those who gave me their time and wisdom in the months of this review. I acknowledge the tangata whenua and mataawaka leaders and representatives who shared their knowledge and passion for achieving a more productive relationship with the Auckland Council group, despite this not being the first time they have been asked and answered these questions.

A particular thank you to the helpful staff of Ngā Mātārae and Council's teams in legal, finance, planning, governance support and consenting.

Acknowledgements

Ko Makamaka te maunga

Ko Taieri te awa

Ko Tangata Tiriti te iwi

Ko Margaret raua ko Roger Smith oku matua

No Ōtepoti ahau, kei Tūranganui a Kiwa ahau e noho ana

Ko Judy Campbell ahau

I want to acknowledge those who have guided the journey I am on to an understanding and practice of Te Tiriti o Waitangi. From Moana Jackson at University to my colleagues, mentors and friends through my role as Chief Executive in bicultural organisations: Jim Maniapoto, Ta Wira Gardiner, Hekia Parata, Anaru Vercoe, Hone Hurihanganui, Howard Reti, Prof. Graham Smith, Dr Wayne Ngata, Glenis Philip-Barbara, Ta Derek Lardelli, Walton Walker, Apirana Ngata, Meng Foon, Amohaere Houkamau, Selwyn Parata, Herewini Te Koha, Ronald Nepe and Cadence Kaumoana. Each one moved me further along the pathway of understanding what a true Treaty partnership could look like.

Most importantly to my husband and daughters who ground me in the reality of life as Māori in Aotearoa.

Errors and Omissions

I acknowledge there are likely to be errors and omissions within this review. It is likely that there are examples of good and poor practice that I am unaware of, given the nature of an external reviewer with limited access and a limited time span. I apologise for any errors and omissions.

That being said the statutory framework and the key planning and policy documents are straightforward and not subject to easy misinterpretation. The findings of the review are based on discussions with iwi and mataawaka representatives and are in clear alignment with many previous audits and reviews so are able to be relied on.

There was very little comment from iwi representatives on Council Controlled Organisations (CCOs) despite being asked specifically about their relationship. To compensate for this, I interviewed the chair of one of the CCO mana whenua forums and feel confident that the comments made in the report can be applied generally to Council and the CCOs.

The recommendations are made based on my professional experience as a Chief Executive in local government, in organisations with a strong commitment to Te Tiriti and an iwi Trust Board.

Purpose of this Review

The four objectives of the review are to:

- clarify and confirm our legal and core policy objectives for mana whenua and mataawaka engagement and relationships.
- take stock of our existing mechanisms and approaches, including their documented mandates and objectives.
- determine the extent to which those mechanisms and approaches are achieving their stated objectives; and their alignment to our core legal and policy objectives; and
- identify key gaps and risks across our current arrangements.

The review findings will then be applied to the consolidation and re/design of council group's Māori engagement arrangements.

Review scope

The scope of the review will take in Auckland Council (and group) engagement and relationship management arrangements and mechanisms applied to its:

- bilateral partnerships with mana whenua iwi;
- pan-iwi engagement, collaboration, and advisory fora; and
- mataawaka entities and communities.

Not in scope

The Independent Māori Statutory Board is not in scope of this review, nor are the three co-governance entities to which Auckland Council has statutory responsibilities as part of Treaty of Waitangi claims settlement redress, namely the Tūpuna Maunga o Tāmaki Makaurau Authority, Ngāti Whātua Ōrākei Reserves Board and Te Poari o Kaipātiki ki Kaipara.

General Nature of the Critique

It is taken as a given that the critique, comments and recommendations in this review are aimed at the system of ACG rather than individual staff. It was clear in my interactions with Council that there are many individual staff who exhibit a keen focus on meeting mana whenua and mataawaka aspirations. It is however evident that there is not a critical mass of such staff and/or that they do not hold sufficient authority to make the fundamental changes within ACG engagement practices that are asked for by Māori.

Executive Summary

The first part of the review sought to examine the statutory obligations and planning commitments of Auckland Council Group (ACG) to Māori. Much of this has been documented previously however there are few places where this information can be found in one place.

ACG has clear statutory requirements to understand and meet the needs and aspirations of mana whenua and mataawaka.

ACG has committed at a governance level to meet the needs and aspirations of mana whenua and mataawaka many times in its adopted planning documents.

Given that ACG's commitment statements are already made at a governance level it is for the operational arm of Council to make it real.

Auckland Council Group has been audited many times over the past 13 years. Similar themes of deep seated concern and dissatisfaction continue to be expressed by Māori regarding the lack of true relationship with ACG.

The concerns fit within the following themes:

Low levels of iwi satisfaction with Council's current Māori engagement operating model

ACG doesn't act as a Group when it comes to engagement with Māori

Failure to recognise mana whenua as ACG Treaty partner and honour commitments

An unsustainable and inadequate engagement framework, forcing mana whenua to be reactive rather than proactive

Lack of adherence to a best practice engagement approach

Few opportunities provided for Rangatira ki te Rangatira (chief to chief) and Board level engagement

Unsupported operational-level engagement

Failure to recognise constraints on mana whenua capacity (time and resources)

Lack of skill and understanding of Māori by many ACG staff

Key Findings of this review:

1. Lack of satisfaction from Māori in their relationship with Auckland Council Group (ACG)

- Engagement is not the right word to describe the activities undertaken

2. Different views on the purpose, means and outcomes of engagement

- Clear requirement to engage
- ACG defines engagement but undertakes consultation
- ACG controls the agenda for engagement
- Iwi have a Tiriti framework in mind for engaging with Council
- There is a difference between fine sounding policy and actual implementation
- There is insufficient definition and measurement of success
- Kia Ora Tāmaki Makaurau can be iteratively improved to include engagement outcomes
- Lack of co-ordination as a Group in the engagement process

- Project implementation not programme level consultation
- Lack of impact irrespective of consultation
- Disengagement because of too much low level engagement
- Te Mātāpuna needs to be completed
- The obligation to engage is on ACG

3. Confused focus for engagement. ACG has:

- Engaged inappropriately with the Mana Whenua Forum
- Not engaged sufficiently with 19 individual iwi entities
- Misused the term 'mana whenua'
- Lacked the ability (and/or will) to navigate through complex cross claims
- Confused the roles of the Tāmaki Makaurau Mana Whenua Forum
- Failed to engage sufficiently with mataawaka

4. Lack of sufficient resources for the relationship

- Lack of resources for Ngā Mātārae to sufficiently guide Council
- ACG Failed to attract and retain talented Māori staff
- ACG Adopted an overly cautious approach in the relationship with Māori

5. Complex and inequitable financial arrangements

- Complex payment processes which are a burden to smaller organisations
- Lack of co-ordination in levels of fee payment
- Duplication of fee payment for contribution and advice and an absence of support for mataawaka
- Little if any outcome measurement for the funds being granted
- Lack of recognition of skills bought to tasks such as CVA assessments
- Lack of definition and therefore tracking ability of costs of Māori engagement

Iwi and mataawaka do not have an obligation to engage with ACG so therefore must see a beneficial return on engagement

Nothing supersedes mana whenua iwi and hapū rights, irrespective of size of iwi or the number of iwi with mana whenua rights in the rohe. Collective engagement with a Mana Whenua Forum does not count as engagement with individual iwi entities.

Given that ACG's commitment statements are already made at a governance level it is for the operational arm of Council to make it real.

The region has a complex and rich Māori history with 19 mana whenua entities and 154,000 mataawaka to service. ACG are sophisticated large organisations with extensive resources which could more successfully engage with Māori provided they made the operational commitment to do so.

This review does not attempt to have all the answers to creating a mutually satisfying and beneficial relationship between Māori and ACG. That needs to be mutually created by those parties. Individual iwi and mataawaka communities will have different needs and aspirations which only they can express to ACG.

The recommendations are however based on creating a stronger platform for the relationships to develop in the right direction over time.

Many of the recommendations over many independent reviews and audits have not made a fundamental difference to the relationship between Māori and ACG. I believe that's because they have been from an external perspective and have focused on policy and procedure. I believe the issue is fundamentally one of an ACG culture which does not actually think of Māori as partners but rather an obligatory stakeholder. So, to successfully engage requires a culture shift of commitment at the highest level of operations.

This combined with some supportive meeting platforms for exposing more of the partners to each other, backed up with some operating system investment and improvements should make a difference.

This would lead to an ongoing deepening of the relationship between Māori and ACG. That beneficial relationship could then create the direction, methods and measurements to continue to not just grow the relationship but deliver the agreed Māori wellbeing outcomes.

A short list of the key levers for change are:

- Individualised 19 iwi and mataawaka entity engagement relationships, leading to ongoing co-design and enablement.
- Clarity of roles of the Mana Whenua Forum from a ACG perspective
- Shared vision for the relationship and co-ordinated engagement
- Broader investment in internal culture and capability, including strengthened leadership from the Executive Leadership teams of ACG and Ngā Mātārae
- Planned, needs based investment in external Māori capability to engage with ACG
- Focused commitment from the Executive Leadership teams to developing a Māori engagement culture throughout all of ACG
- Focused measurement of all aspects of engagement and the tracking of activities, particularly Kia Ora Tāmaki Makaurau and Te Mātāpuna, all the way through to benefit realisation

Detailed Recommendations for change are:

- Substantially improve support to iwi entities:
- Recognise and organise ACG's relationship with mataawaka:
- ACG clarifies the relationship it wants with the Mana Whenua Forum
- Significantly improve coordination of ACG's relationship with Māori
- Create a shared understanding and vision for Māori in Auckland at all levels.
- Invest in culture and capability for both the partners.
- Provide better support and measurement of Māori engagement outcomes

Finally, complexity is likely to increase in time if the many proposed regulatory reforms become law. Beyond that the opportunities for the region in truly engaging with Māori are extensive. ACG needs to make a deeper cultural commitment to engaging with tangata whenua since both are grounded in the region and neither are going anywhere.

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2. The Independent Review
3. Key Findings:
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Part One

Current Picture: Statutory Framework for Council's Engagement with Māori

Introduction

A key task in this review is to understand the drivers and results of the engagement activities between the Auckland Council Group (Council and its Council Controlled Organisations) and Auckland Māori. This section looks at the obligation to engage. For the purposes of this review, "legal objectives" means statutory obligations on council relating to engagement with Māori.

This review acknowledges that separate to statutory obligations, the common law plays a vitally important role in spelling out how Te Tiriti o Waitangi/the Treaty of Waitangi is relevant to decision-making by public bodies (both Crown and non-Crown). This complex web of common law legal norms is constantly evolving and is of constitutional significance to Aotearoa. However common law considerations, including general public law principles, for example in relation to taking into account Te Tiriti, the legal status of tikanga, and statutory interpretation principles, are outside the scope of this review.

The nature and extent of the Council's statutory obligations to Māori vary significantly across different legislation, although key themes emerge. These include:

- consider Treaty principles
- provide opportunities for Māori participation in Council's decision-making processes
- recognise Māori cultural values and perspectives, including mātauranga Māori, tikanga Māori and kaitiakitanga
- the Council's duty to contribute to Māori capacity
- enable and promoting Māori well-being.

1.1 Current Legislation

Local Government Act 2002

Māori participation in local government

Many of the decisions councils make affect the everyday life of Māori. Active community participation in local democracy is a key concept in the Local Government Act 2002. The Act contains a number of provisions that relate specifically to Māori. The Act recognises and respects the Crown's obligations under te Tiriti o Waitangi by placing some specific obligations on councils.

The Act requires Auckland Council to:

- Establish, maintain and improve opportunities for Māori to contribute to local government decision-making processes.
- Enhance Māori capacity to contribute to decision-making
- Ensure processes are in place for consulting with Māori.
- Consider ways to foster Māori contribution to local government decision-making processes.
- Provide relevant information to Māori.
- If making a significant decision about land or water, take into account the relationship of Māori and their culture and traditions with their ancestral land, water, sites wāhi tapu, valued flora and fauna, and other taonga.

Alongside specific obligation to Māori are the four well-beings from the Local Government (Community Wellbeing) Amendment Act which resulted in the reinstatement of the purpose of local government to promote community wellbeing.

This means local authorities are responsible for improving social, economic, environmental and cultural well-beings of their communities. This is inclusive of Māori communities.

Local Government (Auckland Council) Act 2009

The Local Government (Auckland Council) Act 2009 (LGACA) establishes the Auckland Council as a unitary authority for Auckland. It contains the special provisions for Auckland which are different from all other Councils in New Zealand. This includes:

- the powers of the Mayor
- the dual governance structure, namely governing body and local boards
- Auckland Transport and water CCOs
- the need for a Spatial Plan
- some particular requirements regarding Māori, including the creation of the Independent Māori Statutory Board

Resource Management Act 1991

The Resource Management Act (1991) (the RMA) specifically references tāngata whenua (rather than Māori as the LGA does). The RMA regulates matters that involve the use of land and water and as these are considered taonga in Te Ao Māori and so have considerable impact on iwi and hapū interests. The Act recognises Māori interests in natural and physical resources and contains some specific provisions for consulting and working with tāngata whenua. Some of the key provisions in the RMA that are most relevant are:

- **Section 6:** recognises the national importance of the relationship of Māori and their culture and traditions and their ancestral lands, waters, sites, wāhi tapu, other taonga and historic heritage
- **Section 7:** requires that particular regard be given to kaitiakitanga
- **Section 8:** provides that to achieve the purpose of the Act all persons exercising powers under the RMA must take into account the principles of the Treaty of Waitangi.

Reserves Act 1977

Auckland Council has over 4000 parks and reserves. Under this Act, decision-makers must give effect to the principles of te Tiriti. Treaty obligations are overarching and not something to consider later. They require active protection of Māori interests.

The Supreme Court in the Ngāi Tai ki Tāmaki case relating to Motutapu stated that this requires more than mere consultation with mana whenua, as a procedure. Regarding assessment of applications for activities, achieving substantive outcomes for iwi or hapū may mean declining other applications.

One approach is to enable iwi or hapū to reconnect to their ancestral lands by taking up opportunities on reserve land/the conservation estate.

Some of the key Treaty principles likely to apply are:

- Partnership – acting reasonably towards each other, and in good faith
- Informed decision-making – being well-informed of mana whenua interests and views, e.g. by early consultation
- Active protection – protecting Māori interests retained under te Tiriti/the Treaty. This includes the promise to protect rangatiratanga and taonga.

1.2 Treaty Settlements

There are three co-governance entities created by Settlement legislation and outside the scope of this review, the Tūpuna Maunga o Tāmaki Makaurau Authority, Ngāti Whātua Ōrākei Reserves Board and Te Poari o Kaipātiki ki Kaipara. Treaty settlement legislation in Tāmaki Makaurau has to date resulted in few other statutory obligations on Auckland Council. The primary obligation arises from the ‘statutory acknowledgement’ redress mechanism, which relates to Resource Management Act resource consent processes.

Council as Resource Consent Authority must have regard to a Treaty settlement statutory acknowledgement when determining whether the relevant hapū/iwi trustees are “affected persons” in relation to a consent application. Council must also forward summaries or copies of notices of consent applications, unless mana whenua choose to waive this right. It is noted, however, that as a matter of practice this process is undertaken with all hapū and iwi irrespective of whether or not a statutory acknowledgement obligation is owed to them.

In Auckland less than half of the 18 hapū and iwi engaged in the historical Treaty settlement process have concluded their settlements and have legislation which create obligations on Auckland Council. Several Auckland iwi groups are close to settlement.

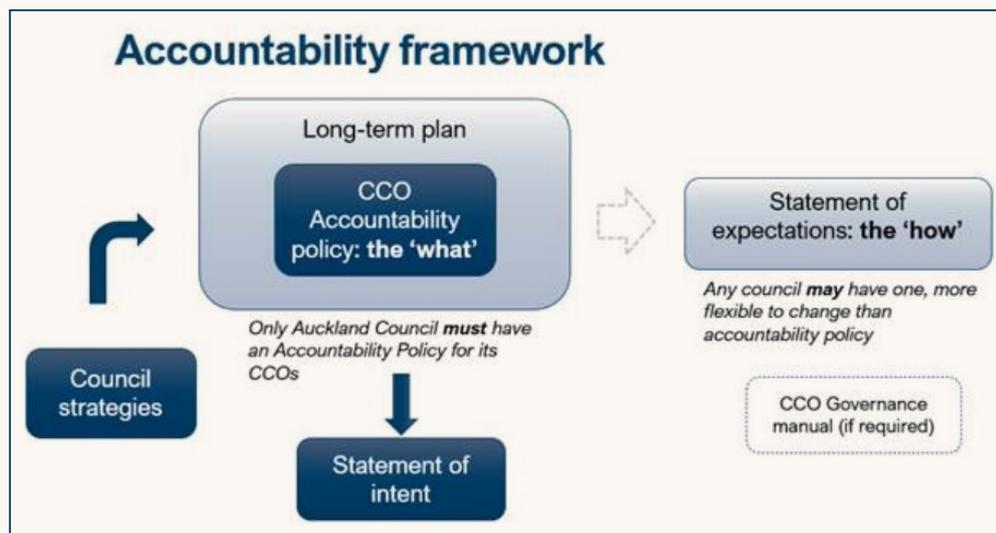
It is also noted that collective Treaty settlements in respect to the harbours in the Auckland region are still pending.

1.3 Auckland Council Controlled Organisation’s (CCOs) and their obligations for engaging with Māori

CCOs are not local authorities and as such the statutory obligations in respect of engaging with Māori applicable to Auckland Council do not apply in the same way to CCOs. There are, however, a range of tools through which Auckland Council provides direction to its substantive CCOs. The Auckland Council: Statement of Expectations of substantive council-controlled organisations provides guidance on how CCOs should undertake their business, while the Accountability Policy contained in the Long-term Plan, focusses at a high-level on what CCOs must do.

The Statement of Expectations sets out an expectation that CCOs will act consistently with the statutory obligations of Auckland Council. It also states that CCO decision-making must reflect consideration of Māori interests and values, and that to support the council’s commitment to achieving better outcomes with Māori, CCOs should establish enduring relationships with Māori based on respect and understanding.

The Accountability Policy sets out the key elements of expectations for CCOs in respect of improving outcomes for Māori. This includes ensuring that the principles of te Tiriti o Waitangi are applied consistently in their activities and decision-making. Through these means, Council seeks to ensure that CCOs engage with Māori consistently with the Council’s obligations, however they are not tantamount to statutory obligations on the CCOs (and a CCO would not be in breach of a direct statutory obligation if it did not comply).



Other Statutes Referencing Obligations to Māori for Local Government

There are approximately 30 statutes in total referencing various legislative obligations to Māori, in addition to the key ones relating to engagement set out to the left.

1.4 Proposed Legislation with Implications for Iwi/Council Relationships

Three Waters Reform

In June 2022, the Water Services Entities Bill was introduced to Parliament, to progress implementation of the Three Waters Reform. The three waters services in the 'Three Waters Reforms' are the council-owned infrastructure network and processes used to treat, transport, and discharge drinking water, wastewater and stormwater. The Government's Three Waters Reforms are proposing to shift the current 67 council-owned and operated three waters services into four new publicly-owned entities to manage the future delivery of these services. It is planned that the new entities will be in place by July 2024.

The entities will be owned collectively by councils as the current owners of these services. Mana whenua will sit alongside local government on the Regional Representative Groups in joint strategic direction and oversight of the entities. The entities will have independent, competency-based boards that will manage the day-to-day business of the entities informed by the priorities and expectations set by the Regional Representative Groups

Auckland Council's water assets will sit in Entity A, alongside all of the Northern councils. The Water Services Entity Bill currently provides that mana whenua whose rohe is within the service area of a water services entity must appoint mana whenua representatives to the regional representation group, which is to have a maximum total membership (ie including an equal number of council representatives) of 14.

Resource Management Act Reform

In February 2021, the Government announced it would repeal the RMA and enact new legislation. The Waitangi Tribunal has frequently noted the failure of the legislation to protect hapū and iwi rights and the exposure draft of the new legislation has strengthened those rights.

The three proposed acts are:

- Natural and Built Environments Act (NBA), as the main replacement for the RMA, to protect and restore the environment while better enabling development
- Strategic Planning Act (SPA), requiring the development of long-term regional spatial strategies to help coordinate and integrate decisions made under relevant legislation; and
- Climate Adaptation Act (CAA), to address complex issues associated with managed retreat.

It is proposed that this suite of legislation will give improved recognition to the principles of Te Tiriti o Waitangi and provide greater recognition of Iwi and Māori world view including mātauranga Māori.

Electoral Act Reform and Māori Wards

In February 2021, legislation was passed to repeal the binding poll provisions that prevented most councils from being able to consider establishing Māori wards. When the legislation was introduced it was announced that there would be a second stage of changes to further align the process for establishing Māori wards with the process for establishing general ward. 32 of the 78 territorial local authorities have introduced Māori wards for the 2022 election (up from two councils before legislation was changed to make it easier to establish Māori wards).

LGACA limits the Auckland Council governing body to 20 councillors and 1 mayor. Auckland Council has identified that this limit is a barrier to Auckland Council establishing a Māori ward because it would need to dramatically reconfigure its general representation arrangements and the new general wards would not be aligned to Auckland Council local boards.

The Department of Internal Affairs is considering changes to Auckland Council governance arrangements separately from the consultation on Māori ward processes.

Auckland Council has begun consultation with mana whenua and mataawaka on Māori wards/ representation with the intention that the new Governing Body (following the October 2022 local body elections) will make a decision on the issue in December 2022.

Impact of Proposed Legislation

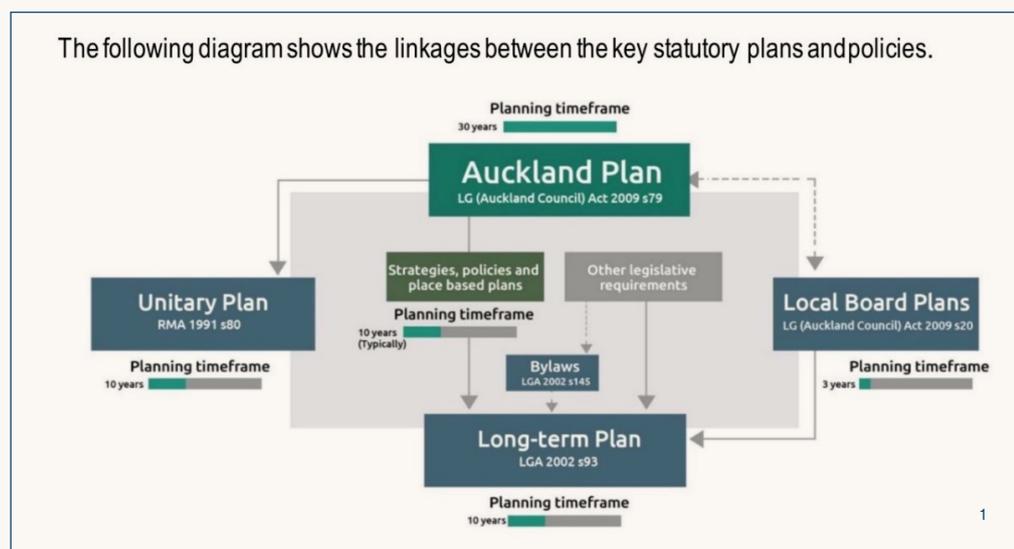
The various proposed reform legislation may or may not make it into statute, and the final form of any legislation is not yet clear. What is important to note at this time is that Māori rights in public decision-making processes are likely to be strengthened rather than reduced. It is also likely that resource requirement may be added to Auckland Council and local mana whenua with the creation of new groups and forums such as the Regional Representation Group embedded in the Three Waters reform. The potential for Māori wards on Council adds another layer of complexity and potential representation confusion

2. The Planning Framework

The statutory framework creates an obligation on ACG to engage with Māori and to ensure that Māori communities' well-beings are supported. Council does this by the creation and adoption of a number of plans. Some have statutory force, while others are strong statements of strategic intentions. This section looks at the parts of plans which are pertinent to Māori engagement. The plans noted below are adopted by Council's governing body and state a clear commitment to meeting Māori needs and aspirations.

2.1 Auckland Council Planning Framework

The following plans are adopted by Council.



The Auckland 2050 Plan

Auckland 2050² is a spatial plan which gives the foundation for activity management, planning and RMA regulatory framework. Adopted in 2018 it has specific outcomes for Māori wellbeing:

Outcome: Māori Identity and Wellbeing

DIRECTION	FOCUS AREA
<p>Direction 1 Advance Māori wellbeing</p>	<p>Focus Area 1 Meet the needs and support the aspirations of tamariki and their whānau</p>
<p>Direction 2 Promote Māori success, innovation and enterprise</p>	<p>Focus Area 2 Invest in marae to be self-sustaining and prosperous</p>
<p>Direction 3 Recognise and provide for te Tiriti o Waitangi outcomes</p>	<p>Focus Area 3 Strengthen rangatahi leadership, education and employment outcomes</p>
<p>Direction 4 Showcase Auckland’s Māori identity and vibrant Māori culture</p>	<p>Focus Area 4 Grow Māori intergenerational wealth</p>
	<p>Focus Area 5 Advance mana whenua rangatiratanga in leadership and decision-making and provide for customary rights</p>
	<p>Focus Area 6 Celebrate Māori culture and support te reo Māori to flourish</p>
	<p>Focus Area 7 Reflect mana whenua mātauranga and Māori design principles throughout Auckland</p>

1 <https://www.aucklandcouncil.govt.nz/about-auckland-council/how-auckland-council-works/Documents/local-governance-statement.pdf>
 2 <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/auckland-plan/maori-identity-wellbeing/Pages/default.aspx>

Te Mahere Whakakotahi i Tāmaki Makaurau - the Auckland Unitary Plan³

The Unitary Plan is the document that includes the resource management rules and is one of the primary mechanisms which give effect to Auckland 2050 and other relevant enactments.

In the Plan, tangata whenua are called mana whenua to be consistent with the particular meaning of 'mana whenua group' as defined in the Local Government (Auckland Council) Act 2009. In making and implementing the Plan, the Council must, as a matter of national importance, recognise and provide for the relationship of mana whenua and their culture and traditions with their ancestral lands, water, sites, wāhi tapu and other taonga. The Council must also:

- have particular regard to kaitiakitanga;
- take into account the principles of Treaty of Waitangi/Te Tiriti o Waitangi; and
- recognise the historic, traditional, cultural, and spiritual relationship of Mana Whenua with the Hauraki Gulf/Te Moana Nui o Toi/Tikapa Moana.

The key section of the plan states:

B6.2. Recognition of Treaty of Waitangi/Te Tiriti o Waitangi partnerships and participation

B6.2.1. Objectives

1. The principles of the Treaty of Waitangi/Te Tiriti o Waitangi are recognised and provided for in the sustainable management of natural and physical resources including ancestral lands, water, air, coastal sites, wāhi tapu and other taonga.
2. The principles of the Treaty of Waitangi/Te Tiriti o Waitangi are recognised through mana whenua participation in resource management processes.
3. The relationship of mana whenua with Treaty Settlement Land is provided for, recognising all of the following:
 - Treaty settlements provide redress for the grievances arising from the breaches of the principles of Te Tiriti o Waitangi by the Crown;
 - the historical circumstances associated with the loss of land by mana whenua and resulting inability to provide for mana whenua wellbeing;
 - the importance of cultural redress lands and interests to mana whenua identity, integrity, and rangatiratanga; and
 - the limited extent of commercial redress land available to provide for the economic wellbeing of mana whenua.
4. The development and use of Treaty Settlement Land is enabled in ways that give effect to the outcomes of Treaty settlements recognising that:
 - cultural redress is intended to meet the cultural interests of mana whenua; and
 - commercial redress is intended to contribute to the social and economic development of mana whenua.

B6.3. Recognising mana whenua values

B6.3.1. Objectives

- Mana whenua values, mātauranga and tikanga are properly reflected and accorded sufficient weight in resource management decision-making.
- The mauri of, and the relationship of mana whenua with, natural and physical resources including freshwater, geothermal resources, land, air and coastal resources are enhanced overall.

- The relationship of mana whenua and their customs and traditions with natural and physical resources that have been scheduled in the Unitary Plan in relation to natural heritage, natural resources or historic heritage values is recognised and provided for.

B6.4. Māori economic, social and cultural development

B6.4.1. Objectives

- Māori economic, social and cultural well-being is supported.
- Mana whenua occupy, develop and use their land within their ancestral rohe.

B6.5. Protection of mana whenua cultural heritage

B6.5.1. Objectives

- The tangible and intangible values of mana whenua cultural heritage are identified, protected and enhanced.
- The relationship of mana whenua with their cultural heritage is provided for.
- The association of mana whenua cultural, spiritual and historical values with local history and whakapapa is recognised, protected and enhanced.
- The knowledge base of mana whenua cultural heritage in Auckland continues to be developed, primarily through partnerships between mana whenua and the Auckland Council, giving priority to areas where there is a higher level of threat to the loss or degradation of mana whenua cultural heritage.
- Mana whenua cultural heritage and related sensitive information and resource management approaches are recognised and provided for in resource management processes.

Te Tāruke-ā-Tāwhiri - The Auckland Climate Plan

The Climate Plan is a non-statutory document which sets out what Auckland Council is seeking to achieve around climate change – drawing on outcomes from the Auckland 2050 and other priorities. It is likely to have statutory weight once the proposed Climate Adaptation Act (part of the proposed replacement for the RMA) comes out.

Te Tāruke-ā-Tāwhiri is layered with acknowledgement of Māori cultural values and concepts and states that:

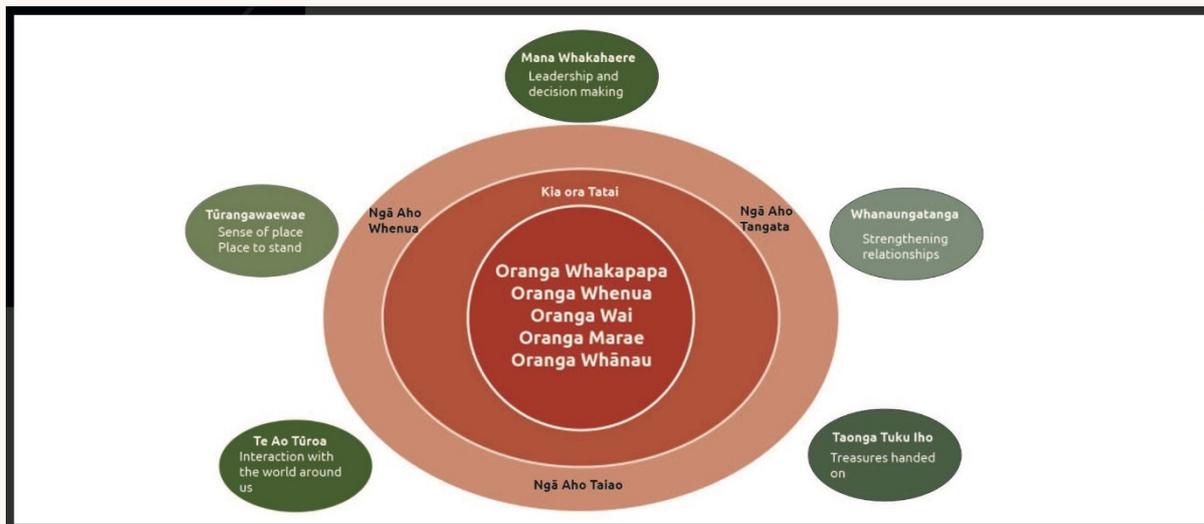
Tāmaki Makaurau / Auckland is unique, which gives us strength in how we address climate change together. A Tāmaki Makaurau / Auckland response reflects our values and the foundations we need to succeed, including how we embed mātauranga Māori and Te Ao Māori principles, and how we work together as a region to ensure no one is left behind⁴.

The Strategic actions include several focused on Māori and include:

- Support, endorse and resource the establishment of a rōpū that enables council to put the indigenous framework into action
- Support, endorse and resource the restoration of 'te mauri o te wai' in accordance with council's indigenous measurement tool
- Support, endorse and resource the relationship between tangata (people) and whenua (place) in accordance with council's indigenous measurement tool
- Support, endorse and resource food sovereignty in accordance with council's indigenous measurement tool

⁴ <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/topic-based-plans-strategies/environmental-plans-strategies/aucklands-climate-plan/Documents/auckland-climate-plan.pdf>

The Climate Plan also includes **Te Ora ō Tāmaki Makaurau Wellbeing Framework**.



Te Tahua Pūtea Tau 2021-2031 (Te Tahua Pūtea Whakarauora) The 10 year Budget 2021-2031 (Our Recovery Budget)⁵

This 10-year Budget identifies specific Māori measures and targets that align with the outcomes within the goals of Whiria Te Muka Tangata/Māori Responsiveness Framework. These measures are important to demonstrate progress of delivery against commitments to Māori. Measures are focused on the activities that council delivers and are tied back to the outcomes of the Auckland Plan. The Budget allocates \$150M to spending on Māori Outcomes.

⁵ <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/budget-plans-historic-budgets/Pages/10-year-budget-2018-2028-volume-2.aspx#maori>

AP Outcome	MRF Goal	Level of Service	Suggested Measure	Target by 2028	Groups of Activities
O2: Māori Identity and Wellbeing	Strong Māori Communities - Culture	We contribute to resilient, sustainable, and thriving marae facilities and infrastructure that support marae as hubs for their communities	The number of mana whenua and mataawaka marae that receive support to renew or upgrade marae infrastructure (Out of 33 existing Marae)	33	2.7 Regionally delivered council services
O3: Homes and places	Strong Māori Communities - Social	We support the Māori led housing and papakainga development through the planning processes	The number of Māori organisations and trusts projects that have been supported to achieve Māori housing and papakāinga development	25	2.7 Regionally delivered council services
O1 Belonging and participation and O2 Māori Identity and Wellbeing	Strong Māori Communities - Culture	We showcase Auckland's Māori identity and vibrant Māori culture	The percentage of regional programmes, grants and activities that respond to Māori aspirations	17.20%	2.7 Regionally delivered council services
O1 Belonging and participation and O2 Māori Identity and Wellbeing	Strong Māori Communities - Culture	We showcase Auckland's Māori identity and vibrant Māori culture	The percentage of local programmes, grants and activities that respond to Māori aspirations	11.4%	2.6 Local council services
O1 Belonging and participation and O2 Māori Identity and Wellbeing	Effective Māori participation	We provide opportunities for Māori to contribute to community and civic life	The number of iwi that have signed a formal relationship agreement with the Governing Body (Out of 19)	19	2.7 Regionally delivered council services
O1 Belonging and participation and O2 Māori Identity and Wellbeing	Effective Māori participation	We provide opportunities for Māori to contribute to community and civic life	The number of local boards that have signed a formal relationship agreement with at least one iwi (Out of 21)	21	2.6 Local council services
O1 Belonging and participation and O2 Māori Identity and Wellbeing	Effective Māori participation	We provide opportunities for Māori to contribute to community and civic life	The percentage of Māori residents who feel they can participate in the council decision making	50%	2.7 Regionally delivered council services
O6: Opportunity and Prosperity	Strong Māori Communities: Economic	We deliver information, advice, programmes and initiatives to support the creation of high value jobs for all Aucklanders	The number of Māori businesses that have been through an ATEED programme or benefitted from an ATEED intervention	120	2.8 Council controlled services
O3: Homes and Places	Strong Māori Communities: Social	We provide a coordinated council response to major development and infrastructure programmes, including major housing developments	The percentage of Development Programme Office programmes that identify and engage with key stakeholders including mana whenua and Māori organisations	95%	2.7 Regionally delivered council services
O3: Homes and Places	Strong Māori Communities: Cultural	We make the waterfront and town centres dynamic, culturally-rich, safe and sustainable places for Aucklanders and visitors to enjoy	The number of significant Māori initiatives implemented per annum	78	2.8 Council controlled services
O3: Homes and Places	An Empowered Organisation	We meet all planning and legislative requirements	The percentage of adopted core strategies, policies, and plans incorporating Māori outcomes or developed with Māori participation incorporating Māori outcomes or developed with Māori participation	100%td >	2.7 Regionally delivered council services
O1: Belonging and Participation	Strong Māori Communities: Cultural	Regional Facilities Auckland deliver arts, wildlife, collections, sports and events that provide experiences that are engaging and embraced by Aucklanders	The number of programmes contributing to the visibility and presence of Māori in Auckland, Tamaki Makaurau	20	2.8 Council controlled services

Overseeing the delivery of Māori outcomes is the Māori Outcomes Steering Group executive leadership group that has been established to lead and influence better outcomes with Māori for Tāmaki Makaurau/Auckland by:

- Driving a shift in culture across the Auckland Council group, in thinking and practice to improve outcomes for Māori in Tāmaki Makaurau
- Ensure that this cultural shift is embedded in ways that are self-sustaining and systemic
- Providing executive leadership to the delivery of Māori outcomes through the Māori Outcomes portfolio

Auckland Annual Plan

Annualises the goals of the 10 Year Budget.

Local Board Plans

Local Boards are required to produce Plans every three years as part of the Council planning cycle. The plans are created within a Council generated template and all include a mihi in their introduction. The 21 Plans mention their commitment to Māori actions to a lesser and greater degrees.

2.2 Operational Plans

There are also a number plans Māori focused plans at a more operational level. They are not consulted with the public and are usually not approved by Council but by the Executive Leadership team. They commit Council to meeting Māori needs and aspirations.

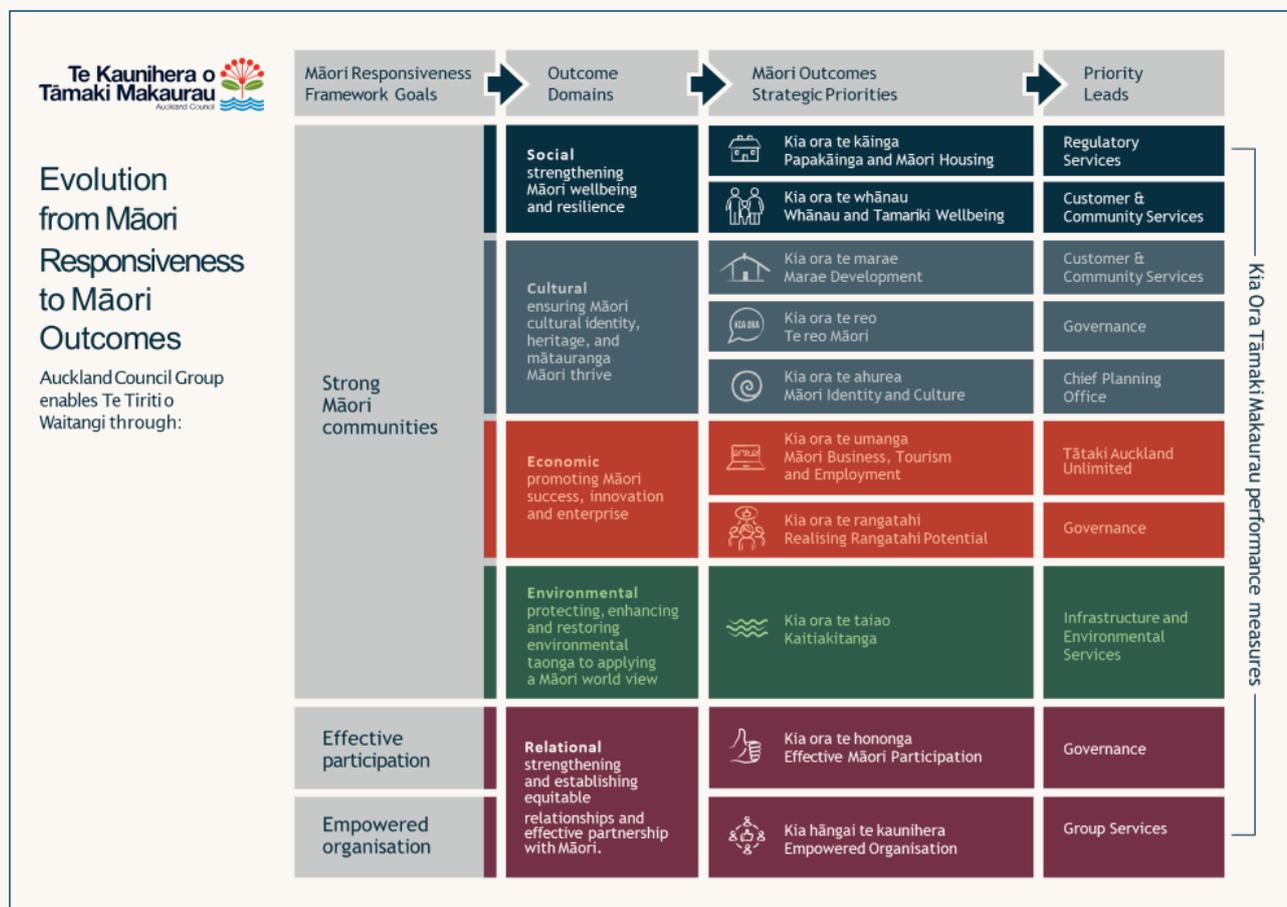
Kia Ora Tāmaki Makaurau

The Kia Ora Tāmaki Makaurau⁶ Māori outcomes performance measurement framework is an evolution of Whiria Te Muka Tangata/Māori Responsiveness Framework. It is a performance measurement framework and named for its overall outcome: holistic wellbeing for Tāmaki Makaurau. The Framework supplements the responsiveness approach to be relevant to the expectations and aspirations of Māori under te Tiriti o Waitangi. The Framework aligns the mana outcomes that Māori have identified as mattering most for them, with the 10 strategic priorities agreed to as part of the 2018- 2028 Long Term Plan.



This outcomes-based approach shifts the council's focus from internal responsiveness to the delivery of priorities to benefit Māori. The 10 priorities of the Māori Outcomes Framework will be delivered through the development of work programmes to become business as usual under the Long-Term Plan.

Kia Ora Tamaki Makaurau was approved by the Parks, Arts, Community and Events (PACE) Committee of the Governing body and the Executive Leadership Team of Council.



Achieving Māori Outcome plans (AMO)

At an operational level Council directorates and CCOs plan their commitments to Māori in Achieving Māori Outcome plans. AMO outline the directorate or CCO commitments to delivering on Māori outcomes aligned to Kia Ora Tāmaki Makaurau.

Measures and Actions for High Impact (M.A.I.H.I.)

Over the past ten years Council has put more importance on meeting the needs of Māori staff and recently launched Measures and Actions for High Impact (M.A.H.I.) a Māori Employment Strategy and Implementation Plan 2022-24. M.A.H.I. is an updated iteration of work begun in response to comments in the 2014 IMSB audit. Workshops were undertaken with internal stakeholders and the IMSB in 2017. These led to a Māori Employment strategy which was developed for 2017-2020. It was reviewed in 2020 and it was agreed that the high-level goals were still applicable and that a refreshed implementation was required to guide ACG's progress over the next two years.

Whanake Ora 2025

Council has an internally focused people strategy (Whanake Ora 2025) to align its focus to address the six strategic objectives outlined in the 10-year Budget 2021-2031 (Recovery Budget). In terms of Māori responsiveness, the following actions are articulated:

We give effect to Te Tiriti through outcomes for Māori

- We grow and develop a talented and thriving Māori workforce that has a strong voice at all levels of the organisation
- We develop the competency of elected members and kaimahi through appropriate training
- We deliver the programmes of Kia Ora Tāmaki Makaurau
- We lift iwi and Māori participation and influence in decision-making through quality partnerships with mana whenua and mataawaka

3. Description of Key Entities

This section looks at the different parties to the engagement relationship.

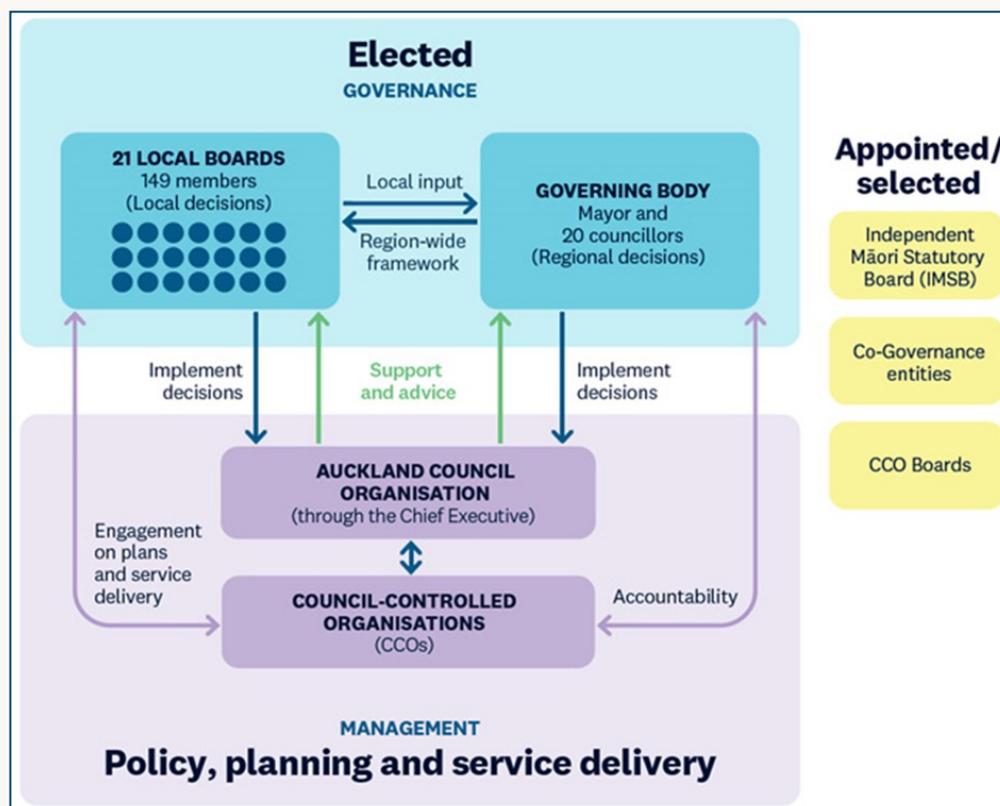
3.1 Auckland Council

Auckland Council is complex organisation. It is a unitary authority, that is, it has the powers and obligations of both a territorial authority and a regional council (only six out of 78 councils in New Zealand are unitary authorities). It was also created out of the amalgamation of seven territorial authorities and one regional council and has its own foundation Act, *the Local Government (Auckland Council) Act 2009 (LGACA)*.

Auckland Council is uniquely made up of two parts; the governing body (The Mayor and Councillors) and the 21 local boards. The governing body is focused on those decisions that affect the council area as a whole. The local boards are focused on decisions regarding local issues, activities and facilities. Local Boards do not have regulatory powers and are not subservient or a subsidiary of the governing body; together they are two parts of a whole.

The Constituent Parts of Auckland Council Group

Together Auckland Council and the Council Controlled Organisations (CCOs): Auckland Transport, WaterCare, Auckland Unlimited and Eke Panuku, make up the Auckland Council Group. They interact with the Independent Māori Statutory Board (which as its name suggests is independent of the Council Group) and three co-governance entities.



The Scale of the Auckland Council Group

The Auckland Council Group is large. It services a population of 1.65M, with a Māori population of approx. 182,000 and 19 recognised mana whenua groups. In 2020/21 the Group had a headcount of more than 12,000 staff⁷. Council's complexity is natural given its size, budget and the wide-ranging regulatory activities and public services it provides. The Council annual operating budget was \$4.4B in 2020-21 with a capital spend of \$2.5B. The current 10 year budget (2021-2031) has an adopted budget of \$31.8B. The allocated budget for Māori Outcomes (excluding business as usual activities) over the 10 year period is \$150M. As a unitary authority Auckland Council, alongside its CCOs, manage more than 140 discrete activities, from provision of water, roads, parks, pools and libraries to regulatory activities such as animal control, building and resource consents and other activities such as economic development.

Statutory Nature of Auckland Council

Auckland Council is a creature of statute. Its role is defined in numerous Acts of Parliament and it is unable to act unless given the power to do so by legislation. Conversely it must enact its obligations when it is legislatively required to do so or risk negative findings under judicial review.

Council is required to engage with Māori through various pieces of legislations (see Statutory Obligations section).

Ngā Mātārae

Ngā Mātārae is Council's Māori Outcomes directorate. It replaces Te Waka Angamua (Māori Strategies and Relations) which is referenced in some of Council's planning documents.

3.2 Māori in Tāmaki Makaurau

Auckland is the largest Māori city in the world. It has the greatest number of Māori in any part of Aotearoa New Zealand. Nearly a quarter (23.4%) of the total New Zealand Māori ethnic population live in Auckland. 181,194 Māori live in Tāmaki Makaurau according to the 2018 Census⁸ up 38,430 (26.9%) since the 2013 Census. This is 12% of the total Auckland population.

The 181,194 Māori who live in Auckland are a combination of mana whenua and mataawaka.

Naming of Māori and Tāngata Whenua

Names for different groupings of Māori are important as they denote different groupings and power structures, and the different pieces of legislation focus on different groupings.

Māori is used to denote anyone who has Māori whakapapa and who identifies as Māori. Māori is therefore a description of the ethnically distinct group, or individuals, who are indigenous to Aotearoa/ New Zealand. In the context of local government these individuals or groups have the rights of citizens, ratepayers and community members and in addition particular rights as the indigenous peoples of Aotearoa/ New Zealand and signatories to Te Tiriti o Waitangi. In this document I have used the term Māori when referring to both tāngata whenua and mataawaka.

Tāngata whenua are the people of the land; local people, hosts, indigenous people - people born of the whenua, i.e. of the placenta and of the land where the people's ancestors have lived and where customarily, their placenta are buried⁹.

Tāngata whenua have territorial rights known as mana whenua, power from the land, power associated with possession and occupation of tribal land. The tribes' history and legends are based in the lands they have occupied over generations and the land provides the sustenance for the people and hospitality for guests. This includes ahi kā rights (the burning fires of occupation, continuous occupation - title to land through occupation by a group, generally over a long period of time.)

⁷ <https://www.aucklandcouncil.govt.nz/about-auckland-council/performance-transparency/Pages/information-about-staff.aspx>

⁸ <https://knowledgeauckland.org.nz/media/1453/m%C4%81ori-2018-census-info-sheet.pdf>

⁹ Definitions supported by information from Te Aka Māori dictionary

The group is able, through the use of whakapapa, to trace back to primary ancestors who lived on the land. They held influence over the land through their military strength and defended successfully against challenges, thereby keeping their fires burning¹⁰.

Tangata whenua can be iwi, hapū, whānau or takitahi.

Mana whenua is used in Auckland council legislation (the LGACA) and plans as a noun for this grouping of tangata whenua. Mana whenua is also a verb, an act of having rights and obligations over a particular place where one is tangata whenua.

Mataawaka is a term commonly used in Auckland (and in its legislation, policies and plans) to describe Māori who live in Auckland but who are not from any of the iwi or hapū of the region. That is they are not tangata whenua of the Auckland region and do not have mana whenua rights and obligations in this region (they will have those rights and obligations in their regions and places of origin). Mataawaka make up 85% of the Auckland Māori population. Mataawaka are referenced alongside mana whenua in the LGACA with a requirement that their needs also be understood and supported by Council.

There are two common spellings of “mataawaka. Ngā Mātārae (Council’s Māori Outcomes Directorate) advice that this word is a compression of “mata-a-waka”. However it is sometimes spelled as Mātāwaka.

Māori Entities Engaged with Auckland Council Group (ACG)

The review of Auckland Council's Engagement with Māori has out of scope the statutory the Independent Māori Statutory Board and the three co-governance entities to which Auckland Council has statutory responsibilities as part of Treaty of Waitangi claims settlement redress, (namely the Tūpuna Maunga o Tāmaki Makaurau Authority, Ngāti Whātua Ōrākei Reserves Board and Te Poari o Kaipātiki ki Kaipara). They are noted in Appendix 2 for completeness and in order to understand the full picture of ACG's complex and interrelated engagement requirements.

Mana Whenua Iwi

Auckland Council recognises 19 iwi authorities. These are:

Iwi	Tribal Authority
Ngāti Wai	Ngāti Wai Trust Board
Ngāti Manuhiri	Ngāti Manuhiri Settlement Trust
Ngāti Rehua	Ngāti Rehua – Ngāti Wai ki Aotea Trust
Ngāti Whātua	Te Rūnanga o Ngāti Whātua (regional body)
Te Uri o Hau	Te Uri o Hau Settlement Trust
Ngāti Whātua o Kaipara	Ngā Maunga Whakahii o Kaipara Trust
Ngāti Whātua o Ōrākei	Ngāti Whātua Ōrākei Trust
Te Kawerau a Maki	Te Kawerau Iwi Tribal Authority
Ngāti Tamaoho	Ngāti Tamaoho Trust
Te Akitai Waiohua	Te Akitai Waiohua Iwi Authority
Ngāti Te Ata Waiohua	Te Ara Rangatū o Te Iwi o Ngāti Te Ata Waiohua
Te Ahiwaru	Makaurau Marae Trustees
Ngai Tai ki Tāmaki	Ngai Tai Ki Tāmaki Tribal Trust
Ngāti Paoa	Ngāti Paoa Trust
Ngāti Whanaunga	Ngāti Whanaunga Incorporated
Ngāti Maru	Ngāti Maru Rūnanga Incorporated
Ngāti Tamaterā	Ngāti Tamaterā Settlement Trust
Te Patukirikiri	Te Patukirikiri Incorporated
Waikato-Tainui	Waikato-Tainui Te Kauhanganui Incorporated ¹¹

¹⁰ <https://maoridictionary.co.nz/word/74>

¹¹ <https://www.imsb.maori.nz/nga-maori/mana-whenua/>

Selected iwi affiliation counts and proportions for Tāmaki Makaurau and Aotearoa, 2013¹²

	Tāmaki Makaurau	Aotearoa	Tāmaki Makaurau as percentage of total Aotearoa (%)
Tāmaki Makaurau iwi			
Ngāti Maru (Marutūahu)	1227	3768	32.6
Ngāti Paoa	1440	3456	41.7
Ngāi Tai (Hauraki)	312	498	62.7
Ngāti Tamaterā	618	2577	24.0
Ngāti Wai	1902	5667	33.6
Ngāti Whanaunga	294	624	47.1
Ngāti Whātua	7353	14,784	49.7
Patukirikiri	9	45	20.0
Te Kawerau	93	150	62.0
Te Uri-o-Hau	462	1257	36.8
Waikato	13,011	40,083	32.5

Tāmaki Makaurau Mana Whenua Forum

The Tāmaki Makaurau Mana Whenua Forum is a governance-level independent forum which operates under its own terms of reference. The forum's membership comprises of chairs/delegates of the 19 mana whenua iwi recognised by the Crown and/or Auckland Council.

The forum partners with the Crown and Auckland Council on national and region-shaping matters that require a collective voice. It can make decisions on matters within its authority.

The forum does not:

- represent individual iwi/hap
- limit the rights and obligations of individual iwi/hapū

Matters relating to individual iwi/hapū must be consulted on separately.

The vision of the forum is for mana whenua and mataawaka to be thriving and leading in Tāmaki Makaurau. Their mission is to partner on all collective decisions that shape Tāmaki Makaurau.

Their partnership approach is guided by five pou:

- Governance: Te Tiriti partner.
- Culture and identity: Seen, heard, felt and celebrated.
- Natural environment: Te taiao, te wai, te hau are thriving and cared for.
- Wellbeing: Whānau are happy, healthy, thriving, and achieving.
- Economic: Economic force at the whānau, hapū and iwi levels.

The forum was previously known as the Tāmaki Makaurau Kaitiaki Mana Whenua Forum.

There are also a number of other Mana Whenua Forums such as those supporting the CCO's and Sport and Recreation.

Bilateral Agreements between Auckland Council and Mana Whenua

Relationship agreements with Tāmaki Makaurau iwi are being developed. Relationship agreements support elements of the Auckland Plan 2050 long-term vision to “enable Māori aspirations through recognition of Te Tiriti o Waitangi / The Treaty of Waitangi and customary rights” through formal acknowledgement of the mutual interests of council and mana whenua. They are a means of documenting each party’s intention to work together respectfully and positively, and the development of the agreement itself may assist in mutual understanding. The Governing Body and eight local boards have signed relationship agreements with five mana whenua, set out in the table below:

Mana whenua	Local Board agreement	Mayor/Governing Body agreement
Te Uri o Hau	Rodney	Yes
Ngāti Tamaoho	Papakura Manurewa Ōtara-Papatōetoe Māngere-Ōtāhuhu Puketāpapa	Yes Yes Yes Yes Yes
Ngāti Manuhiri	Upper Harbour	Yes
Ngāti Pāoa	Maungakiekie - Tāmaki	N/A
Waikato-Tainui	N/A	Yes

Mataawaka

The majority of Māori in Auckland have tribal affiliations to other parts of Aotearoa. 85% of Māori who live in Auckland are mataawaka. This equates to approx. 154,000 people.

Tāmaki Makaurau (top ten other iwi affiliations) 2013 Census ¹³			
	Tāmaki Makaurau	Aotearoa	Tāmaki Makaurau as percentage of total Aotearoa (%)
Ngāpuhi	50,577	125,601	40.3
Ngāti Kahungunu	7812	61,629	12.7
Ngāti Maniapoto	8346	35,358	23.6
Ngāti Porou	13,161	71,049	18.5
Ngāi Tahu / Kāi Tahu	6600	54,819	12.0
Ngāti Tūwharetoa	5991	35,874	16.7
Te Arawa	8739	43,374	20.1
Te Hiku	6336	14,562	43.5
Te Rarawa	7224	16,512	43.8
Tūhoe	6231	34,887	17.9
Don't know	29,226	110,928	26.3

¹³ <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-by-laws/our-plans-strategies/auckland-plan/about-the-auckland-plan/Pages/maori-tamaki-makaurau.aspx>

Auckland Council legislation specifically recognises the need to take into account the views of this substantial group of people. The IMSB has two Board members elected from mataawaka. There are also a number of urban Māori entities which represent the interest of mataawaka.

These place based entities include Te Whānau o Waipareira, the Manukau Urban Māori Authority, Papakura Marae and Hoani Waititi Marae.

Out of Scope Māori Entities

The Independent Statutory Māori Board and the three co-governance entities which are out of scope of this review are described in the appendix 2 for completeness of the complex picture of ACG engagement with Māori.

3.3 Investment in Achieving Māori Outcomes

The following information was put together by the Auckland Ratepayers' Alliance and Democracy Action, using Local Government Official Information and Management Act (LGOIMA) information from Auckland Council. They published it in September 2020. It is not clear what the definition of 'consultancy payments' was. This could include engagement activities but may also include payments to iwi for Cultural Value Assessments (CVAs). CVA input is a statutory requirement of the RMA and is a commercial transaction similar to payments made to resource management consultants and therefore would not belong in this table¹⁴.

Council functions	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Total
Independent Māori Statutory Board	\$2,600,000	\$2,800,000	\$2,500,000	\$2,300,000	\$2,700,000	\$3,000,000	\$15,900,000
Te Waka Anga Mua ki Uta	\$4,900,000	\$5,700,000	\$6,300,000	\$3,600,000	\$3,100,000	\$3,800,000	\$27,400,000
Auckland Council consultancy payments	\$2,031,155	\$2,910,067	\$3,280,021	\$2,258,464	\$2,584,784	\$1,858,927	\$14,923,418
Auckland Council annual grant to 19 iwi/hapū	\$950,000	\$950,000	\$950,000	\$950,000	\$950,000	\$950,000	\$5,700,000
Council Controlled Organisations							
Auckland Transport	\$566,900	\$1,006,000	\$1,002,700	\$1,463,000	\$1,917,600	\$2,115,000	\$8,056,300
Watercare	\$1,136,000	\$1,009,000	\$1,199,000	\$1,452,999	\$1,452,999	\$1,430,743	\$7,680,741
Auckland Property	\$64,000	\$84,356					\$148,356
Waterfront Auckland	\$298,000	\$306,000					\$604,000
Panuku				\$225,000	\$746,000	\$1,358,476	\$2,328,476
Comet		\$119,000	\$118,000				\$237,000
Regional Facilities Auckland	\$140,000	\$140,000	\$507,000			\$90,850	\$877,850
ATEED	\$225,971	\$705,000	\$765,716	\$818,000	\$961,183	\$396,568	\$3,872,438
Auckland Council Investments	\$3,500						\$3,500
Sub total	\$11,965,526	\$14,779,423	\$15,672,437	\$12,117,463	\$13,461,566	\$15,000,564	\$82,996,979
Long Term Plan 2015–2025 Māori outcomes budget \$88.8 million ¹			\$8,800,000	\$8,800,000	\$8,800,000		\$26,400,000
Long Term Plan 2018–2028 Māori outcomes budget \$150.2 million ²						\$15,000,000	\$15,000,000
Total	\$12,915,526	\$15,729,423	\$25,422,437	\$21,867,463	\$23,211,566	\$30,000,564	\$129,146,979

Note: 1. Annual amount was arrived at by dividing the total budgets by 10 (years)
2. The 2015–2025 LTP was superseded by the 2018–2028 LTP.

It is likely that there are other costs associated with Māori engagement, such as specialist Māori staff in teams other than Te Waka Angamua (now Ngā Mātārae), were not captured by the LGOIMA request.

Additional Financial Detail

Ngā Mātārae's budget continued to decline over time: from a peak of \$6.3M in 2015/6 to approx. \$1.92M in 2022.

Ngā Mātārae	FY22 Est	FY21 Actual	FY20 Actual	FY19 Actual
Budget	\$1.92M	\$2.07M	\$2.35M	\$3.8M

IMSB budget has remained relatively stable over time and in 2021 was approx. \$3.09M.

Payments to the Mana Whenua Forum have grown over the past four years:

MWF	FY22 YTD May	FY21 Actual	FY20 Actual	FY19 Actual
Appointed member fees	427,242	334,838	227,474	293,098

Cost of staff training in Māori skills is difficult to find comprehensive information. However, the Ngā Kete Akoranga programme and the Te Reo training at Council was available:

Council Training	FY22 YTD May	FY21 Actual	FY20 Actual	FY19 Actual
Ngā Kete Akoranga	174,543	241,300	98,230	236,669
Te Reo Programme	239,085	36,988	-	-

Part Two

Findings from the Literature Review of Previous Audits and Reviews, Workshops and Interviews

1. Summary of Previous Reviews and Audits Themes

The Auckland Council Group has been reviewed and audited around its relationship with Māori many times over the past 10 years. This has been sometimes internally led by RIMU, sometimes by external agencies such as the Office of the Auditor General or independent reviewers and panels. The IMSB conducts a Treaty audit every three years and undertakes reviews of various aspects of ACG's relationship with Māori. It is worth noting these audits because of the consistency of the themes they express around ACG engagement with Māori over a 10-year period, with the most recent review being less than a year ago at the time of this work.

A summary of the various reviews and audits I considered is attached at Appendix 1. There is remarkable consistency in the findings of the previous reviews and their recommendations. This indicates that while it is acknowledged that ACG has made significant effort in its relationship with Māori that there remain fundamental issues.

2. Findings of the Independent Review of ACG Engagement with Māori

2.1 Background to Workshops and Interviews for this Review

From March to August 2022 Council undertook a series of combined workshops to consult with mana whenua and mataawaka on three separate but important projects:

- The Review of Auckland Council's Engagement with Māori (this review)
- Māori Representation
- Future of Local Government Review

Over the course of the workshops it became increasingly apparent that Māori (and progressively Council) saw the topics as interrelated. However, my comments below relate only to the interactions on the review I was conducting on ACG's engagement with Māori.

Workshop Attendance

Workshops were lightly attended by mana whenua and mataawaka representatives. Despite Council working hard to offer many flexible opportunities for iwi and mataawaka to attend workshops, Council out numbered external Māori participants on all occasions. This included the initial launch workshop, which should have been seen as a prestigious event given that it was attended by the Mayor, associated councillors, the Chief Executive and senior staff. The lack of numbers attending the workshops indicated that the relationship between iwi and Council was not in good health.

Key Questions

Given that consistency of feedback from Māori to ACG I felt it important in my review to not start from a blank piece of paper and ask the same questions, which have been previously asked and answered. I summarised key points from the Mana Whenua Forum submission to the CCO review (2020) and previous reviews and asked the question of whether these points were still relevant in 2022. The summary I presented was:

- Low levels of iwi satisfaction with Council's current Māori engagement operating model
- ACG doesn't act as a Group when it comes to engagement with Māori

- Failure to recognise mana whenua as ACG Treaty partner and honour commitments
- An unsustainable and inadequate engagement framework, forcing mana whenua to be reactive rather than proactive
- Lack of adherence to a best practice engagement approach
- Providing few opportunities for Rangatira ki te Rangatira (chief to chief) and Board level engagement
- Unsupported operational-level engagement
- Failure to recognise constraints on mana whenua capacity (time and resources)
- Lack of skill and understanding of Māori by many ACG staff (there are exceptions to this)

Participants in the workshops and interviews were consistent in saying the list of concerns still fairly represented their current (mid 2022) view of the relationship with ACG.

Previous sections detail that the statutory and policy framework exists for ACG to be responsive to Māori. There is an undisputed set of statutory obligations, extensive commitment from Council governors in the form of publicly consulted and adopted policy and plans. The IMSB audits have checked that the essential policies and procedure exist to support Treaty responsiveness. So, after 13 years of existence and 10 years of reviews, feedback and recommendations the question remains: why is ACG still not satisfactorily meeting the needs and aspirations of Māori?

The next section details my findings based on the literature review, the workshops and interviews with Council staff and key stakeholders unable to attend the workshops.

3. Findings and Themes from the Literature Review, Review Workshops and Interviews

As the review progressed over months, I began to test my assumptions and potential findings with the workshops and stakeholder interviews. The list of findings below is neither new nor rocket science, however stakeholders reiterated agreement with the themes of the review's findings. They saw the need to make changes to make a real difference in the relationship (or lack of) between ACG and Māori.

Key Findings:

1. Lack of satisfaction from Māori in their relationship with Auckland Council Group (ACG)

- Engagement is not the right word to describe the activities undertaken

2. Different views on the purpose, means and outcomes of engagement

- Clear requirement to engage
- ACG defines engagement but undertakes consultation
- ACG controls the agenda for engagement
- Iwi have a Tiriti framework in mind for engaging with Council
- There is a difference between fine sounding policy and actual implementation
- There is insufficient definition and measurement of success
- Kia Ora Tāmaki Makaurau can be iteratively improved to include engagement outcomes
- Lack of co-ordination as a Group in the engagement process
- Project implementation not programme level consultation
- Lack of impact irrespective of consultation
- Disengagement because of too much low level engagement

- Te Mātāpuna mō ngā hapori needs to be completed
- The obligation to engage is on ACG

3. Confused focus for engagement. ACG has:

- Engaged inappropriately with the Mana Whenua Forum
- Not engaged sufficiently with 19 individual iwi entities
- Misused the term 'mana whenua'
- Lacked the ability (and/or will) to navigate through complex cross claims
- Confused the roles of the Tāmaki Makaurau Mana Whenua Forum
- Failed to engage sufficiently with Mataawaka

4. Lack of sufficient resources for the relationship

- Lack of resources for Ngā Mātārae to sufficiently guide Council
- Failing to attract and retain talented Māori staff
- Adopting an overly cautious approach in the relationship with Māori

5. Complex and inequitable financial arrangements

- Complex payment processes which are a burden to smaller organisations
- Lack of co-ordination in levels of fee payment
- Duplication of fee payment for contribution and advice and an absence of support for mataawaka
- Little if any outcome measurement for the funds being granted
- Lack of recognition of skills bought to tasks such as CVA assessments
- Lack of definition and therefor tracking ability of costs of Māori engagement

3.1 Lack of Satisfaction from Māori in Their Engagement with Auckland Council Group (ACG)

Despite the ten-year time span of the 13 reviews and audits (detailed in Appendix 1) there is a remarkable consistency between their findings and the commentary of workshop participants.

While acknowledging significant progress over the past 10 years, there remains no place for complacency. ACG still does not satisfactorily understand or meet the needs and aspirations of mana whenua and mataawaka. Significant concern remains around the relationship between ACG and mana whenua and mataawaka and there is a strong sentiment that despite increased effort from Council there has not been a significant improvement in Māori outcomes. One iwi leader said

“The starting point was so low that the progress made still takes us to an unsatisfactory point”

The obligations on local government in the Auckland region are not new. Many of the rights of Māori in their relationship with local government (for iwi in particular) have existed since the signing of te Tiriti in 1840 and were codified as requirements for the antecedent Auckland Councils since the Resource Management Act (RMA) in 1991, the Local Government Act 2002.

The consequences of failing to deliver a satisfactory relationship with Māori have never been more serious for ACG. Not only is there the chance of judicial review (bearing in mind several Auckland iwi cases currently before the courts) there is the failure to live up to promises made in adopted Council policy. Perhaps more important than either of those, is that failing in the relationship with Māori is failing to deliver on opportunities for prosperity; for the region and its inhabitants.

Engagement is Not the Right Word to Describe the Activities Undertaken

I am concerned that 'engagement' is a poor word to describe current processes at ACG. What is required is more than meeting an obligation, more than consultation and more than current methods of engagement.

On that basis I have taken a wide view of what activities contribute to successful engagement, rather than one narrowly focused on, for example, only focusing on meeting processes.

3.2 Different Views on the Purpose, Means and Outcome of Engagement

This review was commissioned as an attempt to better understand ways in which Auckland Council Group could improve on the way in which it engages with mana whenua and mataawaka. In order to improve the outcomes for engagement one must ask the question of why engage and are the motivations to engage the same for both parties? What is the definition of engagement? Who defines it and who judges its success?

The following section covers:

- Clear requirement to engage
- ACG defines engagement but undertakes consultation
- ACG controls the agenda for engagement
- Iwi have a Tiriti framework in mind for engaging with Council
- There is a difference between fine sounding policy and actual implementation
- There is insufficient definition and measurement of success
- Kia Ora Tāmaki Makaurau can be iteratively improved to include engagement outcomes
- Lack of co-ordination as a Group in the engagement process
- Project implementation not programme level consultation
- Lack of impact irrespective of consultation
- Disengagement because of too much low level engagement
- Te Mātāpuna mō ngā hapori needs to be completed
- The obligation to engage is on ACG

Clear requirement to engage

The first section of this review; *Auckland Council's Statutory Obligations to Māori*, provides ACG a simplistic answer to the question of why engage. That is, ACG is legally obliged to engage with Māori in order to; provide opportunities to improve the social, economic, environmental and cultural well-being of Māori communities, to contribute to decision making, to consult Māori, and to take into account Māori views on various aspects of ACG's key deliverables.

The Local Government Act phrase “*consider ways in which it may foster the development of Māori capacity to contribute to the decision-making processes of the local authority.*”¹⁵ has an implication that something is actually changed as a result of engagement.

In order to successfully achieve ACG’s legal obligations and its stated plan and policy commitments, a thorough understanding of Māori needs and aspirations is required. In order to achieve that understanding a relationship of mutual benefit is required. Finally in order to meet the needs of Māori the relationship must more substantially influence ACG decision making.

ACG defines engagement but undertakes consultation

Auckland Council, like all local authorities, has a Significance and Engagement Policy¹⁶.

‘Consultation’ and ‘Engagement’ in a general sense is defined by the Auckland Council’s *Significance and Engagement* Policy to mean:

“Consultation is usually:

- On matters which council considers as having a relatively high degree of significance
- Undertaken when we are required to under legislation
- Focus on a particular project issue or decision
- For defined period of time
- Driven by community needs and preferences.

Engagement is usually:

- Focused on a long-term relationship
- Ongoing
- Driven by community needs and preferences.”¹⁷

The Engagement Guidelines 2019 state:

“... *Simply put, “engagement” at council means any two-way conversation or sharing of information and perspectives. It is the reciprocal element that defines the process. We may well speak when we engage, but our main task is to listen and to do something useful with the ideas entrusted to us.*” (my underlining)¹⁸

If this definition of engagement described the manner in which ACG interacted with Māori it would go a long way to allaying concerns and meeting Māori needs. However, the practice of engagement with Māori is apparently different from this policy and is much closer to the definition of ‘consultation’.

Auckland Council’s Engagement Guidelines 2019 has specific sections on engagement with Māori including this paragraph from the Engagement Guidelines:

“*When engaging, you have a legal obligation to provide opportunities for Māori to contribute to your decision-making processes. You must also reach and receive feedback from mana whenua and mataawaka as invested stakeholder groups. Furthermore, if a decision relates to land or a body of water council must take into account the relationship of Māori and their culture and traditions with their ancestral land, water, sites, waahi tapu, valued flora and fauna, and other taonga.*”¹⁹

Rather than ‘reciprocity’, ‘listening’ and ‘trust’ as described in the Significance and Engagement Policy these Guidelines have shifted the power dynamic to one of ‘obligation’, of (council) ‘decision making’ and ‘taking into account’.

¹⁶ https://www.legislation.govt.nz/act/public/2002/0084/latest/DLM6236805.html?search=sw_096be8ed81c37440_significance_25_se&p=1

¹⁷ <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-policies/Pages/significance-engagement-policy.aspx>

¹⁸ <https://akhaveyoursay.aucklandcouncil.govt.nz/72134/widgets/350728/documents/214782#:text=at%20all%20times%3A-1.of%20all%20of%20Auckland's%20communities>

¹⁹ https://akhaveyoursay.aucklandcouncil.govt.nz/72134/widgets/350728/documents/214782#:text=at%20all%20times%3A-1.of%20all%20of%20Auckland's%20communities_pt1

ACG controls the agenda for engagement

Māori have expressed the feeling that ACG engages mana whenua and mataawaka with the intent of meeting ACG's needs, rather than a view to meet mutually agreed priorities and strategic intentions. It is not felt that ACG knows or is sincerely interested in mana whenua and mataawaka's own priorities.

Councils are owned by, and required to be responsive to, their communities but can become self-referential and lost in a strong focus on the churn of meeting the governance meeting calendar and the local government planning cycles. This can lead to a focus on getting through obligatory processes to meet requirements and Council deadlines, rather than a partnership approach.

There is a suspicion ACG does not focus on Māori interests because ACG does not sincerely recognise Māori as more than just an interest group, but rather sees them as alongside many other interest groups that Council must engage with. The Engagement Guidelines referenced above spell this out: *"You must also reach and receive feedback from mana whenua and mataawaka as invested stakeholder groups."*

The Mana whenua Forum submission to the CCO review described this as:

"Failure to recognise mana whenua as Treaty partners, and honour commitments as Treaty partners

Mana whenua have undergone tremendous loss. Our rohe was abundant in resources, our reciprocal relationship meant the environment nourished us, and (in turn) we employed management strategies (such as rahui) to ensure its long-term needs. Colonisation resulted in extensive loss of whenua and resources.

*This history means that mana whenua are not just another stakeholder. CCOs are managing resources on mana whenua ancestral land, land inhabited for over 1,200 years. This means we have a deep and enduring interest in ensuring resources help address the needs of our people and the environment."*²⁰

Even when it is more than a "tick box" exercise ACG are felt to be meeting their obligation to consult mana whenua and mataawaka rather than creating partnerships based on trusted and mutually beneficial relationships.

Iwi have a Tiriti framework in mind for engaging with Council

It is apparent through the audits, workshops and interviews that iwi have a different framework in mind for their engagement with Council. The framework which iwi consistently use is one of Tiriti partnership. That is to say, a relationship where the significance of their history and mana whenua is taken seriously by Council. A relationship which creates a partnership approach which promotes their rangatiratanga over their taonga. Because of the asymmetrical power structure they have been unable to move ACG sufficiently in that direction and consequently their needs are not met.

Given how far off a partnership approach seems some Māori leaders would settle for, at the least, being acknowledged by Council as different from other 'stakeholders' and their needs prioritised and worked towards being met.

There is a difference between fine sounding policy and actual implementation

A common theme in Māori leaders' feedback was that fine words in policy statements have "no legs" in practice. The area where significant iwi interests often clash most strongly with Council management practices is in environmental management. One iwi leader said:

"Despite the grand statements about partnership you end up with situations like ATEED encouraging 1.6M people to walk in the ranges on Waitangi day – after we had just called a rahui to protect the Kauri"

And:

“Policies such as Regional Policy Statements start off strong in their statements about recognition of Māori interests but at each level of cascade downwards they weaken so that by the time you get to implementation the practice doesn’t represent the policy statement and Māori interests are left out. A good example of this is the RPS for Māori Heritage. It has strong recognition of Māori interests in the policy statement but down at the operational level there are things like recognition of 4-5000 European historic sites and only 130 Sites of Significance to mana whenua, or that there are activity standards for archaeological considerations of Māori sites – and no guidelines about tikanga on those same Māori sites. Even when there is good coverage in operational guidelines application is probably only about 30%”

Council’s research with its own staff support this sentiment:

‘they (Council consenting staff) expressed reluctance to accept the legitimacy of cultural values as appropriate ‘evidence’ for conditions. Many stated that science and peer review provided them more authority for conditions whereas they could not do this with mana whenua cultural values because they were not seen as independently verifiable.’²¹

There is insufficient definition and measurement of success

As previously discussed, Engagement is a two-way process and should therefore have mutually agreed goals, processes and measurements of success. Council’s own definition of engagement includes that it is “two-way conversation”. The Significance and Engagement policy will have been publicly consulted on before it was adopted however, I am not aware if it was specifically consulted on, or better still, co-designed with Māori. A single entity definition of a two party process is antithetical.

Even without a mutually agreed definition of success there is no process that I found that ACG used to specifically measure Māori satisfaction with the consultation and engagement processes. There is collateral evidence to be found in places such as the low level of satisfaction from Māori in the Customer Satisfaction surveys (which triggered Te Hōanga s17a review, see Appendix 1). External evidence is found in the Mana Whenua Forum submission to the CCO review and the CVA review. That evidence expressed a lack of faith that ACG listened and responded to tangata whenua perspectives on important matters.

The most recent IMSB audit 2021 said this about engagement:

“The overarching question the Board was seeking to answer through the Audit was: Are the policies and processes, as they have been implemented by the Council group in response to past Audits, delivering the desired outcomes - true and authentic partnership with Māori? The answer is, in part yes, processes that enable this are operationalised and there is evidence of good engagement, but there are opportunities for improvement to ensure consistency and sustainability...

...there are some process and guidance improvements and capability uplifts required to enable consistently strong process execution, effective engagement with Māori based on meaningful relationships and well informed decision making that ensures the Council can consistently achieve positive outcomes”²⁴

All of this would suggest that, from a Māori perspective, the engagement process is failing their interests.

Kia Ora Tāmaki Makaurau can be iteratively improved to include engagement outcomes

Council has created a Māori Outcomes Framework- Kia Ora Tāmaki Makaurau. The framework has been mutually developed with Māori stakeholders. Kia Ora Tāmaki Makaurau was developed to respond more effectively to the needs and aspirations of mana whenua and Māori communities. It is an evolution of the council’s previous Māori Responsiveness Framework. Development of the framework began in 2015 in response to an IMSB Treaty of Waitangi Audit recommendation and the latest version was formally adopted in 2021.

Kia Ora Tāmaki Makaurau does not contain specific definitions or measures for engagement. It does not define how Māori wish to be engaged with and what ACG or Māori aspiration is for their long-term relationship. This could be built into the next iteration.

Kia Ora Tāmaki Makaurau is a good start of a measurement framework however the current iteration of the framework has a focus on output measures and will need to work more strongly on measuring Māori wellbeing outcomes. These are relatively difficult to measure but an organisation of the sophistication of ACG should be able to dedicate its intellectual capital to produce such work. The *Issues of Significance* and the *Māori Report* produced by the IMSB have a more detailed view of Māori wellbeing and Council has an opportunity to integrate that view with *Kia Ora Tāmaki Makaurau* in its next iteration.

In order to successfully measure outputs and outcomes ACG will need to more clearly measure its inputs into engagement. In order to do so it will need information and knowledge on what it is contributing to the process. This would mean comprehensive and readily available information on inputs such as financial information, on means and amount of engagement activities, including from their partners in the engagement.

Lack of Coordination as a Group in the engagement process

ACG does not act as a group in its engagement with Māori. There have been many examples of duplication of calls on the expertise, resources and time of mana whenua and mataawaka because of lack of co-ordination between Council and the CCOs. There are several mana whenua for a, with different terms of reference and membership and payments. These are an example lack of co-ordination including internally within Council's own departments.

Project implementation not programme level consultation

Engagement is often at an operational level and lacks strategic focus. ACG staff have a focus on consulting on implementation of projects rather than the initiation of programmes of work. This results in a multiplier effect as naturally there are significantly more projects than programmes. This is a burden on mana whenua and mataawaka.

Because ACG can at times call upon Māori input frequently (because the call is at the granular level of project input) ACG may have the impression that it frequently engages with Māori.

Iwi leaders complained of being asked to comment on projects that has already been conceived and signed off, and at a project level rather than at a programme or strategic level. One iwi leader said:

"What we need is spatial planning level discussions, not down at the done deal, what colour is the letterbox level"

The busy-ness of project level consultation can in fact disguise the lack of true engagement with the highest levels of ACG.

*"Related to this is that mana whenua felt that engagement could be tokenistic. They identified that they could influence 'the surface' of projects, whereas more meaningful outcomes were harder to generate. Mana whenua considered that their engagement was carefully proscribed and that projects were often so far along by the time engagement starts that they could not input meaningfully. Mana whenua considered this to indicate that they were not really considered to be Treaty partners by Auckland Council and applicants and, until they are empowered to properly engage in decision-making, this was unlikely to change."*²⁵

Lack of Impact irrespective of consultation

The effort put into the multiplicity of operational implementation can also create a lack of strategic alignment because of lack of high level agreements.

The main effort at engagement from ACG is led by operational staff, who often do not have the skills, interest and/or authority to engage at the level Māori want. I was told that in the past the Mayor and senior staff of the time did meet at least annually with iwi to discuss issues of mutual interest but with changing personnel that faded away.

Tangata whenua in particular desires senior leader to senior leader and governance to governance (Rangatira ki Rangatira) engagement, both because they feel their mana warrants this, but also, pragmatically, they recognise that the kinds of decisions and agreements they want to make cannot be made by operational staff.

Not only is this not the level that Māori wish to be engaged at, there is also evidence to suggest that even at this level of consultation it does not often shift project inputs and outcomes.

“Currently there is little understanding or evidence of the impact mana whenua have on resource management and development through their engagement in the CVA process. Few considered mana whenua to have a substantial impact on resource management outcomes.”²⁶

And:

“The achievement of the actions based around notions of shared decision-making was challenging to analyse.

...Local board members gave mixed feedback. Some recognised the benefits that mana whenua engagement could give to their local boards, while others expressed more narrow views on the benefits of shared decision making with mana whenua.”

Disengagement because of too much low level engagement

The multiplicity of engagement and lack of actual impact on projects contributes to slow responses from mana whenua. This leads some ACG staff to believe iwi hold up processes by their lack of focus or timely response to ACG's needs.

“...the perception that mana whenua are unable or unwilling to engage within a time frame appropriate or acceptable to the applicant.”²⁷

These comments show a lack of understanding of the calls on mana whenua and mataawaka organisations' and individual's time and resources. These calls are not just from ACG but from many government agencies and not to mention their own organisational needs. One iwi leader said:

“Council complains about the burden of having to engage with 19 of us. Meanwhile I have to deal with a gazillion of their departments and dozens of government departments and I'm just one person, not the thousands employed at Council.”

These factors lead to the quite logical decision for Māori entities and individual leaders to not prioritise the request from ACG for their input into Council processes and projects.

Te Mātāpuna needs to be completed

Council receives up to 300 resource consents a week, many of whom require CVAs and iwi involvement. *Te kā mai rawa, te ti taihara: Mana whenua cultural values and the Auckland Council resource consent process review* (see Appendix 1) and the problems it highlighted discussed. Auckland Council is currently developing Te Mātāpuna mō ngā hapori, a new Māori information management and reference system that will be a central system for all information regarding Auckland Council's work with and for Māori.

Te Mātāpuna is a key tool to address many of the technical, process management issues identified by the CVA review. Iwi are excited by the opportunity the platform offers.

The platform is designed in partnership with mana whenua to:

- to support sharing of information on local government engagement and decision-making processes.
- provides relevant Māori information that can be viewed holistically in one place

Te Mātāpuna is cloud based and can be accessed via multiple services including SharePoint, GIS and SAP. 15 out of the 19 iwi authorities have been on-boarded to the platform.

Council has also identified that Te Mātāpuna has the opportunity to be a comprehensive Customer Relationship Management tool for the whole ACG; holding information of all engagements, scheduling, background and agreements.

There have however been issues with Te Mātāpuna;

- Length of time to develop (it has been in development since at least 2017)
- Lack of whole of Council buy-in (never mind CCOs)
- Until very recently key departments have not prioritised its development and did not have either a Māori Responsiveness (AMO) plan nor the skills and interest in iwi and Māori world views.
- This systems will be grounded in sensitive cultural knowledge and information and will need strong information management protocols
- Funding allocation is insufficient for the ambition of the whole multi year programme of work, and maintenance is not funded.

Recently Te Mātāpuna was made an approved project for Council's ICT group and is in tranche one for their work programme. This is an important step up. Without this Council runs the risk of not only failing to deliver the whole potential benefit of the investment in Te Mātāpuna to date, it also risks confirming a history of strong starts in Māori interest projects followed by incomplete delivery. Some of the issues raised in this review could substantially be alleviated with the tool it has on hand, provided it is owned and invested in appropriately.

The obligation to engage is on ACG

There is no prevailing understanding at ACG that while Council staff must engage with mana whenua and mataawaka (by law and by stated commitment), the same is not true of mana whenua and mataawaka. Council business is not central to the existence of mana whenua and mataawaka organisations. Therefore, for them to spend some of their scarce and valuable time and resources a return on that investment must be clear.

For many mana whenua and mataawaka organisations after years of attempting to engage with Council; as good corporate citizens; as hugely committed and interested parties to management of their rohe and, as seekers of ACG focus on their needs and aspirations, they have come to the conclusion that their engagement does not result in their views being taken into account and their needs being met. In other words, there is no return on their investment. For some the experience is so patronising, traumatising or simply a waste of their valuable time and attention that they no longer wish to attempt to engage.

“This mismatch in expectations and aspirations for these actions may have limited the opportunity for IMI (Improving Māori Input into Local Boards Decision Making Initiative) to generate the kind of relationships mana whenua were seeking, and which informed their initial enthusiasm for joining IMI...”

*Some mana whenua representatives considered IMI was no longer meeting their aspirations. This has generated flow-on effects, with limited mana whenua attendance leaving other participants unsure of the group's legitimacy...”*²⁸

²⁸ <https://www.knowledgeauckland.org.nz/publications/evaluation-of-the-improving-m%C4%81ori-input-into-local-board-decision-making-initiative/> p.v

One iwi representative said

“Council staff arrive without having done their homework. They don’t know much about us, don’t know the background and our history in a general sense or specific to their project. The engagement time then becomes taken up with iwi having to educate staff.”

And:

“I’m sick of training the latest crop of naive Council staff in the history of my awa only for that history to be rewritten in a way that is not our history or, in a worse case, for it to be appropriated and changed for council uses.”

Another iwi leader told me:

“Council is irrelevant to us. We will just get on with the business of being the best iwi organisation we can be.”

For Māori to want to engage there has to be a value proposition. It is an obligation on ACG to create that value proposition, not Māori. It’s been 32 years since the Resource Management Act was enacted with specific enablement of moving beyond consultation to the potential for power sharing. Only two Council’s having taken up this option and Auckland Council is clearly a long way from that level of relationship.

Mana whenua patience with its local government entities is therefore remarkable. I asked the workshops the question of whether their patience was potentially at an end, given the years of saying the same things to ACG about their needs and aspirations. I was told that patience was the wrong word to test given that neither Council nor iwi were going away. ‘Endure’ was a better word to describe their relationship with ACG I was told.

3.3 Confused Focus for Engagement

From the very first IMSB and Office of the Auditor General audits ACG staff have expressed confusion around the different Māori entities and who represents whom and what, and who ACG should engage with. Based on the literature review, workshops and interviews of this review it would appear that the confusion around Māori entities still exists for many ACG staff.

ACG staff may have actually contributed to that confusion by the manner in which they have:

- Engaged inappropriately with the Mana Whenua Forum
- Not engaged sufficiently with 19 individual iwi entities
- Misused the term ‘mana whenua’
- Lacked the ability (and/or will) to navigate through complex cross claims
- Confusing the Roles of the Mana Whenua Forum
- Failed to engage sufficiently with Mataawaka

Engaged Inappropriately with the Tāmaki Makaurau Mana Whenua forum

At times ACG seems to try and use the Tāmaki Makaurau Mana Whenua Forum to represent the collective rights and interests of the 19 iwi entities.

Council staff seek to have time with the Mana Whenua Forum to seek input into various policies and proposals. It would appear that ACG is using the Mana Whenua Forum as a clearinghouse, particularly for RMA issues. This is an engagement short cut rather than talking to individual iwi on matters of importance for their rohe.

Māori society is based on whānau, hapū and iwi. Treaty rights and obligations fall to hapū and iwi and Auckland Council’s legal obligations are to the 19 recognised iwi entities (and to mataawaka). There

are no rights and obligations to higher level collective entities such as the Tāmaki Makaurau Mana Whenua Forum.

The Forum's Terms of Reference is clear on this:

*The Forum does not represent or act on behalf of the individual mana whenua entities with interests in the Council area. Each mana whenua entity retains its autonomy.*²⁹

While Māori are clear on the difference between giving a collective Māori voice and representing and acting on behalf of individual iwi, it would appear that some in Council are less clear.

It's obviously easier to talk to a single collective than to 19 individual iwi entities. That ease includes not having to work out which of the 19 iwi entities needs to have specific consultation on specific issues of importance to them and avoids what some see as taking sides in iwi cross claims. There is also lower cost to service and work through one collective rather than scaling Council service to deal with 19 iwi entities. These considerations are not appropriate and ACG needs to step up to more correctly engage with individual iwi.

Not engaged sufficiently with 19 individual iwi entities

Iwi felt they did not have their desired individual relationships with ACG.

According to the most recent Council governance statement only four out of 19 iwi have completed agreements with the governing body at Auckland Council at a governance level (and three of these iwi plus one more have agreements with Local Boards).

One iwi leader told me:

"We understand how to engage with central government after years of negotiating settlements. Local government is different and we don't know who is who and who has decision making authority since they send juniors to us all the time. Mistrust and mamae is where we start with Council"

Another said:

"We drafted an MOU with Council in 2017 and despite having a deed of settlement that explicitly anticipates an MOU with Council, and another piece of bespoke legislation that is specific about co-management I can't get Council to get moving and actually agree to it. Despite asking every year for five years".

Auckland Council recognises 19 iwi entities with mana whenua rights in the Auckland Council region. Council's obligations to iwi, as described in the Local Government Act, the LGACA and the RMA are to those 19 entities. They hold mana whenua rights and obligations which are place based within the lands overseen by Auckland Council.

The fact that there are 19 distinct iwi is a reality, and not unexpected, given the Tāmaki region's size and location and, consequently, its rich Māori history of occupation, conflict, peace-making and settlement. This results in an array of distinct, overlapping and, at times, conflicting interests held by the respective iwi.

Auckland's metropolitan size and importance is celebrated in most other areas of its existence. The fact that it is the largest Māori city in the world and has the diversity of 19 individual expressions of iwi and Māori world views should also be celebrated rather than bemoaned and attempted to conglomerate.

Several workshop and interview participants said that their relationship with local government was better before Council's amalgamation because their local council knew who they were.

Centralisation of services (based some felt on the antecedent Auckland City Council core) meant that knowledge and focused relationships with individual place-based iwi was lost. One of the stated drivers for the amalgamation was saving duplication of staffing, policies and processes. Perhaps it was not understood that there is no legal or cultural basis for merging the interests of iwi and certainly that a local government amalgamation would in no way have any impact on tangata whenua rights and interests.

ACG has a staff of 12,000³⁰ and an annual collective budget of several billion dollars. It has the size, skills and sophistication to handle its complex and unique governance structure with the governing body and 21 Local Boards. It has the scale to service close to 200 elected members, just as it services the needs and aspirations of 1.6M citizens. On that basis it should be more than achievable to service 19 individual iwi. It simply requires sufficient resources and senior leadership focus.

Misuse of the term ‘mana whenua’

In ACG the term ‘mana whenua’ has become misused and has led to confusion in less acculturated Council staff. The term mana whenua can be an individual, iwi or hapū who have rights and interests in a rohe. Unhelpfully ACG also use the term ‘mana whenua’ as a collective noun for the group of unrelated iwi entities within Council boundaries. Importantly the collective group ‘mana whenua’ do not have collective mana whenua rights. Council staff would appear to confuse those two uses and their very different meanings.

It has become common at Council to use the Mana Whenua Forum to “consult with mana whenua”.

A Ngā Mātārae staff member told me:

“Mana whenua is not an iwi. Yet I hear our staff often saying things like “I’ve talked to mana whenua about ... And I say - who? Who did you talk to, which iwi?”

Often the issues and activities being consulted on are not relevant to all 19 iwi. An iwi leader told me:

“We avoid using the term mana whenua because it seems to invite people in Council to presume that others have rights in our rohe.”

Lack of ability (and/or will) to navigate through complex cross claims

ACG has allowed itself to become paralysed on the issue of overlapping and at times contestable mana whenua rohe. Rather than navigate through this issue, including being clear that contestable mana whenua rights do not involve all 19 iwi but a much smaller subset, the stance by some staff is to deal with all 19 iwi on all issues, or deal with none, for fear of showing favour. Some iwi leaders felt this was on purpose as it gave Council a reason not to have to deal with individual iwi issues or in practice deal sufficiently with any iwi issues. One iwi leader told me:

“The complication of the 19 iwi is used as an excuse to not deal with any of us individually even when we have clear rights. I was told we could not have Council resourcing assistance for kaitiaki officers for dealing with our 27,000-hectare forest despite the fact it has its own Act, because if they did that for us, they would have to do that for all of the 19 iwi. Or another example was land that where we had recognised interests acknowledged in our settlement deed that we were willing to buy but Eke Panuku said they couldn’t offer it to us first because they would have to offer it to all of the 19 iwi – but it was in our settlement deed (and one other iwi) not all 19. They then went straight to market.”

This ACG hesitancy to deal with single iwi or clusters of iwi is particularly true around central Auckland because of the Ngāti Whātua Orakei and the Marutūāhu collective cross claims. Apparently because of this dispute Ngāti Whātua Orakei have no special status³¹ with ACG or its CCOs.

In any assessment of commercial importance to Auckland, and therefore Auckland Council, Ngāti Whātua Orakei would come out as a key entity. It is one of the largest land owners in Auckland, it is a housing developer of significance and has an increasingly important role to play in Auckland social and economic development with its \$1.5B balance sheet. However, Council appears careful to treat them just the same as the other 18 iwi, which in practice means having very little individual relationship at all.

This issue also impacts other large Auckland iwi such as Waikato-Tainui, who are playing an increasing role as a developer in Auckland. As more iwi settle the number of key economic players will increase.

From a perspective of recognising mana, the 19 iwi are all equal. However, it is both a waste of

³⁰ <https://www.aucklandcouncil.govt.nz/about-auckland-council/performance-transparency/Pages/information-about-staff.aspx>

³¹ Ngāti Whātua Orakei’s housing development arm is recognised as “qualified partner” for resource consent purposes because of the scale and professionalism of their work

opportunity, and almost an affront, to not recognise the difference in scale and the criticality of impact of the work that some iwi are undertaking in Auckland city.

It is a core requirement and skill of all local government entities to balance competing interests in policy, planning and regulatory matters. That same level of skill and focus should be applied to Māori matters.

Confusing the Roles of the Tāmaki Makaurau Mana Whenua Forum

The Tāmaki Makaurau Mana Whenua Forum's Terms of reference state:

*'The Tāmaki Makaurau Mana Whenua Forum ... is the latest expression of collective mana whenua leadership in Tāmaki Makaurau, to give effect to a collective Te Tiriti partner voice for the Tāmaki Makaurau region on relevant region-shaping and national kaupapa. ...'*³²

The IMSB is outside the scope of this review. However, I would like to reference its statutory nature and the role it plays in representing the collective view of Māori matters for Auckland Council. The statutory role of the IMSB is described in the LGACA as:

- to promote the cultural, economic, environmental and social issues of significance for mana whenua groups and mataawaka of Tāmaki Makaurau, and
- to ensure that the Council acts in accordance with statutory provisions referring to the Treaty of Waitangi.³³

It does so by representing Māori interests on the Governing Body committees, te Tiriti audits and producing well researched documents such as the *Issues of Significance, Data Issues of Significance and Māori Values* reports.

The IMSB describes its role as:

"The Board's mission is to advance the interests of Māori in Tāmaki Makaurau by:

- *Helping Auckland Council to make decisions, perform functions and exercise powers that improve outcomes for Māori*
- *Promoting cultural, economic, environmental and social issues of significance to Māori.*

*The Board also ensures that Auckland Council acts in accordance with statutory provisions relating to Te Tiriti o Waitangi."*³⁴

As with the Mana Whenua Forum the IMSB does not represent the interests of individual iwi and is very clear on this themselves.

*"The Board works widely and collaboratively to advance Māori interests, however the Board is not a substitute for direct engagement and consultation with mana whenua and mātāwaka in Tāmaki Makaurau."*³⁵

There is no good reason for confusion on either the IMSB or Mana Whenua Forum being a substitute for individual iwi engagement and consultation. The confusion however between the Mana Whenua Forum and the IMSB on engagement on regional Māori matters is more understandable, given similarities in purpose statements.

Council is required by the LGACA to fund the IMSB but has also chosen to fund and administratively support the Mana Whenua Forum, presumably because of Council's use of the Forum for its own purposes as discussed previously. It is in effect funding two entities for similar roles, exacerbating confusion.

The Mana Whenua Forum may well have value for iwi to share insights, support each other and undertake collective action. Throughout the workshops some iwi leaders certainly expressed appreciation for this role of the Mana Whenua Forum. That purpose is entirely different from Council

³² The Tāmaki Makaurau Mana whenua Forum Terms of Reference p1

³³ https://www.legislation.govt.nz/act/public/2009/0032/latest/DLM3338663.html?search=sw_096be8ed81aa8a4e_Maori_25_se&p=1

³⁴ <https://www.imsb.maori.nz/what-we-do/introduction/>

³⁵ Ibid

funding it in order to use it to provide a collective view on issues pertinent to individual or collective tangata whenua/iwi.

Failed to engage sufficiently with Mataawaka

If there is too little engagement with individual iwi, the complexity of mataawaka means engagement from ACG is even less. The CCO review found that ‘CCOs *had targeted their efforts towards iwi relationships rather than mataawaka participation.*’³⁶

There is no doubt that the general provisions regarding Māori in the Local Government Act and the specific provisions around mataawaka in the LGACA require ACG to engage with mataawaka.

However, ACG does not appear to have a definitive or comprehensive strategy around mataawaka engagement.

Council staff appear to be sensitive to conflict between mana whenua organisations and mataawaka organisations. Concern was expressed that mana whenua organisations resented Council recognising and working with mataawaka organisations.

I asked specific questions of workshop participants and interviewees around this issue. In response to a formal question no iwi leader or mataawaka organisation leader expressed confusion about the ahi kā rights of tangata whenua. Land and water rights (Article 2 of Te Tiriti) were not controversial and mataawaka did not see themselves as having a role within the Article 2/RMA context.

A leader in a mataawaka organisation said with regard to Te Tiriti:

“My article two rights stay where I come from but my article three rights follow me wherever I go”.

Those tangata whenua representatives I spoke to expressed support for the work that mataawaka organisations do for Māori communities, including for tangata whenua. One iwi leader said:

“Our kids learned te reo at Hoani Waititi (a mataawaka marae). They (Hoani Waititi) have had a huge positive impact on all of us”.

Iwi leaders recognised their role in providing manaakitanga for the many thousands of mataawaka in their rohe and appreciated the role of the many mataawaka collective entities in supporting social wellbeing.

It may well be that on an individual project level concern and resentment may be expressed when resources do not seem to be fairly distributed. That is not the same as a systemic resentment.

This seemed another area where lack of knowledge and skill from some Council staff made an issue that did not exist. It seems to have become another element to add to confusion and avoidance of action because of unnecessary hypersensitivity.

3.4 Lack of sufficient resources for the relationship

A summary issues with resourcing is:

- Lack of resources for Ngā Mātārae to sufficiently guide Council
- Failing to attract and retain talented Māori staff
- Adopting an overly cautious approach in the relationship with Māori

Lack of resources for Ngā Mātārae to sufficiently guide council

For an organisation the scale of Auckland Council, Ngā Mātārae is a very small team to act as leader and a guide to the intersection of ACG, iwi and mataawaka interests. That intersection is both culturally and legally complex. There are real legal risks for ACG getting the relationship wrong.

Potentially more importantly there is also a real and growing multi-billion dollar impact on Auckland from the Māori economy (estimated at \$12.5B)³⁷ that could remain unsupported.

Ngā Mātārae Role and Resourcing

Ngā Mātārae leads Council's response to its statutory and policy obligations to Māori. It is unclear what role the unit is being required to undertake; is it a driver of Māori outcomes, a guide to Council (and CCOs?), an auditor, a consultancy or all of the above?

Ngā Mātārae had a budget of \$1.9M in 2021/22. The budget has been declining significantly over the past five years and is currently less than a third of the budget available to Te Waka Angamua in 2015/16. The current budget to lead and guide Council's work with Māori is only 2/3rds of the budget of the IMSB, who represent Māori voice and audit Council's work. This seems disproportionate.

The team has a headcount allocation of 22 but (at the time of writing) is carrying five vacancies. There are five Māori Outcome leads in other areas of Council (one of which is vacant) while a further two Directorates have yet to establish Māori outcome lead roles.

Ngā Mātārae Strategic Relationships and Participation Team

It was apparent that Ngā Mātārae is often required to act as a catch all for all forms of Māori engagement. Staff told me they would be called in for tikanga support, a karakia which was not grounded in tikanga or to engage with Māori on behalf of other teams. Formally the name of the team within Ngā Mātārae is the Strategic Relationships and Participation (rather than an engagement team), and its role is ostensibly an internal consultancy to assist departments within Council to do their own engagement.

Ngā Mātārae Māori Outcomes Team

The Māori Outcomes team (the strategy team) appeared to have to operate separate from other parts of Council policy. Staff feel that they have not been set up to succeed "*too small in size with too large a task*".

This team of seven (plus the Director) has the task of guiding an organisation of around 6,000 staff, where there are many hundreds of 'mainstream' planners. It did not appear as if the Māori policy team was systemically connected into the considerable resources in the mainstream planning teams. This was apparent in the manner in which *Kia Ora Tāmaki Makaurau* was developed, in isolation from the resources and skills within other parts of Council, despite asking for support.

Ngā Mātārae Director's Role

This is the first time in the existence of Auckland Council that Ngā Mātārae team leader is a Director and a second tier position directly reporting to the Chief Executive. This was universally mentioned as good move, as was the very senior level skill base the current incumbent brought to the role. Many internal and external interviewees expressed concern about the fixed term nature of the current incumbent role and the need to permanently have such leadership (both in terms of tūturu Māori and senior management skills) to lead Council to a better place in its relationship with Māori.

Failing to Attract and Retain Talented Māori staff

I was told it has been difficult to recruit and retain Māori talent at Council, including in Ngā Mātārae. Several past staff members were mentioned by stakeholders as having impactful skill sets but they had left Council for other organisations. Senior Māori roles often remain vacant for long periods of time as recruitment of the right skill set has proved difficult.

³⁷ <https://www.berl.co.nz/our-mahi/te-ohanga-maori-i-tamaki-makaurau-aucklands-maori-economy>

Council can doubtless attract and retain talent in other roles because of the scale and impact of roles within not just New Zealand's largest local government entity but one of our largest organisations per se. This begs the question of why the same is not true for Māori talent?

The situation would seem to indicate that Council is not seen as an employer of choice for the many talented Māori senior leaders in Aotearoa. Is the pay insufficient, the role too lacking in power and impact and/or is the culture too unsupportive? These are questions which ACG is attempting to answer in M.A.H.I., the Māori Employment Strategy. The ability to successfully address them will be key to ACG success.

A co-related issue to lack of retention of key Māori staff has been loss of progress as there have been long periods of vacancies followed by new staff sometimes renaming and refocusing work programmes. This appears to have created a churn of renewal rather than a progressive iteration of efforts.

Adopting an Overly Cautious Approach in the Relationship with Māori

The cultural context of Māori relationships is one which much of ACG needs help navigating. The complexity of the task of creating a fruitful relationship with iwi and mataawaka is not to be underestimated. The skills required are not just relationship creation and management; it is also about the vision for what is possible, the balancing of complex needs, and understanding what drivers and levers exist. This complexity is similarly true of all of the leadership roles at the ACG. The difference has been the resources that other leaders are able to call on to achieve their remits compared with Māori Outcomes leadership.

It is very clear that ACG has struggled with understanding and balancing complex iwi relationships. Without sufficient resources at the right levels of ability and authority ACG has found it difficult to act proactively and boldly in its relationships with Māori. Much of ACG business is inherently complex. This is tackled with active and skilled leadership, with significant staff and budgets allocated. In the task of engaging with Māori, in meeting statutory obligations and governance led commitments, ACG has operated without the same resources. Without that skill set or leadership ACG appears to have adopted an overly cautious approach, almost to the point of paralysis.

3.5 Complex and inequitable financial arrangements

There are a number of issues with the financial arrangements between Māori and ACG.

Summary of Financial Issues

- Complex payment processes which are a burden to smaller organisations
- Lack of co-ordination in levels of fee payment
- Duplication of fee payment for contribution and advice and an absence of support for mataawaka
- Little if any outcome measurement for the funds being granted
- Lack of recognition of skills bought to tasks such as CVA assessments
- Lack of definition and therefore tracking ability of costs of Māori engagement

Complex Financial Relationships

Iwi representatives mentioned complex financial relationships at the transactional level. There are many fees paid for attendance and contribution to ACG activities. In the background of all of these transactions is a complex net of administrative requirements through ACG's procurement procedures. Small iwi entities mentioned that they struggled to correctly access and report on these various payments.

Lack of co-ordination in levels of fee payment

As well as the Tāmaki Makaurau Mana Whenua Forum discussed elsewhere in this document there are several other mana whenua forums including the Parks, Sports and Recreation Mana Whenua Forum and those servicing the CCOs (such as WaterCare) and fees are also paid for these. Fees paid by the ACG are not co-ordinated and can be at different rates.

Levels of payment made, lack of differentiation and little if any outcome measurement for the funds being granted

Iwi leaders are paid attendance fees for the Mana Whenua Forum, individually around \$30k, to a total of \$460,000 per annum. This is a relatively high membership payment for a forum such as this.

Council pays each of the 19 mana whenua entity a capability grant of \$50,000 per year, totalling \$950,000. This has been unchanged for the past ten years and is the same for all iwi entities, no matter their size or need. There is no performance element to the payment.

Duplication of fee payment for contribution and advice and an absence of support for Mataawaka

ACG is making payment to the IMSB to undertake its statutory work (as it is obliged to by the LGACA) and to the Mana Whenua Forum. As previously discussed, there is a confusion of roles between the two entities at defined purpose level.

Mataawaka organisations do not receive the same level of financial support but are a key part of community social development for the 154,000 mataawaka in the region.

Lack of recognition of skills bought to tasks such as cultural value assessments

Tangata whenua are paid fees to contribute to cultural value assessments. There is some discontent around the level that these fees are paid at.

One iwi leader said:

“Council charges out their staff to applicants. They charge a relatively inexperienced graduate planner at \$175 per hour but they pay us (with decades of experience) \$120 per hour. I presume that’s because they don’t recognise the skills we bring to the process.”

This payment is a commercial transaction and a requirement of the RMA and the Unitary Plan. It should be paid at a rate which recognises and values iwi and Māori world view skills and not be treated as ‘consultancy’ or ‘engagement’ fees.

Lack of definition and therefore tracking ability of costs of Māori engagement

I examined four recent (2019, 2020) Local Government Official Information and Management Act (LGOIMA) requests pertinent to spending on Māori engagement and consultation. It was clear to me, based on information I was privy to, that ACG finds it difficult to accurately account for all costs associated with the purpose of engagement and consultation. Without asking finance staff to undertake significant work it is not easy to even understand what is the cost for staff roles which are dedicated to Māori engagement at Council and the CCOs.

Work needs to be done to define engagement and to differentiate between engagement activities and commercial activities such as CVA work. It was unclear whether CVA payments had been lumped into ‘consultancy’ payments in the information provided for the LGOIMA requests.

Servicing Māori Compared to Local Boards

Local Boards are an essential part of the Auckland Council mix. Local Boards have variable commitment to servicing Māori, despite all Local Board Plans starting with a mihi (because the template for their plans has a mihi). The RIMU review Evaluation of the Improving Māori Input into Local Board Decision Making Initiative (July 2021)³⁸ did not indicate that the relationship between Māori and Local Boards was functioning well. Workshop participants considered Local Boards to be even less enthusiastic about a relationship with Māori than Council or its CCOs.

The LGACA created 21 Local Boards and Council has scaled its service to them appropriately. The annual cost to administratively service the Local Boards is \$3.5M centrally plus between \$250k – \$450k per Board. Local Boards have a total annual service budget of more than \$19M (including Elected member costs and honoraria). This does not include their operational spend in the local communities. Compare this to the cost of servicing Māori; including IMSB, Ngā Mātārae, capacity grants and consultancy payments³⁹, the total annual budget is currently \$8M.⁴⁰ Servicing of Māori has also significantly declined over time, from a peak of \$13M in 2015/6 to the current \$8M. This decline is driven in large part by the reduction in the budget of Ngā Mātārae (and its predecessor Te Waka Angamua) and Māori consultancy payments (however that was defined).

I understand that the roles are considerably different, however my point is more to focus on operational commitment and perceived importance in the scale by which Council services Local Boards compared to Māori. ACG has strong statutory obligations to both and has made public statements of commitment to Māori. Ngā Mātārae's budget is less than the equivalent of the direct administrative budget of three Local Boards.

³⁸ <https://www.knowledgeauckland.org.nz/publications/evaluation-of-the-improving-m%C4%81ori-input-into-local-board-decision-making-initiative/>

³⁹ Figure from Te Atawhai see p26 of this report

⁴⁰ I have not included the CCOs and their Māori outcome teams nor the annual Māori Outcomes budget (since that is part of the entire Council operational budget), in order to do a like for like comparison within Council structures.

Part Three

Recommendations for Improvement in the Relationship between ACG and Māori

1. Highlighting Good Practice at ACG

There are areas of recent Auckland Council activities which stood out as better practice than others in terms of their relationship with Māori. This included:

Te Tāruke-ā-Tāwhiri Climate Change Plan

This plan has a much fuller relationship with iwi and Māori world views. This is because it was co-created rather than consulted on. There were instances where Māori led individual workshops. The result is a plan which not only acknowledged Māori as citizens but also as key stakeholders. The Plan integrated mātauranga Māori concepts and recognised their value rather than subverted them to western science.

COVID Response

Through the COVID period (particularly during lockdowns) Council worked differently with Māori communities. Rather than holding control and paternalistically helping Māori communities Council trusted Māori organisations. Council handed over resources so that Māori organisations could respond as they knew their community needed them to. There was an understanding that a marae could be a central point of community welfare and Māori have expressed their preference to work this way.

Cultural Value Assessments and Resource Consenting

The programme underway in the Resource Consenting team to better operationalise new ways of working with iwi is another good example of the way in which Auckland Council could work. The programme is evidence led with the initial research report, *Te kā mai rawa, te ti taihara: Mana whenua cultural values and the Auckland Council resource consent process*⁴¹ thoroughly identifying the issues, including being frank about Council staff assumptions and opinions of working with tangata whenua.

A programme of work to improve the situation was co-developed with iwi representatives in a series of workshops. The workshops were well attended by iwi representatives, particularly the kaimahi who saw this as a means of improving the overwhelming amount of work being sent their way.

A key to the eventual success of the programme of work is that it has been 'projectised' and put into the Regulatory Teams whole Portfolio of work. This means its appropriately resourced and is being reported on to, and being monitored by, their Director.

The only negative comments I heard related to the current stage of work where it is felt that Council has become silent on next steps. There is concern that this may become similar to many Council/Iwi projects, which starts strongly and end up fizzling out. I understand that work is going on behind the scenes but Council needs to communicate that more clearly so that the void is filled positively rather than negatively. It will also require renewed energy to build momentum and trust back up to the heights of the workshops.

It is hoped that the Programme of work will be tracked through to benefits realisation since this has been a failing in past Council iwi projects and programmes.

2. Creating a High Performing Culture at ACG which is Responsive to Māori

Part one of this review showed the comprehensive statutory framework obliging ACG to engage with Māori and the commitments made by the governing body to meet their needs and aspirations.

Part two of the report provides evidence of a deep seated and ongoing concern from Māori in Auckland around a lack of true engagement from ACG. It is apparent that there is sufficient commitment from governors to a relationship with Māori. It is in the implementation of this planning and policy framework that ACG is being found wanting by its Māori stakeholders.

The process of enhancing the organisational response is operational and is led by the Executive Leadership team. Māori, like all citizens of Auckland, should be able to call on the entire resources of the ACG for their needs. It is a disservice to Māori, and to their strategic importance, if it is left to Ngā Mātārae to activate and support the cultural richness, social wellbeing and the economic impact of Māori in the Auckland region. Given the statutory and policy commitments Māori should have more focus from ACG, rather than less than others. What is required is a whole of organisation response to Māori engagement.

Council has Whanake Ora 2025, an internally focused people strategy, to align its focus to address the six strategic objectives outlined in the 10-year Budget 2021-2031 (Recovery Budget). In terms of Māori responsiveness, the following actions are articulated:

Whanake Ora 2025

We give effect to Te Tiriti through outcomes for Māori

- *We grow and develop a talented and thriving Māori workforce that has a strong voice at all levels of the organisation*
- *We develop the competency of elected members and kaimahi through appropriate training*
- *We deliver the programmes of Kia Ora Tāmaki Makaurau*
- *We lift iwi and Māori participation and influence in decision-making through quality partnerships with mana whenua and mataawaka*⁴²

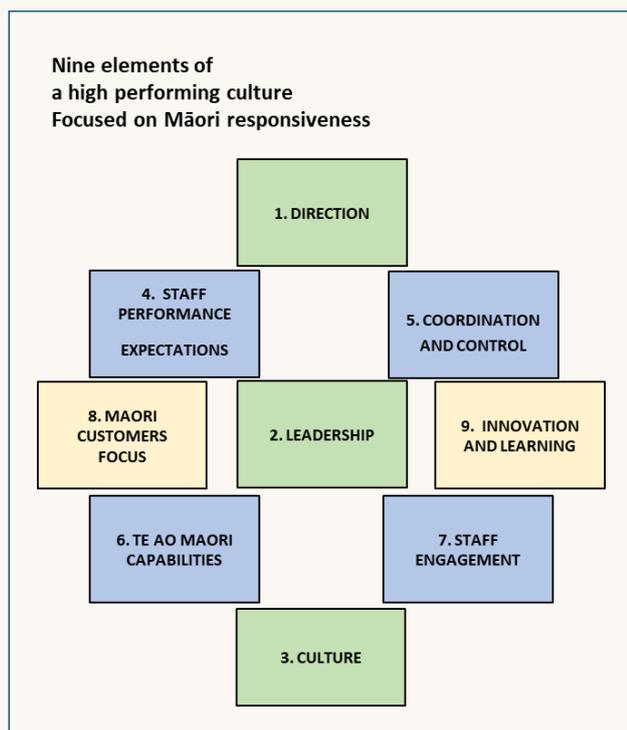
These are good target statements however given a long history of failing to deliver a true change in the relationship between Council and Māori I would like to propose some focused actions to ensure that there is a substantial and strategic improvement in the relationship.

Many models could work and ACG can doubtless create a model of its own. The purpose of this section is to highlight the nature of a comprehensive response to the challenge of creating a more Māori responsive Auckland Council Group.

McKinsey proposed nine elements in a high performance culture⁴³, which I have re-focused on responsiveness to Māori:

⁴² Whanake Ora Our Strategy 2025

⁴³ The hidden value of organizational health—and how to capture it, Mckinsey Quarterly 2014, Aaron De Smet, Bill Schaninger and Matthew Smith



Elements 1,2 and 3 create internal alignment
 Elements 4,5,6 and 7 ensure quality of execution
 Elements 8 and 9 create capacity for change and renewal

Direction, Leadership and Culture

Element 1. Direction

The outcomes of the relationship with Māori are set in Council's Plans and strategies. However, work should be undertaken specifically on how, from an engagement perspective, this is made manifest. The direction of the work that ACG is undertaking in its relationship with Māori needs to be clearer, including the co-design of what the outcome goals of the relationship would be. What would it look like for Māori and for ACG staff to behave in a manner which met Māori needs and aspirations? A comprehensive Māori engagement strategy (more specific and more comprehensive than the goals in Whanake Ora) should be developed.

Element 2. Leadership

Auckland Council Group's ability to successfully engage with Māori depends on a number of factors, key of which is the level to which ACG is truly committed (at the highest levels in the organisation) to making the relationship with Māori work.

Leadership is key to shifting the current culture from one of obligation, consultation and box ticking to one of willing engagement, trusted relationships, listening and responsiveness. It has been noted by many I interviewed that having a Māori Outcomes Director at second tier has been an important improvement. However, the Director of Ngā Mātārae cannot be a lone voice on the Executive Leadership team and should not be left to carry the weight of leading a whole of organisation partnership.

I am not aware of the skills and experience in the various Executive Leadership Groups (Council and CCOs) in operating in and with iwi and Māori contexts and world views. If they do not consider themselves highly proficient in these areas the teams, and the individuals who make them up, should be required and supported to increase these skills.

This does not mean everyone has to learn Te Reo (although that would be helpful) or start saying karakia at the beginning of all meetings (this should be based on context and is not the first thing to be implemented in a Treaty responsiveness process). Rather the skills required are a sound, modern knowledge of Te Tiriti and its policy implications for local government, the history of the region from a Māori perspective and good relationship with the key Māori individuals and entities in the region as a minimum. This application of effort to recruit staff or support current staff to become highly proficient is natural to achieving important work programmes in other parts of Council business. The key here is acting as though Māori and iwi world views are important to ACG.

Element 3. Culture

Peter Drucker once famously said “Culture eats strategy for breakfast”. Culture is described as “how we do things around here”. What is the ACG culture when it comes to servicing Māori? The previous internal research reports (on CVAs⁴⁴ and Local Boards Improving Māori Input into Decision Making⁴⁵ see Appendix 1 for detail) indicate a non responsive, and even sometimes hostile, culture. ACG could set culturally responsive values and should support, measure and report back to staff on this. ACG could:

- Listen to concerns and identify initiatives that will make a difference to Māori experience of working in and with ACG.
- Turn concerns into ideas for action
- Share what’s positive about who ACG is and what they do in the context of Māori engagement.
- Operate transparently and report on the work programme to all staff and Māori stakeholders.
- Promote the good stories and recognise achievement
- Take responsibility for ACG attitudes and behaviour
- Get things done and make change happen.

Staff Performance Expectations, Coordination and Control, Te Ao Māori Capabilities and Staff Engagement

The quality of execution of the Māori engagement strategy depends on putting in place clear expectations of skills and performance, ensuring that activities are co-ordinated and controlled and developing high levels of staff engagement in this specific set of behaviours and attitudes.

Element 4. Staff Performance Expectations

The expectations on staff in terms of their ability to engage with Māori are different depending on what they work at and the level of engagement they are likely to have. This framework for focusing on engagement skills is for all staff not just those with Māori focused roles and expresses minimum levels of expected competency and performance.

A mataawaka leader said:

“The issue with having a Māori engagement team is they broker the relationship and then hand us on to the engineers etc who often undo all the good work with their lack of knowledge or even interest in our needs.”

An expectations framework would clarify what is expected by way of performance for all staff up to and including the Chief Executive. This would detail the knowledge, behaviours and networks each level of the organisation would be expected to contribute to Māori Outcomes.

I have provided an example which I have developed generically for ACG below. ACG should review and enhance an Expectations of Performance in Māori Engagement Framework to specifically suit their circumstances:

⁴⁴ Te kā mai rawa, te ti taihara: Mana whenua cultural values and the Auckland Council resource consent process
⁴⁵ RIMU Evaluation of the Improving Māori Input into Local Board Decision Making Initiative (July 2021)

<i>Example for consideration</i>	Expectations of Performance in Māori Engagement
Staff	You know the basic history of the Auckland region, can correctly pronounce Māori names and place names and have a basic understanding of te Tiriti. You support your colleagues and share your knowledge and skills.
Senior Supervisors	You know the basic history of the Auckland region, can correctly pronounce Māori names and place names and have a basic understanding of te Tiriti. You organise on-the-job training and support on these matters for your team.
Team Leaders	You know the basic history of the Auckland region, can correctly pronounce Māori names and place names and have a basic understanding of te Tiriti. You organise on-the-job training and support on these matters for your team. You build capability in your team through mentoring and performance conversations and targeted training and development.
Principals/ Chief Advisors	You know the detailed history of the Auckland region, can correctly pronounce Māori names and place names and have a good understanding of te Tiriti and the implications for local government. You can create policy advice with good alignment to statutory obligations and Māori aspirations. You understand current Treaty implications and legal frameworks around te Tiriti and are up to date with Waitangi Tribunal findings and central government policy development in this area. You support your colleagues and share your knowledge and skills. You are comfortable operating in Māori spaces such as marae
Managers	You know the detailed history of the Auckland region, can correctly pronounce Māori names and place names and have a good understanding of te Tiriti and the implications for local government. You build capability in your team through mentoring and performance conversations, and targeted training and development. You encourage further Iwi and Māori world views understanding and skill development and encourage career development in this area with your teams.
Directors	You know the detailed history of the Auckland region, can correctly pronounce Māori names and place names and have a strong understanding of te Tiriti and the implications for local government, in particular Auckland. You understand current Treaty implications and legal frameworks around te Tiriti and are up to date with Waitangi Tribunal findings and central government policy development in this area. You have networks with Māori in the Auckland region and are comfortable operating in Māori spaces such as marae. You demonstrate this through active leadership of your department and with alignment to Council aspirations in Māori partnerships.
Chief Executive	You know the detailed history of the Auckland region, can correctly pronounce Māori names and place names and have a strong understanding of te Tiriti and the implications for local government, in particular Auckland. You understand current Treaty implications and legal frameworks around te Tiriti and are up to date with Waitangi Tribunal findings and central government policy development in this area. You have networks with Māori in the Auckland region and are comfortable operating in Māori spaces such as marae. You demonstrate this through active leadership of Council's relationship with Māori and with alignment to Council aspirations in Māori partnerships.

Element 5. Co-ordination and Control

In complex organisations, such as those which make up ACG, co-ordination and control is often fundamentally about systems of information, communication and technology (ICT). Te Mātāpuna has previously been discussed as the potential solution to managing complex information, particularly around RMA requirements between iwi and Council. Its potential is far greater however and it could be a sophisticated and useful Customer Relationship Management (CRM) tool.

It was beyond the scope of my review to look at Council and its CCO's core operating systems, however I imagine that they are sophisticated and well-resourced to manage such a large and complex set of enterprises. Without an equally sophisticated, robust, maintained and invested in CRM for ACG's work with Māori the co-ordination and control of the activities is likely to fail.

Alongside (or part of) Te Mātāpuna there needs to be systems which track performance in actioning Kia Ora Tāmaki Makaurau, investment in focused financial management methodologies to track spend on Māori activities (to a greater extent than they are currently) and integrating into current HR management systems the tracking of staff training needs and performance in Te Ao Māori. These systems will require focused leadership and ongoing investment to have real benefit realisation.

Such investment will allow the ELT to be knowledgeable about ACG's performance in Māori relationships. This will allow ACG to better manage its own performance and not be reliant on outside audits to tell it to what level it is achieving its goals.

Element 6. Te Ao Māori Capabilities

M.A.H.I. is the Council's Māori Employment Strategy and Implementation Plan 2022-24. It looks to be a thorough and useful strategy. It was created following a review of the previous Māori Employment strategy.

The Strategy as written is well developed and has a detailed implementation plan, which if realised, will make a substantial difference to the degree to which ACG is able to deliver Māori Outcomes. The material available to me on the review of the previous iteration of the strategy is silent on what level of achievement was realised in any of its goals. It is also five years since the workshops which originated the first strategy took place and eight years since the IMSB raised the issue of ACG staff competency in its audit of 2014. The question must be asked; what will be different this time around?

In relation to the first goal of developing a capable workforce there are two initial outcome statements: *The council group attracts and employs kaimahi with cultural competence and ability to implement its AMO Plans.*

*The council group utilises recruitment targets as a mechanism to build a workforce that reflects the Maori working age population of Tamaki Makaurau and our organisational commitments to Te Tiriti and Maori Outcomes.*⁴⁶

It would be useful for ACG to consider these recruitment activities as a way to also to develop better enduring relationship with Māori. ACG could enact an ongoing programme of scholarships, secondments (two way) and summer placements with mana whenua and mataawaka organisations.

In the list of actions in M.A.I.H.I. is a number of references to training of kaimahi and kaimahi Māori (sometimes the two terms are used within the same sentence). It is unclear whether the action plans apply to all staff or just staff with roles that have specific duties in relation to Māori outcomes.

Given ACG's legal requirement and policy commitments to work with Māori and the frequently made statement that what makes Tāmaki Makaurau unique is its Māori culture ACG could go further with the training element and make compulsory for all staff a basic unit of training in Te Tiriti, local iwi history and basic Te Reo.

I recommend that ACG also support a pathway to excellence for those who want to develop deeper skills in te reo me ona tikanga irrespective of their substantive roles and that a suitably described set of skills in Te Ao Māori are recognised.

Māori staff should also not be pigeonholed to work in only Māori facing activities. Their professional development should ensure that they are encouraged to develop in any suitable area of ACG, with pathways available to leadership to any directorate and not siloed to those within Ngā Mātārae.

As with all strategies a key element is the measurement and reporting of success. A key part of the measurement of success needs to be an external Māori stakeholder view of whether ACG has more successfully met their needs through this focus on ACG staff.

Pay is an important indicator of value and skill sets. Other areas of ACG skill sets for key deliverables in roles will be calibrated to recognise skills required. The same should be true for Te Ao Māori skills, otherwise supportive strategies can become just rhetoric.

Element 7. Staff Engagement

This review is focused on Engagement with Māori and I have titled it 'Beyond Obligation' in order to convey the change that Māori wish to see. To achieve this change will require ACG staff themselves to be beyond a sense of obligation and engaged in this complex undertaking.

A definition of 'Engagement' for staff is: *The extent to which employees are motivated to contribute to organisational success and are willing to apply discretionary effort to accomplishing tasks important to the achievement of organisational goals.*

Given the current poor outcomes in Māori engagement it is fair to assume that many ACG staff either: don't know about the requirements, don't have the skills to undertake the tasks involved, ignore the tasks for other reasons, feel only a reluctant obligation.

Staff engagement requires the clear direction, leadership, a supportive culture and staff capabilities described in this section of the review. It would be useful for ACG to specifically measure staff engagement in meeting Māori Outcomes plans, activities and targets. The survey would provide useful information on what is missing from a staff perspective in the ACG side of the Māori engagement relationship.

Māori Customer Focus and Innovation and Learning

Elements 8 and 9 create capacity for change and renewal and ensures effective understanding, interacting with, adapting to, and shaping ACG's work and external environment

Element 8. Māori Customer Focus

By being customer focused ACG will grow in its understanding of what Māori needs and aspirations are. There will be processes in place for ACG to understand its customers, such as the annual resident satisfaction surveys, annual and 10 year plan interactions. I recommend that ACG provides for similar but dedicated planned customer focused mechanisms to understand its Māori stakeholders.

Element 9. Innovation and Learning

Council recognises the need for innovation and learning and has a dedicated team in RIMU (Auckland Council Research, Investigations and Monitoring Unit) and a website, Knowledge Auckland, which holds all of its research.

In 2016 RIMU surveyed their own staff on their skills in Te Ao Māori.⁴⁷ Survey respondents generally rated poorly their skills and abilities in areas related to Māori. This was particularly the case with respect to conversing in te reo Māori; knowledge of Auckland's iwi and hapū; and knowledge and understanding of how their work contributes to Māori outcomes.⁴⁸

Following the review RIMU developed their own Māori Responsiveness Plan.⁴⁹ There have been at least two examples of RIMU undertaking useful research on Council's work with Māori; *Te kā mai rawa, te ti taihara: Mana whenua cultural values and the Auckland Council resource consent process*.⁵⁰ (RIMU June 2019 and May 2020) and Evaluation of the Improving Māori Input into Local Board Decision Making Initiative (RIMU July 2021)⁵¹. (see Appendix 1 for details)

I applaud and encourage this work of Council self-reflection, Māori feedback and promulgation of lessons learned. I encourage RIMU to become a centre of excellence in Māori research, perhaps partnering with other centres of Māori research excellence, including with Auckland iwi. I recommend that a research plan is specifically developed with Māori and that RIMU ensures that Māori are fully involved in commissioning, designing and leading research on their own points of intersection with ACG. This research should be used to guide future strategy and implementation.

47 Cloak or Skin: Perceptions of Māori Responsiveness in Auckland Council's Research and Evaluation Unit (RIMU) May 2016

48 Ibid

49 Te RIMU Tūtahi Māori Responsiveness Plan for RIMU Auckland Council

50 <https://knowledgeauckland.org.nz/media/1069/tr2019-008-te-k%C4%81-mai-rawa-te-ti-taihara-mana-whenua-cultural-values-auckland-council.pdf>

51 <https://www.knowledgeauckland.org.nz/publications/evaluation-of-the-improving-m%C4%81ori-input-into-local-board-decision-making-initiative/>

3. Māori Capability and Capacity in Engagement with ACG

One of the issues with the current model of engagement is that past improvement efforts have mainly been focused on only one partner, Auckland Council Group, who already has all the power and resources. In the actions undertaken as a result of this review it will be important to ensure that action, resources and budget is not focused solely on building up the pākehā institutions ability to operate more skilfully with Māori. This would be hegemonic (that is, the power and resources are used to keep the powerful in control).

In this next phase of development and change it will be important to consider what assistance do iwi and mataawaka need to engage with ACG. Remembering that not only does Council have statutory obligations to engage with Māori, it has statutory obligations to *“consider ways in which it may foster the development of Māori capacity to contribute to the decision-making processes of the local authority.”*⁵²

Currently ACG has focused its capability development in purely financial arrangements. There are a number of different mechanisms to support capability development in Māori organisations including mutual secondments and joint project work.

3.1 Capability Support

ACG needs to work with each iwi and mataawaka organisation to undertake a Needs Assessment and then create a plan for what capacity development is needed to support the intersection of interests between Māori and ACG. Agreements can then be made on what support ACG can provide. This may or may not be financially based. Small organisations may need more than \$50,000 and larger organisations may need less cash but might benefit from other forms of support such as seconded staff or particular tasks to be undertaken by ACG or vice versa.

As has been previously discussed the COVID response also showed a different way in which ACG can contribute not just to Māori wellbeing but also to the well being of the whole community. This is to provide the resources to Māori to undertake tasks for the community. This removal of ACG as a mediator of action pertinent to Māori communities is very much desired by Māori leaders. Several workshop participants mentioned this. One iwi leader said:

“Just pass the budget on to us and let us get on with it. You would have seen a very different result (in terms of Māori wellbeing) if Council had done that 10 years ago”

This is not just true of actions on behalf of the Māori community, it is also true of programmes and processes for the whole of Auckland. Te Tāruke-ā-Tāwhiri Climate Change Plan is an example where Māori contribution and leadership were not just on behalf of Māori but on behalf of all of community.

A key principle to devolving power and resources is to be open to not just the means but the outcomes. An iwi leader said:

“Council approached us because they wanted Māori to interact more with a regional park. That park was our land but when we told them what we wanted was to build a marae within the boundaries of the park Council staff were horrified and said absolutely not. What became clear was that when Council wanted us to interact with the park, they meant interact the way they wanted us to. They weren’t actually interested in what we wanted”.

Council will want to ensure that any actions and activities undertaken with its resources are within the boundaries of its statutory limitations and good use of ratepayers’ money. There are however many ways to ensure this without holding the pen and dictating all activities that lead to unilaterally set outcomes. This includes relational commissioning and outcomes based contracting. Social procurement is also of interest to Māori so that work undertaken in their rohe benefits them at input, output and outcome levels.

4. Making a Difference with this Review

I reviewed 13 previous reviews and audits around the topic of Auckland Council Group's engagement with Māori. Some progress has taken place over the past 10 years, as a result of work undertaken to meet the findings of the IMSB audit recommendations, and as the ACG has matured in its relationship with Māori. As previously discussed, from the perspective of Māori that progress has not been substantial or strategic. The same things Māori said to the Office of the Auditor General in 2012⁵³ are still being said now. This begs the question; will this review achieve any more than previous reviews?

This question has been central to my thoughts as I write the recommendations for action. I hope that these aspects will also make a difference:

- There is a Māori Outcomes Director in place who commissioned the review, with the support of the Chief Executive, and who is focused on leading Council to a more fulfilling relationship with Māori
- The review has focused on first principles
- Many of the recommendations over the many independent reviews and audits have not made a fundamental difference to the relationship between Māori and ACG. I believe that's because they have been from an external perspective and have focused on policy and procedure. I believe the issue is fundamentally one of an ACG culture which does not actually think of Māori as partners but rather an obligatory stakeholder. So, to successfully engage requires a culture shift of commitment at the highest level of operations. This combined with some supportive meeting platforms for exposing more of the partners to each other, backed up with some operating system investment and improvements should make a difference.
- There are a number of simple changes and actions which ACG can make that will be levers for change. They will create the opportunities needed to support a deeper relationship between ACG staff and Māori. These recommended changes are in alignment with the most recent IMSB audit but have been focused on an insider view of Council. ACG needs to drive its own future relationship development with Māori, rather than acting out of obligation and concerns identified by external audit.

4.1 The First Principles:

- ACG has clear statutory requirements to understand and meet the needs and aspirations of mana whenua and mataawaka.
- ACG has committed at a governance level to meet the needs and aspirations of mana whenua and mataawaka many times in its adopted planning documents.
- Given that ACG's commitment statements are already made at a governance level it is for the operational arm of Council to make it real.
- Iwi and mataawaka do not have an obligation to engage with ACG so therefore must see a beneficial return on engagement
- Nothing supersedes mana whenua iwi and hapū rights, irrespective of size of iwi or the number of iwi with mana whenua rights in the rohe. Collective engagement with the Mana Whenua Forum does not count as engagement with individual iwi entities.

4.2 The Drivers for a True Māori Engagement Culture

The drivers which ACG must recognise:

- The statutory requirements
- The promises governance has made in Council and CCO plans and policies
- The risks attached to getting engagement wrong
- The likely benefits of getting engagement right

4.3 The Short List of Key Levers

Given the history of the many reviews making many recommendations it is important to provide a sharp focus for improvement. It is a proven effective strategy to achieve a small number of key improvements, bed them in and then move on to the next shortlist of goals, created within the new operating context.

This review does not attempt to have all the answers to creating a mutually satisfying and beneficial relationship between Māori and ACG. That needs to be mutually created by those parties. Individual iwi and mataawaka communities will have different needs and aspirations which only they can express to ACG. The recommendations are however based on creating a stronger platform for the relationships to develop in the right direction over time.

A small number of relatively simple changes to the manner in which ACG operates would lead to an ongoing deepening of the relationship between Māori and ACG. That beneficial relationship could then create the direction, methods and measurements to continue to not just grow the relationship but deliver the agreed Māori wellbeing outcomes. Those changes are:

- Individualised 19 iwi and mataawaka entity engagement relationships, leading to ongoing co-design and enablement.
- Clarity of roles of the Mana Whenua Forum from a ACG perspective
- Shared vision for the relationship and co-ordinated engagement
- Broader investment in internal culture and capability, including strengthened leadership from the Executive Leadership teams of ACG and Ngā Mātārae
- Planned, needs based investment in external Māori capability to engage with ACG
- Focused commitment from the Executive Leadership teams to developing a Māori engagement culture throughout all of ACG
- Focused measurement of all aspects of engagement and the tracking of activities, particularly Kia Ora Tāmaki Makaurau, all the way through to benefit realisation

4.4 The Longer List of Recommendations:

This list of recommendations expands on the key levers above and more detail on the issues they are attempting to resolve can be found in Parts 2 and 3 of this review.

Substantially Improve Support to Iwi Entities:

As previously stated, Māori society is based on whānau, hapū and iwi structures. The rights and obligations which are detailed in the statutory obligations section (when not referring to Māori as citizens) refer to iwi or mana whenua. There is no place for replacing individual iwi engagement with clustering iwi for ease of ACG engagement. Back office administrative support which is clustered in some manner is acceptable provided the interface with iwi is still individualised.

I recommend each iwi entity has its own:

- engagement plan (including the terms of their engagement, the goals, processes and measures of success),
- a specific capacity development plan which takes into account the individual circumstances of the iwi,
- iwi management plan (as per the RMA),
- an Iwi Liaison Officer (or some such titled) dedicated staff member with the seniority to develop agreements and navigate relationships on behalf of ACG. An Iwi Liaison Officer may manage more than one iwi entity but iwi with significant impact on Auckland may warrant a single senior dedicated staff member.

Recognise and Organise ACG's Relationship with Mataawaka:

The legal obligations and commitments to engage with mataawaka are also clear. There are many robust and mataawaka community led and connected organisations in Tāmaki Makaurau. ACG should meet with them regularly and have similar arrangements as with iwi organisations, but with a different focus for the engagement, i.e. social wellbeing for mataawaka.

I recommend that:

- A schedule be developed which recognises a list of the larger mataawaka entities and the role that play for their communities (e.g. Te Whānau o Waipareira, Manukau Urban Māori Authority, Papakura Marae etc)

Entities on the schedule to have:

- engagement and development plan (specific to the relationship with ACG),
- a Liaison Officer (or some such titled) dedicated staff member with the seniority to develop agreements and navigate relationships on behalf of ACG.

ACG clarifies the relationship it wants with the Mana Whenua Forum

ACG should recognise what the Mana Whenua Forum can and cannot do for ACG and determine what a suitable relationship is with the Forum.

I recommend that:

- ACG reconsiders its relationship with the Tamaki Makaurau Mana Whenua Forum and focuses its relationships on individual iwi and mataawaka entities

Significantly Improve Coordination of ACG's Relationship with Māori:

A cause of significant discontent and confusion is that ACG does not co-ordinate its own side of the engagement relationship. I understand that a shared calendar exists in the form of 'Rataka' however the issue of lack of co-ordination was still mentioned frequently by workshop participants. The recommendation here is to ensure that the cycle of engagement activities is proactively planned to allow input into key Council planning cycles, without becoming driven by last minute consultation deadlines.

I recommend that:

- A shared calendar is developed and co-ordinated annually as part of annual Iwi and mataawaka Engagement Plans and is scheduled to allow for meaningful input into the Council planning cycle at the strategic level.
- All Māori lead staff across the Council Group have a dotted line accountability to the Ngā Mātārae Director in order to fully co-ordinate efforts towards achieving Kia Ora Tamaki Makaurau.
- Fees paid for engagement purposes are co-ordinated and based on government guidelines for similar work.
- Where ACG calls for and supports Mana Whenua Forums across ACG that they are co-ordinated including terms of reference, membership criteria and fees.

Create a Shared Understanding and Vision for Māori in Auckland at All Levels.

In order to avoid fragmented, granular and end stage consultation ACG should move its relationship to one of a shared vision and understanding of Māori aspirations in Auckland. Note this is not simply a move to consulting earlier on Council plans but a move to a relationship where iwi and mataawaka aspirations and strategic intentions are known and understood and that this translates and is supported by more co-creation of plans and policies at Long Term Plan time.

I recommend that:

- A whole of Council Group and whole of Māori annual symposium be established. Create an opportunity to share visions and programmes of work both ways. Attendance by Mayor, councillors, Local Boards, CEs, ELTs and staff attend together with Boards and staff of all mana whenua and mataawaka entities.
- The output of such an event would include an annual workplan of agreed activities.
- The event should be treated as a prestige event. The agenda and presentations should be shared, for example particular mana whenua and mataawaka entities present in the morning, ACG have the afternoon followed by an evening event which perhaps recognises good practice activities from the previous year.
- A process is developed to support and guide elected members across all of ACG, including CCO Boards and Local Board members. This should lay out statutory obligations, current ACG plan commitments but should also focus on moving members to an understanding of the Auckland context and opportunities in a partnership model.

Invest in Culture and Capability for Both the Partners.

The ACG needs staff who understand the place of Te Tiriti, the history of the region and the importance of iwi with mana whenua in the region. It needs staff with a capability to work at an authentic and sophisticated level with its Māori partners. This should not be a rare skill at ACG and this recommendation is not just about training up current non-Māori staff. This cannot be a command and control methodology since it requires commitment and voluntary engagement. A more useful method should be based on culture change which requires leadership, direction, resources, support, role modelling and reward.

I recommend that:

- Upgrade ACG capability, not just by training non-Māori staff but by employing many more Māori across ACG. This includes; secondments, summer placements and scholarships from mana whenua and mataawaka.
- Through more comprehensive action recognise the importance of the statutory obligations, the planning commitments, the Māori economy and the cultural impact of Māori in Auckland. Ensure that ACG has staff (Māori and Non-Māori) who are capable of operating within that culturally and economically rich Māori environment.
- Set expectations of all levels of staff in Te Ao Māori skills. Train, monitor and support staff to meet those expectations.
- Create and apply universal staff training in Te Ao Māori, including levels to progress to and a pathway to excellence, recognise capability levels in pay levels.
- Provide better support and integration for Ngā Mātārae into the resources and intellectual capital of the whole of Council.
- Invest in Ngā Mātārae and ensure that it has the skills, knowledge and ability to steer the complex, multi-billion dollar intersection between ACG and Māori.
- Create a team capable of supporting 19 mana whenua organisations and numerous mataawaka organisations. Number of clients per ILO depends on requirement for engagement e.g. number of touch points.
- Spend on capability for mana whenua and mataawaka organisations on an individualised basis, depending on agreed need and workplans.

Provide Better Support and Measurement of Māori Engagement Outcomes

This includes good tracking of inputs (including dollars), outputs, and outcomes. Use sophisticated measurement and benefit realisation tracking. *Kia Ora Tāmaki Makaurau* and *Te Mātāpuna* are vital starting points but should be iteratively invested in and improved. This is easily said but will require significant work and focus to get right. The investment is worth the effort as the relationship between Māori and ACG will never end, only grow in significance.

I recommend that:

- ACG create better accounting tracking to be able to measure inputs into Māori outcomes more precisely across the group
- *Kia Ora Tāmaki Makaurau* to include engagement outcomes, be invested in, iteratively improved with the support of Council's mainstream policy team and adopted as a whole of ACG tool
- *Te Mātāpuna* be invested in and completed, maintained and iteratively improved with urgency as a vital CRM tool
- Adjust contractual arrangements between ACG and Māori so that they are focused on agreed outcomes and allow Māori organisations to work out the best way to meet those outcomes. Look to relational commissioning, outcomes based contracting and social procurement models.
- Set up a centre of research excellence inside of RIMU which is co-created with Māori (iwi and mataawaka) and which provides evidence and insights into the intersection of local government and Māori issues. This could include guides, case studies, reviews, project proposals and ground breaking research.

5. Vision for the Future

It is often useful to describe what a change will look like when it has successfully transformed a paradigm. Below is a description of the changes that could be made at ACG.

From	To
Reluctant obligation	Positive relationship
Reactive interactions	Planned partnerships
Conglomerated iwi consultation	Individualised iwi partnerships
Inadequate mataawaka consultation	Active mataawaka entity partnerships
Council set agenda	Mutually created agenda
Often repeating the same negative feedback	Iteratively developing positively
ACG self referential	ACG partnership focused
Hegemony	Power shared
Have regard for...	Must give effect to ...
Stalled relationships	Energetically progressing relationships
Pre settlement environment	Post settlement environment
Consult	Partner
Operational	Strategic
Isolated Iwi and Māori world view skills in staff	Common staff skills in Iwi and Māori world view
Māori staff working in isolation	Māori staff normalised and valued

6. Other Matters of Interest

While this review was focused on Engagement with mana whenua and mataawaka in the course of the review a number of other matters have come to my attention. They are outside the scope of the review so I note them here in the simple hope that the comments are useful.

Coming Complexity

As difficult as the relationship between the ACG and mana whenua and mataawaka is now there is much more complexity coming down the regulatory reform pipeline. Specific to engagement with Māori are the RMA replacement legislation, Three Waters co-governance and the potential for Māori wards. Each individual piece of reform is designed to improve the way in which Māori rights are acknowledged and made manifest. However, taken as a whole and put on top of the current messy relationship it is possible that the situation will actually become worse rather than be improved. This is because the key confusion of individual iwi rights versus collective engagement, lack of co-ordination at ACG and fine sounding policy but poor practice could simply be increased with more layers.

No Time to Slow Down

ACG could also pause in its efforts to improve relationships while waiting for the new legislative framework. This would be a mistake. It is preferable that a strategic, substantial and sustainable improvement in the relationship take place in the coming months and years. The new legislative framework would then both be guided by this improved relationship and be layered on top/beside the improvements made.

Review of Local Government

The review of local government is an opportunity to tidy up some of the confusion around entities and rights and should be looked at through a holistic Māori lens, specific to the Auckland context.

Criteria to become Recognised by Auckland Council

It is unclear to me, and not easily found, what criteria was used to recognise the 19 iwi entities which are documented as in a relationship with Council. Over time there have sometimes been instances of hapū claiming rights and asking ACG to work with them. Sometimes staff have taken it upon themselves to meet these requests. It will be important now, and in the future, to have a thorough, sound and transparent process of who is recognised by Council. The status will become more valued as the relationships become more productive.

Post Settlement Context

Finally, the Auckland region will soon be a fully post settlement context. This means the opportunities to be had, or to be lost, in the relationship between ACG and iwi are increased significantly.

Appendices

Appendix 1

Past Reviews and Audits of ACG's Engagement with Māori

Aspects of Auckland Council Group's engagement with Māori have been reviewed and audited many times previously. The section below looks at the significant external audits and reviews, a selection of internal reviews and notes the themes which stay relatively common despite a 10 year timespan. Audits and Reviews are reported based on time lines (with the IMSB audits clustered and noted based on the first Audit in 2012). Text below is a precis in most cases taken directly from each audit report.

Office of the Auditor General: Auckland Council Transition and Emerging Challenges December 2012⁵⁴

The amalgamation of Auckland's local authorities and regional council into a single Auckland Council (the Council) is one of the most significant public sector reforms of recent years. The scale of the change and transition to the new Council was huge. The Auditor General decided to review how the merger was progressing after two years and what issues were emerging. The Auditor General paid particular attention to Māori participation, representation and giving effect to te Tiriti.

The OAG found that positive traction was achieved through the establishment of the IMSB and the appointment of IMSB members to Council committees.

The first Te Tiriti audit had been conducted and the OAG noted that the first audit identified significant weaknesses in Council's compliance with Māori legislative rights (see later IMSB audits section for detail). The IMSB noted to the OAG that there was little relationship with Local Boards and that the new structure was causing confusion about where to seek information and support from both partners.

The IMSB told the OAG of weaknesses in how the Council identifies, and seeks input on, issues of interest to Māori. In response to these weaknesses, the IMSB advised that the Council and CCOs need to improve staff understanding of the procedural steps that should be carried out when preparing advice to support decision making by the governing body. IMSB offered to help the Māori Strategy and Relationship team with support and hoped to see that team better integrated into Council.

Council and CCO staff told OAG of a genuine desire to work with the IMSB. However, some people spoken to said that it was hard to get traction on what and how to improve. They were confused about the role of the IMSB.

The OAG observed:

"In our experience of working with public entities, improvements such as those sought by the IMSB are the most difficult to successfully embed and maintain. Such improvements rely on people getting past compliance and checklists into real understanding..."

Office of the Auditor General: Reviewing Aspects of the Auckland Manukau Transport Initiatives October 2015⁵⁵

Auckland Transport has charge of multibillion dollar projects that can take decades to complete. The Auditor General reviewed Auckland Transport's governance, accountability, and programme management arrangements for the Auckland Manukau Eastern Transport Initiative (AMETI) as part of her mandate to review service performance under section 104 of the Local Government (Auckland Council) Act 2009. As part of two Case Studies the Auditor General noted the impact of AMETI impact on Mokoia Pā. Mokoia Pā is a site of significant cultural importance to Māori – in particular, Ngāti Paoa.

The audit found that while initial relationships between Auckland Transport (AT) and Ngāti Paoa were mutually satisfactory by stage 2a of the project Ngāti Paoa had withdrawn from discussions with AT. Ngāti Paoa were dissatisfied with AT's refusal to discuss offsetting remedies for works at Mokoia Pā.

⁵⁴ <https://oag.parliament.nz/2012/auckland-council>

⁵⁵ <https://oag.parliament.nz/2015/ameti/docs/ameti.pdf> p33-35

While it would appear that the refusal to consider mana whenua concerns was specific to an individual manager and AT's position significantly shifted when their Chief Executive became involved and the relationship risks were apparently resolved. The systemic issue was that the Programme Control Group did not initially concern itself with this aspect of the Programme of work. It was focused on tangible aspects such as property purchasing rather than issues of cultural relationships and protecting mana whenua values.

There did not appear to be any substantial recommendations for change as a result of this particular finding in the OAG audit.

The Independent Māori Statutory Board (IMSB) Tiriti o Waitangi Audits (2012, 2015, 2018, 2021)⁵⁶

The Independent Māori Statutory Board (IMSB) promotes issues of significance for mana whenua groups and Mataawaka of Tāmaki Makaurau. A primary activity for the IMSB is to conduct a triennial audit on Auckland Council's compliance with its legislative obligations to Māori. The Board utilised PricewaterhouseCoopers (PwC) as its auditor.

The first independent audit report in March 2012 set a baseline, from which a work programme was developed to effect real and positive change for the benefit of Māori within the newly established Auckland Council, with subsequent audits in 2015, 2018 and most recently 2021 checking back of the original recommendations and commitments made by Council to meet them.

IMSB Te Tiriti o Waitangi Audit 2012

Council was in the process of establishing strategies for the next 20 – 30 years after amalgamating the eight legacy councils into Auckland Council and establishing 21 Local Boards and 7 substantive CCOs. At the time of the audit, strategic plans including the Auckland Plan, Local Board Plans and CCO Statements of Intent were still in draft form, and other documents including the Long Term Plan and Unitary Plan were in development.

While it was early days for the new Auckland Council (three years since amalgamation) compliance with two principal pieces of legislation – the Local Government Act 2002 and the Resource Management Act 1991 in the context of Māori requirements, has been a longstanding requirement of local authorities, including those legacy entities comprising the new Council. There was an agreed view throughout Council and the Board that the performance of previous councils was mixed – in terms of compliance and understanding of Treaty principles and the legislative responsibilities to Māori.

The IMSB and Auckland Council organisation developed Te Tiriti Audit Approach with a view to establishing a detailed baseline from which Council could readily implement an improvement plan to create a new, more robust approach to respond to its statutory responsibilities to Māori.

The priority rating table below was agreed with the Board and used to assess each area of findings identified during the audit as: Significant, High, Moderate or Low.

Rating	Definitions
Significant	A significant weakness or gap which is almost certain to compromise Māori legislative rights and should therefore be addressed as a matter of some urgency. Issues of this nature relate to fundamental weaknesses in the core building blocks of a robust control framework, or critical elements required to give effect to Treaty principles.
High	A serious weakness or gap in process or control which is likely to compromise Māori legislative rights and should therefore be addressed as a matter of importance.
Moderate	A moderate weakness or gap in process or control which may compromise Māori legislative rights and should therefore be addressed as a medium term priority.
Minor	A minor weakness which is unlikely to compromise Māori legislative rights, however may improve or refine a process.

Overall Comments from the Audit

The fundamental structures, i.e. identification and knowledge of legislative obligations, policies, processes and controls, needed to actively support Treaty principles and ensure compliance with the range of statutes relating to local government, in which there are references to Treaty principles and responsibilities to Māori, were under development and lacked maturity in a number of areas.

Some of the requirements had been considered at a policy or strategy level, but often lack the underlying detailed processes, roles, responsibilities, systems and data to ensure the objectives and intended outcomes would be met. A more mature approach, which has Māori requirements embedded within day to day business as usual processes, and Māori statutory requirements which are clearly communicated and understood throughout the Council, would improve Council's ability to meet its statutory obligations and therefore enhance overall Māori outcomes.

The audit findings are categorised within 10 broad areas, and some individual findings relate to many of the areas identified. The top 10 themes, together with their priority rating (defined previously) are listed below.

There are instances where good practice was occurring, but this often related to institutional knowledge held by certain individuals rather than embedded processes working as intended.

The first audit report in March 2012 set a baseline, allowing a work programme to be developed to effect real change within local government in Tāmaki Makaurau. The 70 recommendations supplied in the initial report gave a pathway to this change.

Framework for the delivery of the Treaty audit recommendations

Framework for internal control	Areas of findings	Priority Rating
Legislation	1. Knowledge of obligations	Significant
Plan		
Policy	2. Policies	Significant
Process	3. Processes, Systems and Data	High
Control	4. Roles and Responsibilities	High
	5. Decision Making	High
	6. Consultation and Engagement	Significant
	7. Capacity	Significant
	8. Training and Awareness	High
Monitor	9. Communication	High
	10. Monitoring	High

IMSB Te Tiriti o Waitangi Audit 2015⁵⁷

The second audit report revealed, since 2012, only three of the 42 recommendations that were audited, had been completed. The Board was very concerned about this finding and expressed a desire to work with council to understand what will be done to rectify this and committed to continue to monitor and provide advice accordingly. They acknowledged a large number of recommendations are currently in various degrees of progress.

Council awareness of the purpose and importance of the audit was high. There was a better understanding of Treaty principles and their legislative obligations, therefore the Board expected that future progress to be at a rate that reflected this and committed to fulfilling statutory responsibilities.

The Audit also found that there were areas of concern around the slow progress of meeting the recommendations and monitoring and reporting of progress needed improvement. Internal controls needed further development and meaningful engagement with Māori needed to be priority.

⁵⁷ https://www.imsb.maori.nz/assets/pdf/IMSB_Tiriti_AuditReport_Summary_LowRes.pdf?k=1bcbfae7f1

Internal control framework	Top ten themes	2012 rating	Status of in-scope recommendations			2014 rating
Legislation	Knowledge of obligations	Significant	0	2	1	Significant
Policy	Policies	Significant	7	3	2	Significant
Process	Processes, systems, data	High	2	6	0	High
Control	Roles and responsibilities	High	1	4	0	High
	Decision making	High	0	2	0	High
	Consultation and engagement	Significant	0	2	0	Significant
	Capacity	Significant	0	2	0	Significant
	Training and awareness	High	1	3	0	High
	Communication	High	0	1	0	High
Monitoring	Monitoring	High	0	3	0	High

Status	Definition	Description
	Not started	No substantial work has commenced
	In progress	Substantial work has commenced
	Complete	All actions to address all aspects of the previous findings are complete

IMSB Te Tiriti o Waitangi Audit 2018⁵⁸

The Chairman of the IMSB noted in his introduction to the 2018 audit that Council had made a real effort over the previous 12 months to address a high number of outstanding recommended actions from the previous audit.

Solid progress in the development of Māori Responsiveness Plans (that address council departments' capability and delivery of Māori outcomes) with supporting guidance materials was also highlighted, although the audit found further work on Māori Responsiveness Plans was required for regular reporting of progress of milestones and on tracking measures.

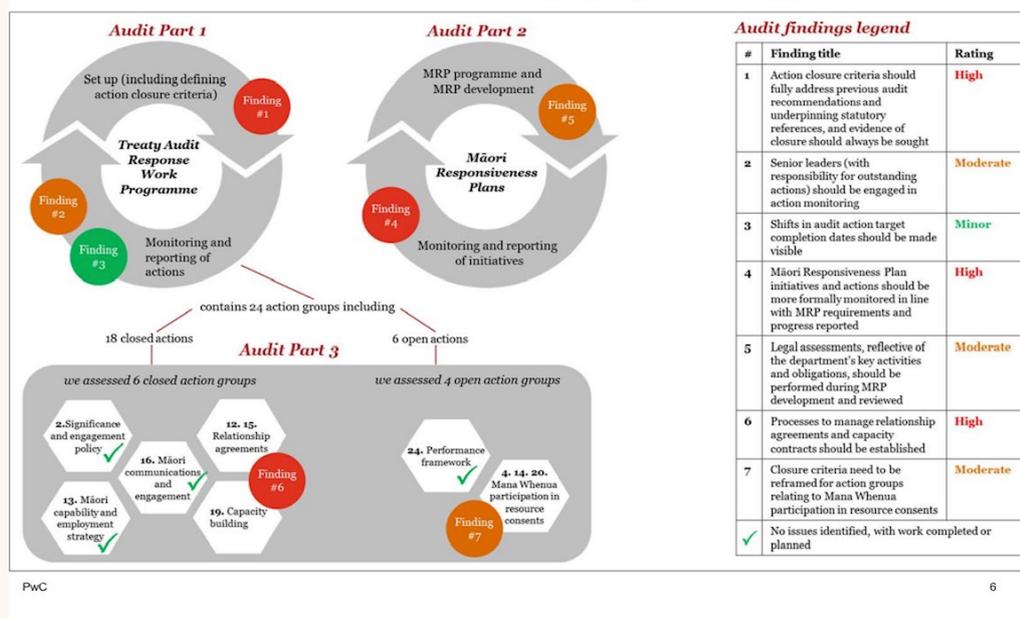
There was potential for Te Toa Takitini Executive Leadership Group, established in 2015 to take a stronger overview of the Council's Groups' Treaty Audit Responsiveness Programme.

The 2018 Report also lists 13 recommendations that seek a management response, completion date and action owner. The Board considered that building strong relationships with Māori in Tāmaki Makaurau is critical to meeting legislative provisions and recommended that Council effectively addresses all aspects of the relationship agreement action group which was a key audit report recommendation.

There were also a few larger action groups outstanding from the previous programme. The Board recommended Council give effect to a user-friendly performance management system to measure its Māori responsiveness and contribution to Māori outcomes. This measurement would support the Council Group to undertake self-reviews of its Māori responsiveness in many areas of its operations.

Summary of findings

The audit identified seven key findings, as numbered in the diagram below. Each finding is detailed in the relevant Audit Part section of this report, and each finding is rated based on the priority rating definitions over the page.



The Board proposed that Auckland Council in preparing for the next Tiriti o Waitangi Audit Response programme:

- communicate to Te Toa Takitini/ Māori Responsiveness Executive Leadership Group to set the tone, drive accountability and oversee progress to deliver on legislative requirements
- identify all remaining Te Tiriti o Waitangi Audit Response Programme actions (2012-2018) that still require a response and decide on new actions with accountability and deadlines
- implement processes and controls to address the legislative requirements from the Resource Management Amendment Act 2017
- Council's response programme including Māori Responsiveness Plans ensure that all parts of the Auckland Council Group are aware of their legislative requirements whether they are at the governance or executive levels for example Local Boards and Council Owned Organisations
- give the highest priority to finalise and implement the performance measurement framework for Māori Responsiveness (action from the first Audit), including applying this to Māori Responsiveness Plans thus supporting more cohesive and effective monitoring of performance
- continue to use the monitoring role of the Internal Audit Department reporting to Audit and Risk Committee (with some coordination and check-in by the Waharoa Group).

IMSB He Waka Kōtuia - Te Tiriti o Waitangi Audit 2021⁵⁹

This was the fourth Audit that the Board, through PwC, has conducted. The Council group's effort, through Te Tiriti o Waitangi Audit Response Programmes over the last nine years, has been to address the recommendations from the first Audit (in 2012) that set a comprehensive baseline.

The original findings led to recommending a shift in the Council group;

- From policy development to operationalisation of initiatives,
- to advance Māori interests through the design and implementation of supporting processes and controls.

These were big recommendations for significant change to build stronger foundations in the Council

⁵⁹ <https://www.imsb.maori.nz/assets/sm/upload/hz/df/71/1j/He%20Waka%20K%C5%8Dtuia%20-%20Te%20Tiriti%20o%20Waitangi%20Audit%20Report%202021.pdf?k=5ffee584b7>

group's approach to Māori responsiveness that enabled systemic achievement of Treaty objectives and better outcomes for Māori. Most of the original 70 recommendations were now completed and closed.

With time for new processes to embed, the latest Audit sought to assess how the Council group's practices achieve Treaty relationship objectives and the effectiveness policies and processes, as they have been implemented, in delivering the desired outcomes for Māori.

*"The overarching question the Board was seeking to answer through the Audit was: Are the policies and processes, as they have been implemented by the Council group in response to past Audits, delivering the desired outcomes - true and authentic partnership with Māori? The answer is, in part yes, processes that enable this are operationalised and there is evidence of good engagement, but there are opportunities for improvement to ensure consistency and sustainability."*⁶⁰

It was considered that a positive shift had been made by Council and that it was maturing in meeting its statutory obligations. It was also considered that there was more work to do to achieve consistency in execution and engagement.

#	Audit scope theme (see Appendix A for detail)	Observations	Priority rating
1	Mana whenua participation in decision-making processes (for decisions made at a governance level)	Observation 1: Greater clarity/guidance is required to support targeted engagement with individual iwi to achieve Treaty relationship objectives in decision making	High
2	Council processes that facilitate and provide opportunities for Māori to contribute to decision-making processes		
3	Council's own quality assurance mechanisms over Māori Impact Statements in reports to Committees	Observation 2: Clearer guidance, training and increased capability/capacity is required to improve the quality of Māori Impact Statements	Moderate
4	Clarity and consistency of organisational leadership and direction setting for the organisation to be Māori responsive and achieve Māori outcomes	Observation 3: Minimum baseline training and additional data points are required to improve measurement and reporting of staff capability to deliver Treaty commitments and statutory responsibilities to Māori Observation 4: Reporting requires comparative period data and targets to better inform directorate recruitment and progression decision-making	Moderate Moderate
5	The framework for managing Māori Responsiveness Plans, which contain key initiatives that support the Council to be more responsive to Māori, and enhance delivery of both the Council's statutory obligations and contribution to Māori outcomes.	Observation 5: Consistent Māori Responsiveness Plan action tracking and monitoring is required to enable 'course correction'	Moderate

Cloak or Skin: Perceptions of Māori Responsiveness in Auckland Council's Research and Evaluation Unit (RIMU) May 2016⁶¹

The Research and Evaluation Unit (RIMU) is Auckland Council's environmental, social, economic and cultural research centre and shares the organisation's commitment to becoming more responsive to Māori. Alongside the Māori Responsiveness Plan Literature Review (Gooder, 2015). This report on the then current state of perceptions and attitudes to Māori responsiveness was to provide the foundation on which to build a Māori Responsiveness Plan for RIMU.

Survey respondents generally rated poorly their skills and abilities in areas related to Māori. This was particularly the case with respect to conversing in te reo Māori; knowledge of Auckland's iwi and hapū; and knowledge and understanding of how their work contributes to Māori outcomes.

The majority of survey respondents agreed that it is important to have an understanding of Māori culture, issues and values in their work, and that their work was an important part of Auckland Council's delivery of Māori responsiveness. However, most of the staff surveyed did not have strong and sustainable relationships with Māori in their professional capacity.

While many interviewees found it difficult to articulate what Māori responsiveness meant to them, most focused on ideas of listening, consulting and engaging with Māori, as well as notions of inclusion and participation, of 'bringing them in'.

The main challenge that interviewees anticipated in the implementation of RIMU's Māori Responsiveness Plan was securing the many and varied resources required to ensure better responsiveness to Māori: time, money, skills, liaison support and overall capacity.

Te Hōanga (s17a) Review of Māori Engagement 2019

The LGA contains section 17a Delivery of Services. This provision requires Councils to review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions. The Mayor extended this, to "identify strategic opportunities to improve value for money."

Following a series of s17a reviews which had begun in 2017 a key finding for Service Delivery identified that...

"Addressing the causes of low levels of iwi satisfaction in the council is of significant social value. The engagement process, the identification of key issues and responses and an understanding of iwi needs is a first step in improving service effectiveness."

Feedback from mana whenua and Māori communities through recent engagement on the Auckland Plan 2050 and Long-Term Plan 2018-2028 and engagement with Council staff who regularly engage with mana whenua and Māori communities identified the following key issues and challenges for Māori engagement under Council's current operating model:

- *"The current model does not generally support the partnership relationship committed to in the Auckland Plan and requested by mana whenua."*
 - o Engagement with mana whenua occurs predominantly at the operational level rather than governance decision-making level. This limits ability to agree shared objectives at policy, strategy and budget-setting points, and to confirm and deliver against mutually agreed outcomes.
 - o There is a high demand on mana whenua time to engage in multiple forums as well as a significant number of individual projects and programmes across the council parent and group. This puts significant strain on resourcing and fragments their ability to influence priority areas.
- There is significant variation across the Council group in the amount being paid for meeting fees, technical inputs and disbursements.
- There is a lack of centralised administrative support and guidance to staff across the group, resulting in individualised contact lists, inconsistent engagement approaches and at times no engagement at all due to delay in staff sourcing adequate advice on when, who and how to engage.
- Project information is generally stored on Council files (U Drive, GIS) and difficult to share between council units, and for Māori to access. The exception to this is Auckland Transport who have developed a new system called Te Waharoa to store and securely share iwi specific information with iwi.

To achieve the desired council group-wide engagement integration and cohesion improvements it was determined necessary to develop:

- A more complete understanding of engagement activities, processes, systems and training in place in each business area.
- A consolidated view of improvement in engagement initiatives across the council group.
- A shared view on the priority engagement initiatives to support, and opportunities to collaborate for increased impact.

The Te Hōanga (s17A) Review sought to deliver the following outcomes:

- Provide a strong understanding of engagement at a council group level, including supporting people, systems and processes.
- Expand our understanding of key challenges and opportunities and develop a recommended work-programme to deliver more efficient and effective means of engagement between mana whenua entities (in the first instance) and the council group.
- Provide a platform for collaboration between mana whenua and the council group to address common challenges and improve the engagement model to achieve shared outcomes.

Key objectives of the proposed collaboration include:

- Review the council group engagement tēpu for effectiveness and elevate mana whenua decision-making.
- Develop a more integrated and cohesive approach to Māori engagement including consistent practice standards.
- Consider performance measures to assess success.

As part of the Te Hōanga review an information management system has been developed:

Te Mātāpuna mō ngā Hapori – Core Platform. This is a piece of software designed to operate as a geolocation Customer Relationship Management tool which will make it easier for the 300 resource consents per week which Council receives to be better assigned to the correct tanagat whenu entity and to hold information visible to both Council and iwi.

Mātāpuna:

- Is designed in partnership with mana whenua to support sharing of information on local government engagement and decision-making processes.
- 15 out of the 19 iwi authorities have been on-boarded to the platform
- is cloud based and can be accessed via multiple services including SharePoint, GIS and SAP.
- provides relevant Māori information that can be viewed holistically in one place

As at April 2022 the platform required further investment to complete and no benefits realisation process has yet taken place. No project review information could be found for the implementation or achievement of the desired outcomes of the full Te Hōanga project.

Te kā mai rawa, te ti taihara: Mana whenua cultural values and the Auckland Council resource consent process.⁶² RIMU June 2019

This was a considerable piece of research, taking many months and resulting in a 184 page report. The Executive summary is nine pages long so has been considerably shortened below, however it is worth noting some detail in the findings, given how recent this review was and in the context of the (at that time) 7 year journey since the first IMSB audit on Council compliance with te Tiriti obligations.

Summary of Review Findings:

Participation in the resource consent process is a key way mana whenua seek to exercise, protect and enhance their cultural values and interests. In Tāmaki Makaurau, Auckland Council provides for mana whenua input to the resource consent process through cultural values assessments (CVAs). CVAs are the formal record of mana whenua engagement in a resource consent application.

The Auckland Council resource consent planner should consider the CVA in their evaluation of the application. The effectiveness of the CVA process for enabling the protection and enhancement of mana whenua cultural values is not well understood however. This research project assesses the effectiveness of the CVA process for protecting and enhancing mana whenua cultural values and interests.

With the development and notification of the Auckland Unitary Plan (AUP), the Cultural Values Implementation Working Group (CVIWG) recognised that the CVA process was potentially ineffective at protecting and enhancing mana whenua cultural values and interests. They commissioned the Research and Evaluation Unit (RIMU) to undertake a research project into the effectiveness of the CVA process for influencing resource management and consenting in Tāmaki Makaurau.

A central feature of this research project is the way in which it was informed by relationships with mana whenua and Auckland Council. The CVIWG provided a Steering Committee, comprised of four kaitiaki and three Auckland Council staff.

This review found a clash between the ways in which mana whenua express their relationships with matters under consideration by consenting staff.

Summary of Findings

- consent planners considered feedback from mana whenua lacked detail about the impacts an activity would have on cultural values and about how a condition would mitigate or alleviate these impacts.
- they expressed reluctance to accept the legitimacy of cultural values as appropriate 'evidence' for conditions. Many stated that science and peer review provided them more authority for conditions whereas they could not do this with mana whenua cultural values because they were not seen as independently verifiable.
- Planners stated that mana whenua often suggested conditions that were outside the scope of what they could influence in their role.
- The research found a range of practice on this matter, suggesting wide interpretation amongst planners of what they consider their scope of influence.
- Many planners believed direct contact with mana whenua was outside the scope of their role, and was solely the responsibility of the applicant. This was in strong contrast to the views of kaitiaki.
- The research project also highlighted the applicants' perceptions of the challenges they might face when engaging with mana whenua through the CVA process, impacting their attitude to engagement. Key points included a belief that a developed, brownfield or modified landscape should be of less importance to mana whenua, concern that multiple mana whenua may have an interest in a site; frustration that conditions or suggestions made by mana whenua are outside the scope of the application; the perception that mana whenua are unable or unwilling to engage within a time frame appropriate or acceptable to the applicant.
- Mana whenua tended to describe the impacts of capacity in terms of uneven skill sets, and staffing levels. While all mana whenua had processes and policies for engagement, they also described being self-taught in some areas of the role, especially the more technical dimensions. Staffing levels were considered to be a challenge, especially due to the volume of development.
- Kaitiaki were unequivocal that good engagement was early, continuous and constructive.
 - o Mana whenua considered constructive engagement to occur when the applicant had been proactive in thinking through the various aspects of their application and where these might be of interest to mana whenua.
 - o Continuous engagement was also important to mana whenua. However, mana whenua expressed concern that their preferred engagement did not happen as regularly as they would like, and that often they were not contacted following requests for ongoing engagement, especially once development was underway. This extended to mana whenua noticing a lack of good faith in negotiations with some applicants and consultant planners.

- o For other participants in the resource consent system, engaging with mana whenua early and continuously was not given the same value.
- A further barrier is that applicants are providing Auckland Council with either insufficient evidence of engagement, or evidence of engagement but no indication of how this was incorporated into the application. For council planners, this issue is exacerbated when an application is modified but these changes are not shown to mana whenua.
- Auckland Council planners look to the Facilitation Service to engage with applicants. However, over-reliance on the Facilitation Service could impact on early engagement and the potential for planners to facilitate good outcomes for mana whenua and the applicant.
- Negative perceptions about mana whenua engagement were expressed, especially among smaller scale applicants.
- Council planners can be hesitant to engage with mana whenua as they do not see that they had a role to actively facilitate resource consent decisions. Some planners do consider that they have a role to generate positive consent decisions, including with mana whenua, but these were a minority of those interviewed.
- In relation to applicants working for the Auckland Council family or for central government bodies, this research found a wide variety of practice. It was notable that many of these agencies could speak of their policies and aspirations for mana whenua engagement but the uneven skills, lack of managerial support, and lack of financial backing could hamper best practice. Among kaitiaki, agency applicants could be the most challenging as they were not willing to implement best practice due to financial and maintenance concerns.
- Currently there is little understanding or evidence of the impact mana whenua have on resource management and development through their engagement in the CVA process. Few considered mana whenua to have a substantial impact on resource management outcomes.
- For mana whenua, impacts and enhancements were being achieved in three areas: environmental, cultural values and heritage, and independent advice from a holistic perspective.
- Mana whenua also identified an improvement in their engagement with local and national government agencies and larger developers but felt they were only at the start of these relationships. It was notable that while mana whenua could see some enhanced outputs, it was their inclusion in decision-making in a meaningful sense that they identified as an indicator.
- Mana whenua described one of their biggest challenges as the vast scale of development across Tāmaki Makaurau, combined with a lack of comprehensive involvement, meaning it is difficult to ensure their cultural values are protected and/or enhanced. Thus, while mana whenua could see that development was regional and cumulative, they were rarely given the opportunity to engage at this scale.
- Related to this is that mana whenua felt that engagement could be tokenistic. They identified that they could influence 'the surface' of projects, whereas more meaningful outcomes were harder to generate. Mana whenua considered that their engagement was carefully proscribed and that projects were often so far along by the time engagement starts that they could not input meaningfully. Mana whenua considered this to indicate that they were not really considered to be Treaty partners by Auckland Council and applicants and, until they are empowered to properly engage in decision-making, this was unlikely to change.
- Consent planners, applicants and consultants did not appear to have much awareness of the effectiveness of mana whenua engagement.
- Currently Auckland Council has little oversight of the effectiveness of mana whenua engagement in resource consent processes, neither of individual cases nor of the aggregated data. Due to this information gap, the research team worked with four mana whenua groups to develop a Contact Log of their resource consent engagement over a three month period in late 2017. Results from the Contact Log found:
 - o The majority of engagement included applications involving land use changes (LUC).

- o Over two thirds of engagement occurred after an application was lodged, either through the facilitator or the Weekly List.
 - o Nearly 90 per cent of mana whenua engagement occurs via email.
 - o Engagement was initiated equally by the kaitiaki or a consultant planner. Council planners were least likely to contact mana whenua.
 - o Kaitiaki spent less than 30 minutes on 57 per cent of applications, and over an hour on 19 per cent of applications.
 - o Ten per cent of contact demonstrated low levels of willingness to engage, though nearly 80 per cent had the highest levels of willingness. However, when kaitiaki initiated contact with an applicant, the willingness to engage was lower than when applicants initiated contact.
- Information sharing and engagement does not typically occur. Rather, kaitiaki relied on applicants or council planners to contact them about applications. However, kaitiaki noted that once a consent was granted, they typically did not hear again from applicants.
 - The limited system-scale monitoring of mana whenua engagement in resource consenting also emerged as an issue. It is not possible to identify with any certainty the number of resource consent applications that have had input from mana whenua, nor the impact this input might have had, nor how many applications should have triggered mana whenua engagement.
 - For Auckland Council planners and compliance staff, monitoring and compliance concerns tended to focus on Accidental Discovery Protocols (ADP). Council staff were found to be generally proactive in raising these with applicants. However, this research found a low level of enforcement around the ADP. The complaints-based compliance system was also found to work against cultural values and interests. As cultural values and interests were not well understood, even in terms of archaeology, it was extremely unlikely that a complaint would be received on a cultural values matter.
 - Mana whenua engagement after the consent was granted tended to occur through cultural monitoring and cultural inductions. Despite their expertise, mana whenua stated they were rarely engaged in cultural monitoring and when they were, they had to negotiate challenging conversations with applicants, especially around fees.
 - Kaitiaki engaged in some compliance work themselves, with some kaitiaki suggesting there could be a role for more formal involvement in this area. Auckland Council compliance staff we interviewed were not supportive of this suggestion. Compliance staff also stated that they had experienced tension and uncertainty about opening space for mana whenua to engage in cultural monitoring.
 - One way that mana whenua seek to avoid such situations is through cultural inductions.

Recommendations

- Capacity-building and training for all participants in the CVA system so they can contribute effectively.
- Improvements to the resource consent system and processes, particularly around pre-lodgement engagement.
- Enhance best practice by improving public communications, ensuring local and central agencies are operating to a high standard.
- Oversight and monitoring of the CVA system and its impacts.

Cultural Values Assessment (CVA) Co-design Wānanga Consultation Summary Report, 22 May 2020

This was a follow up set of wānanga to the 2019 CVA work described above.

Over 2019 five co-design wānanga took place where issues and opportunities for new solutions were identified by the Co-design Working Group.

The CVA Project has established and strengthened new and existing relationships between council staff and mana whenua representatives. Themes emerging through feedback include:

improving access for planners, mana whenua and the public to information on mana whenua values and how they might be affected. Such as archaeological and heritage databases, areas at high risk of accidental discovery, Geographic Information System (GIS) layers showing key areas of importance to mana whenua. Such as, maunga, awa, marae, coastal areas, urupā, treaty settlement information and Māori land.

At each wānanga a series of questions were used as a starting point to prompt discussion. Feedback received by the Co-design Working Group has informed the following proposed outcomes:

- new and improved training and education
- new guidance on when a CVA may be required
- improved access to information
- options to improve monitoring processes
- on-going collaboration and support

He arotake o ngā whakahaere e whakahaerengia ana e te kaunihera (CCO) Review of Auckland Council's CCOs. Report of the Independent Panel. July 2020⁶³

As part of a major review of Auckland Council's Council Controlled Organisations (CCOs); Auckland Transport, Water Care, Panuku and ATEED, the Independent Panel (Miriam Dean, Doug Martin and Leigh Auton) reviewed the CCOs' accountability to Māori.

The panel found that after many years of working with the IMSB and the findings of the IMSB's Independent Treaty Audits that CCOs had sufficient mechanisms to comply with their obligations to Māori. However, they also found that:

*"... the use of the mechanisms requires attention. The feedback we received was that deficiencies in their use mirror those already discussed elsewhere, especially confusion about roles and relationships, lack of clear direction and lack of collaboration. We agree with this assessment."*⁶⁴

A precis of the panel's feedback follows:

Roles and Strategic Directions:

- Lack of clarity about respective roles and mandates, particularly between the IMSB and the Mana Whenua Kaitiaki Forum (both saw themselves as overseeing accountability for Māori engagement from CCOs) but also relating to the role of IMSB in relation to governing CCOs (the IMSB had contributed to the Council's Letter of Expectations but had also issued its own).
- Lack of movement on audit recommendations from the IMSB to the CCOs
- Lack of direction from Council to the CCOs on how they were to engage with Māori, including the place of engagement with mataawaka.
- Lack of co-ordination of "frameworks, agendas and processes relating to Māori"

Collaboration and Capability:

- The three CCOs with RMA responsibilities (Auckland Transport, Water Care and Panuku) were considered to have higher quality relationships and planning around Māori responsiveness.
- There was insufficient reporting and measurement of inputs, progress and outcomes from engagement with Māori.
- There was a need for a higher degree of co-ordination of responsiveness plans from all CCOs, with iwi being over burdened with up to 54 different projects' requirements.
- While engagement capability within CCOs and Council had improved over time it still sometimes felt like a tick box exercise.

Monitoring

- Past efforts of Council had been to grow its own capability to respond to and engage with Māori and that effort should now shift to improving Māori Outcomes.
- CCOs and Council did not sufficiently monitor responsiveness plans and the need for a Māori outcomes Framework was clear.
- There was a lack of sufficient focus on mataawaka.

RIMU Evaluation of the Improving Māori Input into Local Board Decision Making Initiative (July 2021)⁶⁵

The Improving Māori input into local board decision-making initiative (IMI) was initiated in 2015 by Auckland Council's Local Board Services department, in recognition that improvements needed to be made to ensure that local boards were meeting their specific obligations under the Local Government Act 2002, and to enhance partnerships and relationships between Māori and local boards.

No specific evaluation or monitoring framework was developed at the start of the initiative. However, in late 2020 the Programme Reference Group requested that an evaluation be undertaken. Members of Auckland Council's Local Board Services worked with researchers from the Research and Evaluation Unit (RIMU) to identify the following evaluation objectives:

- to explore whether the initiative has met its original objective and goals
- to understand the effectiveness of the initiative governance and delivery
- to identify whether any improvements can be made to the initiative to make it more effective.

The review reports that IMI has had mixed success at achieving the eight founding actions. In summary the review found that in most areas reviewed there was a mixed sense of success.

Training was considered to need more support and to have lost its initial impetus (although some felt that training for southern mana whenua was achieved through the whakawhanaungatanga actions).

It is considered that the IMI's contribution to improved relationships between Local Boards and mana whenua was mixed.

The achievement of the actions based around notions of shared decision-making was challenging to analyse.

The evaluation found a variety of perspectives on whether these actions were being met. Among Auckland Council staff, there was a tendency to approach the decision-making actions as technical issues, and people identified reasons why they are challenging to implement.

Local board members gave mixed feedback. Some recognised the benefits that mana whenua engagement could give to their local boards, while others expressed more narrow views on the benefits of shared decision making with mana whenua.

Such views stand in contrast to the mana whenua expectation about how shared decision-making could be approached. They were aware of the limitations within local board decision-making processes but wanted Auckland Council staff and local board members to think creatively.

This mismatch in expectations and aspirations for these actions may have limited the opportunity for IMI to generate the kind of relationships mana whenua were seeking, and which informed their initial enthusiasm for joining IMI.

Some mana whenua representatives considered IMI was no longer meeting their aspirations. This has generated flow-on effects, with limited mana whenua attendance leaving other participants unsure of the group's legitimacy, a level of disconnection between the PRG and the PDG and with individual council staff having to work out how IMI related to their own local board requirements for mana whenua engagement.

65 <https://www.knowledgeauckland.org.nz/publications/evaluation-of-the-improving-m%C4%81ori-input-into-local-board-decision-making-initiative/>

Appendix 2

Māori Entities which Engage with Auckland Council Group, which are Out of Scope of the Review

These four entities are noted here for completeness of the picture of complexity of the Māori relationship with ACG.

Poari ā-Ture Māori Motuhake the Independent Māori Statutory Board (IMSB)

The LGACA specified that Auckland Council uniquely would have a powerful and independent voice for Māori in its mix. The Independent Māori Statutory Board (IMSB) promotes issues of significance for mana whenua groups and mataawaka of Tāmaki Makaurau. It is independent of council and does not carry out the work of council.

The IMSB describes its role as:

The Board's mission is to advance the interests of Māori in Tāmaki Makaurau by:

- *Helping Auckland Council to make decisions, perform functions and exercise powers that improve outcomes for Māori*
- *Promoting cultural, economic, environmental and social issues of significance to Māori.*

*The Board also ensures that Auckland Council acts in accordance with statutory provisions relating to Te Tiriti o Waitangi.*⁶⁶

The IMSB is clear that it is not an alternative to direct engagement with mana whenua and mataawaka:

*"The Board works widely and collaboratively to advance Māori interests, however the Board is not a substitute for direct engagement and consultation with mana whenua and mātāwaka in Tāmaki Makaurau".*⁶⁷

The IMSB is made up of seven mana whenua representatives and two mataawaka representatives. Board membership is by way of a selection and appointment process. The Minister of Māori Development invites mana whenua to form a selection body. This body meets several times to select the nine board members.

In 2022 the IMSB has a staff of five and a budget of approximately \$3.09M.

The Board's work programmes currently include:

- **Schedule of Issues of Significance**
The key issues to Māori which helps guide and prioritise our work.
- **The Māori Plan for Tāmaki Makaurau**
A 30-year blueprint for improving Māori wellbeing and development.
- **Te Tiriti o Waitangi Audits**
An assessment of council's performance to help it understand its state of compliance to improve Māori outcomes (completed every 3 years).

The Act requires the IMSB to appoint up to two persons to sit as members on each of the Auckland Council's committees which deal with the management and stewardship of natural and physical resources. Appointees need not be Board members of the IMSB but in current practice are. The Council may also invite the IMSB to appoint a person or persons to other committees of council. IMSB members on committees have voting rights on each of the council's committees which deal with the management and stewardship of natural and physical resources.

The IMSB has made appointments to the following committees:

<ul style="list-style-type: none"> • Planning Committee • Finance and Performance Committee • Environment and Climate Change Committee • Regulatory Committee • Parks, Arts, Community and Events Committee • Civil Defence and Emergency Management Committee 	<ul style="list-style-type: none"> • Council Controlled Organisation Oversight Committee • Strategic Procurement Committee • Value for Money Committee • Auckland Domain Committee. • The chair of the IMSB is an ex officio member of the Audit and Risk Committee and Appointments and Performance Review Committee.
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Auckland Council is required to fund and provide administrative support to the work of the IMSB. The Board of the IMSB and Council required to meet formally as a whole four times per year.

Co-governance Authorities and Boards

Some te Tiriti o Waitangi / Treaty of Waitangi settlements have included the establishment of co-governance structures. These see Council working with mana whenua to co-govern maunga, wahapū, motu and kaitiekitanga of land and marine resources. They are outside of the scope of this review. They are noted here for completeness.

The Tūpuna Maunga o Tāmaki Makaurau Authority

The Tūpuna Maunga o Tāmaki Makaurau Authority (Maunga Authority) was established to co-govern 14 Tūpuna Maunga following a 2014 Treaty settlement.

The Maunga Authority is the statutory authority established under the Ngā Mana Whenua o Tāmaki Makaurau Collective Redress Act to co-govern the Tūpuna Maunga.

The Maunga Authority is comprised of equal representatives from Ngā Mana Whenua o Tāmaki Makaurau and Auckland Council, together with Crown (non-voting) representation.

Ngāti Whātua Ōrākei Reserves Board

The Ngāti Whātua Ōrākei Reserves Board (reserves board) is the statutory authority established under the Ngāti Whātua Ōrākei Settlement Act 2012 (and prior to that the Ōrākei Act 1991) to co-govern the Whenua Rangatira and Pourewa Creek Recreation Reserve.

The reserves board is responsible for an expansive area of land lying on the harbour edge between Paratai Drive and Mission Bay, including Ōkahu Bay – the Whenua Rangatira – as well as an expansive area of bush and grassland to the east of Ōrākei Basin known as the Pourewa Creek Recreation Reserve.

Although only a remnant of the original 700 acre Ōrākei papakāinga, the Whenua Rangatira and Pourewa Creek Recreation Reserve maintain a strong spiritual and cultural relationship with surrounding landmarks of importance to mana whenua including (but not limited to):

- the upper Waitematā and Kaipara Harbour
- Takarunga (Mt Victoria)
- Takapuna (North Head)
- Rangitoto
- Maungakiekie (One Tree Hill).

These sites are wholly owned by Ngāti Whātua Ōrākei but, by way of treaty settlement, are to be managed for both the benefit of the hapū and the people of Auckland with all "reasonable" costs being funded by Auckland Council.

The reserves board is comprised of equal representatives from Ngāti Whātua Ōrākei and Auckland Council including one member of the local board. It is chaired by a representative elected by Ngāti Whātua Ōrākei and the deputy chair is elected by Auckland Council.

Te Poari o Kaipātiki ki Kaipara

Te Poari o Kaipātiki ki Kaipara (formerly the Parakai Recreation Reserve Board), is a co-governance entity that oversees Kaipātiki. Kaipātiki provides access to Te Awa Kahawai, the Parakai geothermal field, and is located in the small township of Parakai in the South Kaipara region. Te Poari aims to manage Kaipātiki in a way that harnesses the healing qualities of the geothermal spring and reflects Ngāti Whātua o Kaipara and local community values.

The governors of Te Poari are appointed by Ngāti Whātua o Kaipara and the Auckland Council in equal numbers.

Hauraki Gulf Forum (HGF)

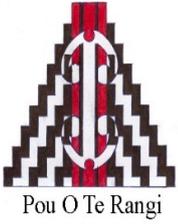
The HGF is a statutory body which promotes and facilitates integrated management and the protection and enhancement of the Hauraki Gulf. Council administers the HGF.

The HGF is composed of:

- representatives of the Ministers of Conservation, Fisheries and Māori Affairs
- elected representatives of Auckland Council, Waikato Regional Council, Thames-Coromandel, Hauraki, Waikato and Matamata-Piako District Councils
- representatives of the tangata whenua of the Hauraki Gulf and its islands appointed by the Minister of Conservation.

The HGF's current programme of work is focused on:

- regenerating areas
- enhanced fisheries
- mana whenua integration
- active land management
- knowledge utilisation.



Summary of Beyond Obligations Report for DTLB

Some of the key themes conveyed that are relevant:

Low levels of iwi satisfaction with Council's current Māori engagement operating model

ACG doesn't act as a Group when it comes to engagement with Māori

Failure to recognize mana whenua as ACG Treaty partner and honour commitments

Lack of adherence to a best practice engagement approach

Lack of skill and understanding of Māori by many ACG staff

Key findings that could be insightful:

- Lack of satisfaction from Māori in their relationship with ACG
- ACG controls the agenda for engagement
- Iwi have a Tiriti framework in mind for engaging with Council (*could be worth following up on this*)
- There is insufficient definition and measurement of success
- Lack of co-ordination as a Group in the engagement process
- Lack of impact irrespective of consultation
- Engaged inappropriately with the Mana Whenua Forum
- Lacked the ability to (and/or will) to navigate through complex cross claims
- Failed to engage sufficiently with mātāwaka
- Lack of definition and therefore tracking ability of costs of Māori engagement

Other insights that may be helpful:

- Engaging with the Mana Whenua Forum does not count as engagement with individual iwi entities
- An operational commitment to engage with Māori is seen as a responsible and achievable request of ACG
- This report doesn't have all the answers in terms of a mutually satisfying and beneficial relationship – it is important to recognize that individual iwi and mātāwaka communities will have different needs and aspirations

- The report represents the voices of Māori in that it acknowledges individual iwi and mātāwaka communities will have different needs and aspirations which only they can express to ACG.

Key levers for change that could be considered:

Individualised iwi and mātāwaka engagement – leading to ongoing co-design and enablement.

Broader investment in internal culture and capability.

Measurement of engagement and the tracking of activities – that includes benefit realization.

Recommendations for change:

Substantially improve support to iwi entities.

Recognise and organise the relationships with mātāwaka.

Create a shared understanding and vision for Māori in Tāmaki Makaurau at all levels.

Invest in culture and capability for both the partners.

Provide better support and measurement of Māori engagement outcomes.

It can also be noted here that the review picked up on key thematic elements such as the statutory obligations ACG has in the contribution to Māori capacity building, their wellbeing, their place in decision making etc. But I am under the impression that the local board is already aware of these elements. There is an extensive list of extractions from various strategic documents, policies and acts that contribute to the key themes.

From page 30 on there is more detail to support the above bullet pointed elements. These stem from both the literature review of previous audits and reviews as well the engagement process conducted to generate this review itself.

Devonport-Takapuna Local Board Connected Communities Monthly Update

March 2024



Community Delivery Key Updates March 2024

- 1:30-2:30pm Community Activator Strategies
 - Ruth Moloney, Community Activator Raki
 - Jess Jacobs, Community Activator Taitonga
- 2:30-3pm Te Rahopara Pā Discussion
 - Sharnae Inu, Māori Programming Specialist
 - Te Mete Lowman, Manager Māori Service Innovation
- 3-3:30pm Ethnic Communities Plan Update
 - Michael Alofa, Specialist Advisor



Strategy Session at Sunnynook Community Centre



Community Activator Raki

Ruth Moloney



Groups met with

- Open and Connect
- Milford Rotary
- Storm Recovery Office
- Takapuna Library
- Sunnynook Community Centre Board
- Sunnynook Community Association
- Shore Junction
- Flourish Café
- AEM
- ANCAD
- Youthtown
- Pupuke Birdsong
- Neighbourhood Support
- Phab
- Grow Forrest Hill
- TNCT
- Milford Residents Association



Groups connected

- Phab and Grow
Forest Hill
- Open and Connect
and Takapuna
Library



Community Dinner Sunnynook

Over 100 people from Sunnynook, Totara Vale and Milford attended the dinner for people impacted by the Floods



What's next

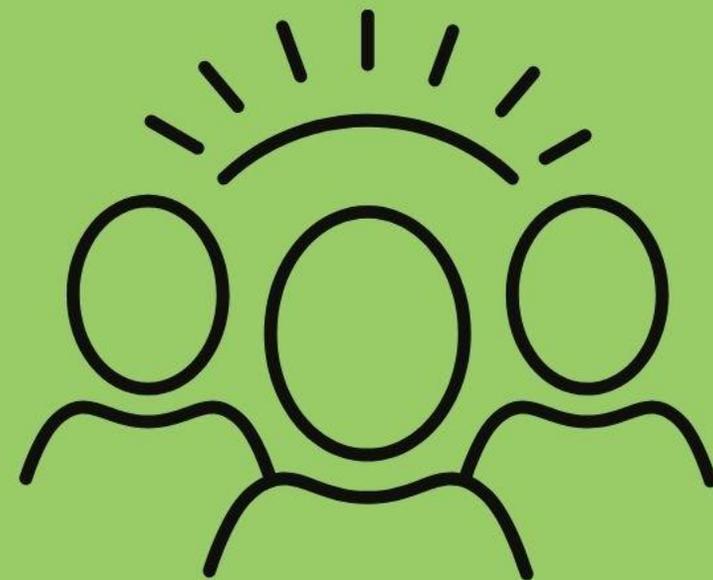
- Matariki calendar
- Network meeting
- Connections for people impacted by the flooding Milford





To increase and enhance community participation and wellbeing

Community Activator



Shared values
Community
Connectedness
Te Ao Maori centrality



Inclusiveness
Resilience and security
capacity building

Collaborators

Wilson Home

Grow Forest Hill

Rotary

DP Business Assn

Good Works Trust Foodbank

Bardia Street - Kainga ora

Restoration Takarunga Hauraki

Younite

Kurdish community

NS Chinese network community trust

Cambria Community Garden

Ngataringa Community Garden

Haumaru housing

ANCAD

Flagstaff / Channel

Neighborhood support

Multicultural NZ

DP Library/ Museum

Kai for communities

Relationship brokering | connecting | activating | supporting

Bardia lighthouse...



- Pataka kai needs some love (fresh produce).
- Connect with Ngatiratanga community garden
- Residents requested childrens event play, shared kai, road safety talk. Running on March 7th (both activators facilitating)

Ethnic minorities / new migrants

Long term plan engagement

Supporting ethnic leaders circle

Assisting ethnic minorities 1:1 (Kurdish community)
-Grants writing
-Ensuring inclusivity and connectedness in community
-Accessibility to community facilities

Community workshops (ANCAD)

March 14th

Activator providing interpreter

Connecting ethnic minorities with grants writing assistance (Chinese community)

Translator / interpreter services

Sustainability

RTH strategic hui - cruise ship
passengers to RTH nursery volunteer
Community Gardens (new sites)
Foodforkai - offering my support
Growforresthill (connecting Ngataringa
garden chair with Phoebe broker
relationship)
DCH Maara kai project
Collab with GFH - pataka kai along Lake
Road (church pastors)

Devonport Community House



**COMMUNITY
MAARA KAI
PROJECT**



Keen to get a small portable veg / herb garden growing at your whare?

- 01 Register your interest here:
Registration
Or email / Ph Jess:
activator@devonportcomhouse.co.nz
PH: 027 271 8961
- 02 We will be in touch to organise the best time with you
- 03 Our wonderful volunteers will assist you to establish your own small portable veg / herb garden and all materials included: tub, soil, herb and vege plants, watering can
- 04 You or your Tamariki just need to water it and enjoy!

For more information:
Jess Jacobs | Community Activator 027 271 8961
activator@devonportcomhouse.co.nz



Supported by Devonport Takapuna Local Board

Resilience

Collaborating with Neighbourhood Support

Supporting with events (safe street)

Utilising their neighborhood networks for play streets

Emergency management info distribution / translated

EM meetings / community & council

Youth / Seniors

Formation of youth led space at DCH - Younite

Engagement with seniors - Maara kai project (Haumaru housing)

Further outreach of DCH services (Bardia lighthouse), shoppers, library run / digital seniors.



**Recognise and
Communicate History
and Importance of Te Rah
opara Pā**



Recap of project:



ANCAD compiled a history of Rahopara Pā, developed storyboard ideas and worked to establish connections with Iwi with interest on the site

2019–2020

Work programme line: Develop an engagement plan with Mana Whenua around Rahopara Pā and action recommendations from the previous report

2023–2024

2020–2021

work programme line: to continue relationship building efforts around establishment of storyboards

- Matapapa Consulting commissioned to complete Mana whenua consultation
- Constraints of project listed in report included



Final Recommendations from 2020 report

Ngāi Tai ki Tāmaki, Te Ākitai Waiohūa and Ngāti Maru have interests in the site. They agreed however, that the signage project for Te Rahopara Pā not proceed in this current form.

Mana Whenua wish to see progress in developing a genuine and meaningful relationship with the Devonport-Takapuna Local Board at all levels.

The Devonport-Takapuna Local Board is to establish a process of engagement with Mana Whenua that is resourced and meets their aspirations.

Mana Whenua do not wish for work to be undertaken on the site or signs erected depicting its history. This needs to be undertaken with their express approval.

Mana Whenua do not support the dual naming of the site.



Recent Conversations



- Te Waka Kerewai (Council Māori outcomes team) re-engaged with mana whenua around Rahopara Pā
- Recommendations from previous slide still stand
 - Storytelling on the site is not a priority
 - There is still a desire for a process of engagement that is resourced and meets their aspirations



Beyond Obligation

Independent Review of Auckland Council's
Engagement with Māori

Judy Campbell — September 2022

Key themes:

- Failure to recognize mana whenua as ACG Treaty partner and honour commitments
- Lack of adherence to a best practice engagement approach
- Lack of skill and understanding of Māori by many ACG staff



Beyond Obligation Report 2022

Recommendations for change

- Substantially improve support to iwi entities.
- Recognise and organise the relationships with mātāwaka.
- Create a shared understanding and vision for Māori in Tāmaki Makaurau at all levels.
- Invest in culture and capability for both the partners.
- Provide better support and measurement of Māori engagement outcomes.



Moving forward



Engage	Engage a facilitator
Support	Facilitator will support DTLB to do a stock take of what it can offer in partnership
Develop	Develop a DTLB tikanga for engaging with Mana Whenua <ul style="list-style-type: none">• Adopt a code of engagement, similar to a ToR at beginning of a hui• I.e. "My first action is to listen"
Organise and facilitate	Organise and facilitate a hui with Mana Whenua for relationship building <ul style="list-style-type: none">• Setting up a lasting relationship to develop future projects together



Proposed Work Programme lines for FY 24/25

- Māori outcomes
 - Mātāwaka focused and responsive to community-led initiatives
 - Identify opportunities to connect mātāwaka with key stakeholders to develop opportunities that meet local Māori aspirations and priorities.
- Mana Whenua Initiatives
 - Collaborate with Te Waka Kerewai to build projects and relationships in partnership with Mana Whenua
 - Projects and initiatives to focus on seeing more Te Ao Māori, Tikanga Māori and Te Reo in the Devonport-Takapuna community





Devonport-Takapuna Ethnic Communities Plan



Recap of Project

- Hearts and Minds contracted in FY 2022/2023
- Stakeholders engaged and database collated
- May 2023: Workshops with the community held
- July 2023: Monthly emails to stakeholders started
- September 2023: Workshop summary and key themes circulated for feedback
- October 2023: Hearts and Minds withdrew from the project
- December 2023: TANI (The Asian Network Inc.) agreed to take on the project
- January-February 2024: Draft completely reworked



The Asian Network Incorporated

TANI supports Asian New Zealanders enjoy optimal quality of life and wellbeing and develop strong and healthy Asian communities in Aotearoa New Zealand by:

- Networking and creating connections between diverse Asian communities
- Advocating for, and promoting the welfare of these communities
- Ensuring their active participation in policy making
- Liaising with local and central government entities, as well as other stakeholders
- Identifying further opportunities for collaboration
- Responding to the changing needs of Asian communities and stakeholders
- Being a credible national voice for Asian communities



Ethnic Communities Plan Strategic Context



Local Board Plan 2023-2026



Thriving Communities 2022-2032



Ministry of Ethnic Communities



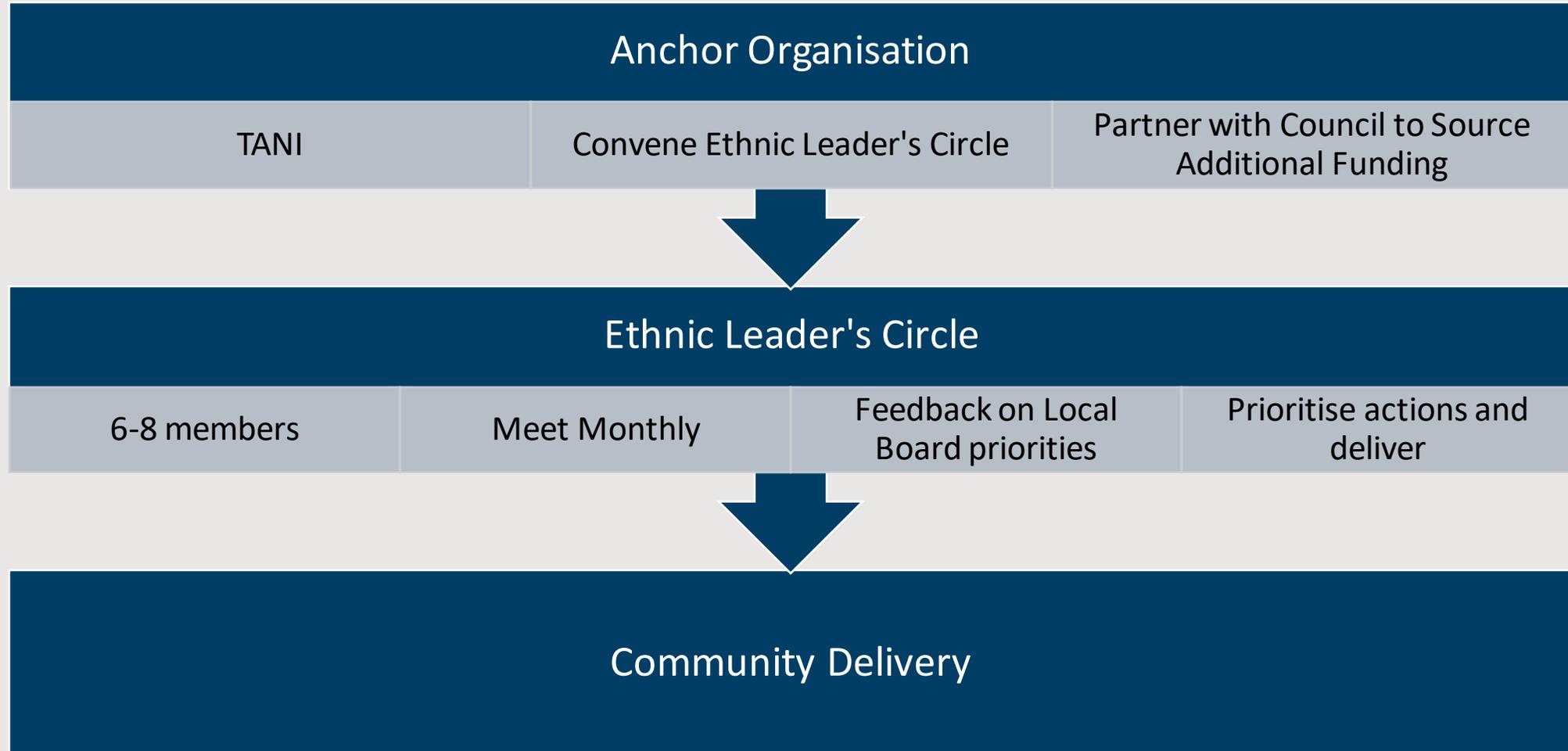
Community workshops and consultation



Accountability



Community-Led Delivery





Celebrating
Culture and
Building
Vibrant
Communities

Enhancing
Access and
Participation

Resourcing and
Empowering
Ethnic
Community
Groups

Well-being and
Safety for
Ethnic
Communities

Key Strategic Priorities of DT Ethnic Communities Plan



Already in progress

ANCAD free funding guides and specialised workshops/support

Activators building relationships/access

Translating grants criteria

Expanding access to GEM local grants database

Women's only night at Takapuna Leisure Centre

Grow Forrest Hill in talks to run cooking classes and workshops with ethnic communities

Open and Connect/AEM workshop

Investigating translation of day-to-day comms and alternative forms of communication



Next steps:

- Provide written feedback to Michael and Deb by 8th March
- Plan will be brought to 16th April DTLB Business Meeting
- If approved, plan will be published on DT's Council webpage and promoted through Our Auckland

To action the plan:

- DTLB sets strategic priorities within Council
- Ethnic Leader's Circle established
- Community-led delivery



Devonport-Takapuna Ethnic
Communities Plan
2024-2029

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From the Chair

Ni hao, an-nyeong, namaste, tēnā koutou and greetings to you all,

The Devonport-Takapuna Local Board is proud to produce our first Ethnic Communities Plan that sets out actions on how to better engage with, support and represent our many diverse communities in our area.



Our Local Board is special with 44% of our population born outside of New Zealand. Languages other than English that are commonly spoken here include Hindi, Korean, Mandarin, Tongan, Panjabi, German, French, Afrikaans and Chinese. There are many others.

We treasure the cultural richness that our ethnic people bring to our community, and it's important to us that every resident regardless of who they are or where they come from feel that they are safe, that they are respected, that there is opportunity here for them, and that they can contribute to local decision making.

There are challenges that we acknowledge: 7% of our residents cannot speak English, and our population is growing rapidly. External challenges such as climate change and the cost of living put pressure on our people, and we need to find solutions to support them through this.

We are, however, excited about the opportunities that lie ahead as we grow to be a super-diverse community.

The Ethnic Communities Plan will be used by the Local Board to help guide our advocacy as well as our actions. We will be able to measure success by identifying what goals we have progressed each financial year. This plan will also be used to support our community to be more empowered. We want to see our migrant communities take action to deliver a programme of events and local activities that are meaningful to them and their communities.

By working with partner organisations and residents, and by following the actions contained within this plan, we know that we can successfully promote inclusion, diversity and expression of culture and our Local Board area will be all the richer for it.

Toni van Tonder

Chairperson, Devonport-Takapuna Local Board

Community-Driven Transformative Plan

This is the first comprehensive plan for ethnic communities in the Devonport-Takapuna local board area. It marks a significant milestone demonstrating the local board's commitment to achieving better outcomes for all. This strategic plan aims to meet the needs of the growing ethnic communities and ensures their active involvement in shaping our collective future.

The plan intends to be a transformative roadmap and, in that pursuit, puts the voices of the communities at the centre of the plan's development and implementation.

Hearts and Minds NZ, a well-established NGO in the area, engaged various ethnic organisations, including faith-based and cultural groups to collect feedback that formed the basis of this plan. They worked closely with the NZ Police Ethnic Services and Auckland Council to conduct workshops, including in-person meetings, emails, and phone discussions involving over 100 groups. Over 370 contributions were received, reflecting the remarkable participation of our ethnic communities across the board area.

As a result of their engagement, two dynamic community workshops were organised where ethnic communities shared their ideas, comments, and suggestions. Hearts and Minds NZ documented the emerging outcomes and actions which has informed this plan's content.

The Asian Network Incorporated (TANI) is a well-known organisation that focuses on providing services to ethnic communities and has expertise in local community development work and place-based planning. TANI has created this strategic plan based on the outcomes and actions generated from the engagement process. TANI also considered Auckland Council's strategic planning context for ethnic communities and relevant strategic documents of the central government for these communities. The plan was shaped by the issues and priorities the communities have raised through all these planning processes, but the feedback from the local engagement process has been the central guide.

It marks the beginning of a long-term journey and commitment to valuing people from ethnic communities and supporting them in participating in society, in line with the local board's vision.

Honouring Te Tiriti o Waitangi (Treaty of Waitangi)

The local board is responsible for upholding commitments to our founding document, Te Tiriti o Waitangi (Treaty of Waitangi), and recognising the unique place our indigenous Māori people hold in New Zealand society.

During engagement, ethnic communities emphasised respect for tāngata whenua and their status as Aotearoa's indigenous people. Ethnic communities are interested in understanding the Te Tiriti o Waitangi and building strong connections with Māori culture and organisations. There are actions in this plan that aim to facilitate learning and support ethnic communities' groups to develop relationships with Kaupapa Māori organisations.

Ethnic Communities in Devonport-Takapuna

Located in the northern part of Auckland, The Devonport-Takapuna Local Board area is home to many cultures and languages, reflecting the city's growing diversity. Diverse communities have varied cultural affiliations, a sense of belonging to different ethnic groups and speak multiple languages that add to the artistic and social tapestry of the region.

The Devonport-Takapuna Local Board is committed to amplifying the voices of these ethnic groups and creating a sense of community and belonging for this growing population. The board strives to enhance its relationship and participation with these communities and promote their inclusion and expression of culture. It is committed to providing diversity in initiatives and supporting the development of specific strategies and actions that cater to the needs of diverse ethnicities.

The New Zealand Government defines ethnic communities as people who identify as Asian, African, Continental European, Latin American, and Middle Eastern. These communities constitute 31%¹ of the local board population. Among them, the Asian Communities are the most significant, with 28.8%, while the Middle Eastern, Latin American, and African communities account for 2.5% of the population.

When understanding ethnicity, it is essential to acknowledge the unique and diverse identities, including those who are migrant and long-term settlers, asylum seekers, refugees and former refugees, disabled people, and those who identify as ethnic rainbow communities.

Although there is new migration in the local board area, some of these communities have been settled in Devonport-Takapuna for decades and have significantly contributed to the economy. The data reveals that 15.7% of the local board population arrived in the area in the last 5-9 years, while over 84% have lived there for more than 10 years.

Asian communities are projected to have the most significant proportion of the local boards' overall projected growth of 42% in the next 30 years. Moreover, as many as 7% of the residents in the area cannot speak English. The level of understanding of what local boards do can be low within these communities, posing a risk of weakening local democracy and decision-making if appropriate actions are not taken now.

¹ All data is from Census 2018, Statistics New Zealand. The place-based data for Census 2023 is expected from November 2024 and will be replaced in the plan.

Strategic Planning Context

One of the strategic aims of this plan is to bring a diversity lens to the Devonport-Takapuna Local board plan. It commits to a series of actions to strengthen the existing initiatives in the board plan, make them more inclusive of the ethnic communities residing in the area, and consequently improve the reach and impact for these communities. The board's vision is a healthy, connected, safe community where every resident feels a sense of belonging. The local board plan covers five key themes – Environment, People, Community and Facilities, Places and Transport, and Economy.

We have also considered the Auckland Council Thriving Communities Strategy 2022-2032 to enhance the integration between the two plans, mainly focusing on reflecting the outcomes of their engagement with Aucklanders. Common themes that align with our engagement with ethnic communities are emerging from their engagement with the people of Auckland. These themes include supporting community groups more significantly, celebrating diversity and building cohesion, improving community engagement and communication, and enhancing accessibility to council facilities and programmes.

The Thriving Communities Strategy recommends giving more focus and support for place-based approaches. It aligns with one of the fundamental changes the New Zealand health system is making by implementing a new national approach to place-based health planning called “Localities”. Within localities, Health New Zealand intends to include family voices in health system planning and expand the focus to include broader social determinants of health, not just health services. Local board plans are significant tools for understanding the unique health needs of the population in their areas and facilitating adequate investment in wider social determinants of health. This plan's fourth focus area initiates thinking around well-being and safety for ethnic communities and hopes to evolve and strengthen it over the years.

The Royal Commission of Inquiry into the terrorist attack in Christchurch recommended focusing on belonging, social inclusion, and cohesion. In response to the Inquiry's recommendation, the government launched a new Ministry for Ethnic Communities in July 2021. In 2022, the government released Te Korowai Whetu, a strategic framework to strengthen social cohesion in Aotearoa. The Ministry for Ethnic Communities released its inaugural strategy in the same year, based on extensive consultation with ethnic communities in Aotearoa. The Ministry's Strategic plan prioritises promoting the value of diversity and improving the inclusion of people belonging to ethnic communities, ensuring equitable provision and access to government services and social and economic investment, improving financial outcomes, addressing barriers to employment, migrant exploitation, and low wages, connecting and empowering community groups.

The plan reflects some of the key priorities and initiatives of both these strategic documents, demonstrating local board plans' critical role in translating central government strategies into action on the ground. This context also supports the board in aligning its investment decisions and initiatives to these strategic documents.

The Way Forward: A Collective Effort

Successfully turning this plan into reality will require a collective effort. It is essential that all stakeholders, including the community, the local board, Auckland Council, and various central government agencies, work together in a well-coordinated and integrated approach.

The local board has committed to taking an enabler role in delivering on the aspirations of the communities, and it will:

- facilitate integrated and collective action for ethnic communities in our area
- ensure greater inclusivity of ethnic communities in all local board projects
- develop local board projects focusing on ethnic communities where necessary to achieve our aspirations
- support the development of community-led actions for each focus area
- allocate resources towards project management and community-led actions within this plan
- support the Establishment of an Ethnic Leaders Circle to guide and advise on community-led actions
- advocate for ethnic communities for projects beyond available funding or outside local board mandate

Devonport-Takapuna Local Board Actions

The local board also commits to implementing a range of actions the community has identified. The plan includes some of the identified actions in an "Advocacy" section built into each focus area as they are not within the role and scope of the local board. It enables the local board and the community to advocate with the Auckland Council and other central government agencies.

This plan also looks at the 2023-2026 Devonport Takapuna local board plan and identifies additional actions to ensure more significant consideration and inclusivity of ethnic communities in the committed local board projects.

Community-Led Actions

The successful implementation of the Devonport-Takapuna Ethnic Communities Plan depends on the collaboration and support of community leaders and organisations. The plan proposes several actions that the community will deliver. The local board will provide resources to an anchor organisation that will work with ethnic leaders to prioritise and agree upon a community-led action plan each year, considering the available resources.

The anchor organisation will be the overall project manager, responsible for coordinating the delivery of the community-led action plan. They will establish a group called Ethnic Leaders Circle, consisting of representatives from ethnic communities. This group will prioritise actions and guide their successful delivery. The Ethnic Leaders Circle will also provide valuable input to the Local Board's actions.

Focus Areas

The engagement process with ethnic communities developed an ambitious and comprehensive list of priorities and initiatives. In the engagement workshops, the community organisations identified the lack of funding and resources as the most significant barrier to achieving their goals. As a result, this plan has developed a specific focus area for resourcing and empowering ethnic community groups. The plan lists actions relevant to multiple outcomes in the most relevant focus area. It organises the objectives and initiatives into four focus areas:

1. Celebrating Culture and Building Vibrant Communities
2. Enhancing Access and Participation
3. Resourcing and Empowering Ethnic Community Groups
4. Well-Being and Safety for Ethnic Communities

Celebrating Cultural and Building Vibrant Communities

The plan aims to establish a more diverse local board area characterised by unity and social cohesion. Its objective is to create an environment where all cultures are celebrated, every resident will be valued and embraced, and communities thrive together.

To accomplish this, we will embrace Te Tiriti o Waitangi and the unique space of Māori as indigenous people. We will create opportunities for diverse groups to connect and build intercultural understanding, which will help to develop a deep sense of belonging for everyone who lives, works, and plays in this vibrant community.

We will focus on promoting the importance of diversity, where everyone acknowledges its strengths and the cultural and economic contributions of ethnic communities.

Challenges

- Addressing difficulties in connecting diverse groups, fostering cultural exchange, and enhancing collaboration to overcome community isolation.

Opportunities

- Ethnic Communities are brimming with creativity, with events and ideas waiting to flourish.
- Ethnic Communities expressed a desire for intercultural exchange, respect for the local heritage, and interest in learning about Māori Tikanga and history.
- All communities want the local board to promote the value of diversity and build social cohesion.
- Create local pride and belonging for ethnic communities in the Devonport-Takapuna Local Board area.

Local Board Action

What we want to achieve (Objectives)	What we commit to deliver (Key initiatives)	What success looks like (Measure of success)
Provide opportunities to create various art and culture celebrations and events.	Continue to invest in resources to host cultural events and celebrations. Arrange children's events in libraries and community centres, promoting family participation and cultural understanding and promoting the value of diversity.	The local board is reputed to support local ethnic communities' art and culture. Devonport-Takapuna has inclusive communities that embrace and celebrate our diversity.
Invest in strengthening understanding of Te Tiriti, Māori Tikanga, and relationships among ethnic communities and tāngata whenua.	Providing Māori community programmes to ensure that ethnic communities are informed and equipped to embrace Māori customs, the Māori worldview (Te Ao Māori), and Māori knowledge (Matauranga Māori).	A higher Te Tiriti and Māori Tikanga Awareness and understanding of Te Tiriti, Māori Tikanga,

	Facilitate participation of ethnic communities in the Matariki Celebration.	and history among ethnic communities.
<p>Promote the value of diversity and build social cohesion.</p> <p>Develop opportunities for cultural dialogues within and between communities.</p>	<p>Create opportunities for cross-cultural sharing where people can interact and build meaningful connections.</p> <p>Support and invest in activities that promote intercultural connections and improve social cohesion.</p> <p>Ethnic Communities, their settlement history, and their cultural and economic contributions to the local board area are valued and understood.</p> <p>We will work with other local boards to organise learning spaces to grow Equity, Diversity, and Inclusion (EDI) competencies among the local board members and staff.</p>	<p>Increase in respect and understanding of different cultures.</p> <p>Diversity is valued and celebrated in Devonport Takapuna by the whole community.</p> <p>All cultures are recognised, and there is inter-cultural respect and connection.</p>

Advocacy

- Advocate for bringing the Welcoming Communities programme to Devonport-Takapuna Local Board.

Access and Participation

This focus area will ensure that ethnic communities in Devonport-Takapuna have equitable provision and access to local board and council services. The aim is to encourage active participation from all ethnicities in the available programmes and activities and improve access to community facilities and green spaces. The plans and programmes will be designed to meet the needs of diverse communities better, and the local board will improve their engagement with ethnic communities using more appropriate and relevant ways.

Challenges

- A lack of understanding of the local board's role has limited participation in civic activities, including local body elections.
- Lack of linguistic and culturally specific services, such as female-only spaces or language-based events and activities.
- Some ethnic communities have limited access to information, making it challenging to find venues and facilities to meet their needs.
- Limited promotion and translation efforts for ethnic communities which is essential to bridge language gaps and improve accessibility.

Opportunities

- Creating accessible pathways for active community involvement, ensuring that every voice is valued.
- Considering ethnic communities in all components of the local board deliverables.
- Ethnic communities are proud of the community programmes and facilities in the area, and many are keen to become more involved.
- Increased participation can lead to the creation of new initiatives, innovative solutions, and a stronger sense of community ownership.

Local Board Action

What we want to achieve (Objective)	What we commit to deliver (Key initiatives)	What success looks like (Measure of success)
Build accessible engagement methods and strengthen communication and relationships with ethnic communities.	<p>We will develop and strengthen relationships with Ethnic Leaders and encourage more dialogue with local board members.</p> <p>Encourage participation of ethnic communities' youth in the youth board and directly with the local board.</p> <p>Encourage participation of ethnic rainbow communities, elderly groups, and disabled people with local boards.</p> <p>We will invest in creating better insights into barriers ethnic communities face to participation.</p> <p>We will build better communication tools and practices, such as translating</p>	<p>Good relationships with ethnic communities and improved community participation.</p> <p>Increased involvement from ethnic communities is reflected in participation demographics, including consultations and local government elections.</p> <p>Diverse voices and perspectives from</p>

	<p>critical messages, using ethnic media and utilising platforms well used by diverse communities, such as WhatsApp, WeChat, and Facebook.</p> <p>Translate the Devonport-Takapuna walking guide to showcase our area's beautiful walkways and parks.</p>	<p>within ethnic communities in local board plans and initiatives.</p>
<p>Ensure consideration of ethnic communities within all local board-supported programmes and facilities.</p> <p>Improve accessibility of community venues and facilities, including parks and green spaces for ethnic communities.</p>	<p>We will negotiate to enhance the participation of ethnic communities in established Arts and Sports facilities to deliver programming that reflects diversity.</p> <p>Barriers to participation for ethnic communities in facilities, including arts, sports, parks and open spaces, are understood, and actions for accessibility are enhanced.</p> <p>We will partner with the Korean Garden Trust to develop and deliver a Korean Garden in Barry Point Reserve (LBP)</p> <p>Investigate the development of a Chinese-themed and co-designed playground in the Sunnynook/Forrest Hill area (LBP)</p> <p>Expand Multicultural Library Resources and Increase the availability of ethnic books and resources in local libraries.</p> <p>Work in partnership with the Devonport Community House, Sunnynook Community Centre, and the Takapuna Pool and Leisure to ensure programming and activities meet the needs of ethnic communities.</p>	<p>Ethnic communities have better access to and understand local services, facilities, and programmes. (LBP)</p> <p>Improved accessibility to community venues and facilities, including parks and green spaces, for ethnic communities.</p> <p>Progress in ethnic communities inclusion within local board-supported programmes and facilities.</p>

Advocacy

- Advocate for more investment in communication with ethnic media and community channels on the role of local government and better engagement in all local and regional consultations.

Resourcing and Empowering Ethnic Community Groups

Ensuring sufficient resources and funding is a significant concern for grassroots ethnic organisations. Their diverse needs require a better understanding, and the ethnic organisations feel that philanthropic and government investments often overlook them. The feedback from the community engagement process was that fair and equitable access to funding was critical and the driving force behind achieving a more culturally inclusive and dynamic Devonport-Takapuna Local Board Area.

Challenges

- English as a second language is a barrier for some groups, making the application process more difficult.
- Funding availability is inconsistent and unpredictable, hindering long-term planning and sustainability.
- Many community groups are unaware of funding options and how to access them.
- Current funding models can be challenging to understand and navigate.
- Some accountability standards limit the ability of community groups to respond effectively to their community's needs.

Opportunities

- An engaged and eager to participate in cultural, faith-based, volunteer and community sectors, which needs to be better connected with mainstream groups and organisations.
- Community is ready to act with new initiatives when they are resourced to do so.

Local Board Action

What we want to achieve	What we commit to deliver (Key initiatives)	What success looks like (Measure of success)
Build capacity and support for community groups to grow their funding and other resources.	Establish a dedicated point of contact at the Local Board to assist ethnic communities with funding inquiries, applications, and reporting. Assisting ethnic communities in accessing funding opportunities beyond the local board's scope.	Ethnic communities have a relationship with the local Board Grants Advisor and have access to training and translation support via the Community Activators. Enhance community resources to build capacity to support community groups to grow their funding and other resources achieved.
Empower the community to identify their needs and prioritise actions to meet their dreams and aspirations. Collaborate with the community to implement the Local Board Ethnic Communities Plan.	Support the development of a community-led action plan. Allocate resources towards project management and delivery of the action plan. Support the establishment of an Ethnic Leaders Circle to guide and advise in developing and	Ethnic communities are adequately resourced to deliver on their aspirations from the community-led implantation plan. The community is empowered and resourced to identify needs and prioritise actions to meet their dreams and aspirations.

	<p>implementing community-led action plan.</p> <p>Ensure funding support for small groups, including language and translation support, is included in the action plan.</p>	<p>Practical and positive collaboration between the local board and ethnic community in implementing the Local Board Ethnic Communities Plan.</p>
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Advocacy

- Explore partnerships with local businesses willing to support ethnic community initiatives.
- Advocate for stable and predictable funding mechanisms to support ongoing community initiatives.
- Make funding models more transparent and accessible, ensuring community members can easily understand and navigate the process.
- Ensure that funding criteria are clear and evaluation processes are transparent. When reviewing grant criteria, consider priorities and feedback in this plan.

Wellbeing and Safety for Ethnic Communities

The COVID-19 pandemic and other emergencies have highlighted and exacerbated living struggles faced by all communities. Ethnic communities have faced isolation and have been disproportionately impacted by these challenges. The well-being and safety challenges that ethnic communities face are complex, interconnected and often sit within the responsibility of the central government. However, as a critical influencer and supporter of ethnic communities, the local board plays a significant role in building partnerships and advocating for their well-being.

Ethnic communities contribute significantly to the economy but often face difficulties finding suitable jobs, pursuing careers, and accessing business opportunities that align with their skills, experience, and aspirations. To increase their contribution to the economy further, we need to work towards removing barriers to employment and addressing migrant exploitation and low wages, even though they have higher levels of education.

There is a lot that the local board can do within their mandate to ensure the well-being and safety of ethnic communities. The local board has committed to lead in supporting Auckland's response to the climate emergency. Additionally, the board has established safety initiatives that aim to keep our communities secure. The board is also striving to develop a thriving and flourishing economy. This area of focus seeks to ensure that local board initiatives aligned with the priorities of ethnic communities receive sufficient attention for their involvement and benefit.

Challenges

- New migrants face immigration-related hurdles, especially citizenship or residency requirements for government resources.

Opportunities

- Ethnic communities are increasingly seen as critical contributors to the economy of Aotearoa, New Zealand, and a valued addition in workplaces both as employers and employees.

Local Board Action

What we want to achieve	What we commit to deliver (Key initiatives)	What success looks like (Measure of success)
Bring awareness about our climate goals in the ethnic communities. Educate and prepare our ethnic communities for climate impact.	Facilitate specific action to involve ethnic communities as ecological and environmental volunteers in our local parks. Resource initiatives that educate ethnic communities on reducing their carbon footprint and living more sustainably. Support ethnic communities in their involvement in community-led environmental groups.	Increased awareness of awareness of climate goals impacts among ethnic communities. Climate change and sustainability initiatives are accessible to ethnic communities. Effective education and preparedness of ethnic communities for climate impact.

	Support zero-waste initiatives that promote a circular economy in ethnic communities.	
Support and build resilience among ethnic communities to respond to emergencies.	<p>Support ethnic communities' networks with established community groups so that they can respond collaboratively to emergency management and climate change.</p> <p>Build partnerships with Council in the development and delivery of community emergency response plans.</p> <p>Increase knowledge of recovery office and rights of individuals affected by disasters.</p>	<p>Ethnic Communities are informed and are supported to build resilience and preparedness.</p> <p>Ethnic communities are supported and looked after during emergencies.</p>
Develop initiatives that facilitate the involvement of small ethnic local businesses, and there is an opportunity to increase collaboration and support for them.	<p>Develop initiatives that promote understanding and relationships with small and medium ethnic businesses.</p> <p>Ensure that ethnic businesses are consulted and involved in urban regeneration, town centres, and other smaller precinct improvements.</p> <p>Work with Tātaki Auckland Unlimited, council departments and Business Improvement Districts to ensure that they support ethnic local businesses to engage in initiatives to reduce waste and to become carbon neutral and climate resilient.</p>	<p>Ethnic small and medium enterprises thrive in the local board area and are supported to reach their potential.</p> <p>Ethnic businesses are supported to create sustainable practices and are resilient to the impact of climate change.</p>
Bring focus to removing barriers to ethnic communities' employment and addressing migrant exploitation in the local board area.	<p>Provide initiatives that provide ethnic communities, especially youth and women, access to business mentoring and work experience, including CV writing and interview skills.</p> <p>Ensure that the partnership with Shore Junction Innovation Centre includes a focus on providing training and access to business mentoring for ethnic communities with a focus on youth and women.</p>	Barriers to employment for ethnic communities are addressed within local board areas through innovative approaches.
Ensure public places reflect and feel safe for ethnic communities.	Facilitate participation of ethnic communities in neighbourhood support activities.	Investment has been made in making ethnic

	Involve ethnic leaders in placemaking and CPTED (crime prevention through environment design).	communities feel safe in public spaces.
Enhance opportunities for ethnic communities to participate in sports and active recreation.	Ensure all sports and recreation opportunities include ethnic communities focusing on young girls and women's participation.	Ethnic communities are active and fully participate in sports and recreation.

Advocacy

- Advocate for counselling and therapy services by culturally sensitive professionals, addressing mental health needs within ethnic communities.
- Advocate better consideration of ethnic communities in social and health services to promote their well-being.
- Advocate and work with Auckland Emergency Management and other council departments to support ethnic community networks and connections that help people fare better and respond to emergencies and the impacts of climate change.
- Advocate with employers that employment outcomes are not driven by unconscious bias or overt discrimination in hiring practices.
- Advocate for other government services in our area to meet the needs of our diverse population.
- Advocate with central government agencies for vital social services and resources to be accessible to everyone, regardless of immigration status.

Ensuring Accountability for Plan Implementation

The delivery of this plan relies on accountability and reflective practices. These aim to promote transparency, regular communication, and collaboration among various partners to implement this transformative plan for the ethnic communities successfully.

One of the critical measures to support the delivery of the plan is to contract an anchor organisation to support the delivery of the community-led action plan in partnership with the local board and the community.

The Anchor organisation will:

- Convene the Ethnic Leaders Circle monthly. The initial focus will be prioritising initiatives based on available resources to develop the first-year action plan.
- Project manage and deliver critical initiatives in the action plan in partnership with other community groups.
- Facilitate six monthly reflection workshops to assess progress, celebrate successes, and make any necessary design changes.
- Send out monthly email updates to various stakeholders.

Council staff will:

- Work with the anchor organisation to develop annual accountability measures for local and community-led actions.
- Hold monthly meetings with the anchor organisation to review the plan's progress and address any challenges in collaboration with the local board and the Ethnic Leaders Circle.
- Work with the anchor organisation to source additional funding for the community-led action plan.
- Submit an annual report to the local board that details progress made on committed initiatives and proposes new initiatives for endorsement.

Acknowledgements

We express profound gratitude to the ethnic communities whose ideas and voices have breathed life into this Devonport-Takapuna Ethnic Communities Plan.

Japanese Kauri Education Trust	Korean Society Auckland
North Shore Islamic Association	Asian Family Services
North Shore Chinese Community Network	Asian Community Engagement Trust
North Shore Sikh Society	Belong Aotearoa
Japanese Society of Auckland	English Language Partners
Synergy Community Trust	Burundian Association in New Zealand
Ukhuwah-Indonesian North Shore Community	Seraj Group
Bread of Life Church	Open and Connect NZ
Nepalese Cultural Centre New Zealand Inc	Individual Community Members
Welcome to Auckland	Hearts and Minds
The Good Deeds Group	Neighbourhood Support North Shore & Waitakere
The Asian Network Incorporated (TANI)	New Zealand Police Ethnic Services

Devonport-Takapuna Ethnic Communities Plan-2024 to 2029

Community-Led Action Plan 2024

Community-Led Initiatives

Successfully turning this plan into reality will require a collective effort. It is essential that all stakeholders, including the community, the local board, Auckland Council, and various central government agencies, work together in a well-coordinated and integrated.

The Devonport-Takapuna Ethnic Communities Plan can only be implemented with the help of our community leaders and organisations. There are a range of proposed actions that will be community-led. The local board will resource an anchor organisation to work with Ethnic Leaders to do a prioritisation exercise and ensure realistic and adequately resourced community-led actions.

Anchor Organisation

We will select an Anchor Organisation as the overall project manager, responsible for coordinating and leading the community-led actions. The Anchor Organisation will work with the board to create the Ethnic Leaders Circle, a group of ethnic leaders who will guide and prioritise actions within the action plan.

The Anchor Organisation will also work with Council Staff to find additional funding for the action plan. The Ethnic Leader Circle will ensure ongoing engagement with the work of the Devonport-Takapuna Local Board.

Convene the Ethnic Leader's Circle Group, collaborating to prioritise the delivery of community-level projects.

Ethnic Leaders Circle

Ethnic Leaders Circle will include established and emerging leaders, and our focus is on ensuring diversity of ethnicity, youth, women, and people from the rainbow community. We plan to have 6-8 members who will support the anchor organisation, prioritise the community-led action plan, and subsequently support the delivery of the plan. While the Ethnic Leaders Circle is exclusive to its members, community members outside it can request to attend the meeting. We will have an open approach to encourage informal participation and ongoing involvement of community members.

Focus Areas

During the engagement process with ethnic communities, an ambitious and comprehensive list of priorities and initiatives was developed. In the engagement workshops, the community organisations identified the lack of funding and resources as the most significant barrier to achieving their goals. As a result, this plan has developed a specific focus area for resourcing. Some actions listed are relevant to multiple focus areas within the plan, although they are only listed in one focus area. The objectives and initiatives have been organised into four broad focus areas:

1. Celebrating Culture and Building Vibrant Communities
2. Enhancing Access and Participation
3. Resourcing and Empowering Ethnic Community Groups
4. Well-Being and Safety for Ethnic Communities

1. Celebrating Cultural and Building Vibrant Communities

The ethnic communities appreciate the current support for cultural initiatives and would like to collaborate with the local board to build on successes.

Community Led Action

What we want to achieve (Objectives)	What we commit to deliver (Key initiatives)	What success looks like (Measure of success)

2. Access and Participation

Community Led Action

What we want to achieve (Objectives)	What we commit to deliver (Key initiatives)	What success looks like (Measure of success)

3. Resourcing and Empowering Ethnic Community Groups

Community Led Action

What we want to achieve (Objectives)	What we commit to deliver (Key initiatives)	What success looks like (Measure of success)

4. Well-Being and Safety for Ethnic Communities

Community Led Action

What we want to achieve (Objectives)	What we commit to deliver (Key initiatives)	What success looks like (Measure of success)

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Attachment 1

Recommended Community Initiatives during community engagement.

Celebrating Cultural and Building Vibrant Communities

- **Diverse Cultural Events:** Organise multicultural celebrations, integrating music, art, food, and sports, fostering a vibrant atmosphere of cultural exchange.
- **Māori Culture Education:** Facilitate learning sessions about Māori culture, customs, and Te Reo language for newcomers, promoting cultural awareness.
- **Treaty of Waitangi Awareness:** Educate communities about the Treaty of Waitangi, fostering understanding of its significance and connection to Māori culture.
- **Community Sports Initiatives:** Organise sports events for children, bridging communities and promoting healthy activities as a cultural connection.
- **Networking Opportunities:** Create platforms for networking, encouraging connections among diverse community members, and fostering collaboration.
- **Orientation for Newcomers:** Launch a 'Welcome to DT' program, providing newcomers with insights into local culture, facilities, and support services.
- **Newcomer Support Groups:** Establish Friendship/Coffee groups, offering newcomers a safe space to connect, share experiences, and build friendships.
- **Culinary Open Days:** Fund religious or community facilities to host open days, encouraging shared meals and fostering community unity through food.
- **Cultural Information Sharing:** Create platforms for sharing cultural insights, encouraging communities to exchange information about their respective cultures.
- **Community Open Day Events:** Organise open days for sports, youth, community groups, cultural activities, and arts, promoting engagement and community integration.
- **Language Classes Access:** Improve access to language classes, ensuring language proficiency for effective communication and community integration.

Access and Participation

- **Community Workshops and Skill-Sharing:** Organise workshops and skill-sharing sessions that allow ethnic communities to share their knowledge and skills with the broader community.
- **Resource Facility Guides:** Develop comprehensive guides for community resources, aiding residents in accessing essential facilities and services.
- **Centralised Information Hub:** Create a centralised online platform for ethnic communities to access updates and information.
- **Multicultural Education:** Offer ethnic history and cultural programmes to foster cultural understanding.
- **North Auckland Community Hub:** Establish a hub for newcomers to access services, learn about cultures, and build friendships.
- **Community Engagement Events:** Organise events to facilitate interaction between newcomers and locals.
- **Invest in Youth and Skill Development:** Fund activities like sports, social programs, and essential life skills training for youth.

Resourcing and Empowering Ethnic Community Groups

- **Mentorship Programs:** Establish mentorship programs where experienced individuals or organisations within ethnic communities can mentor newcomers or smaller community groups in navigating the funding landscape.
- **Collaborative Grant Applications:** Encourage collaboration among ethnic community organisations to apply for funding jointly.
- **Language Support:** Offer translated funding information and language support for ethnic funding applications.
- **Online Grants and Funding Portal:** Create an online portal or resource centre that centralises information about available funding opportunities, application deadlines, and resources for grant seekers.

Lake Pupuke Sports Collective

March 2024





- What led us here
- Purpose
- Outcomes
- Date



History



Storage



Ecology



Overuse



Purpose:



Bring all sports stakeholders involved in Lake Pupuke together to manage and utilise the lake in a more organised way.



Stakeholders





**Proposal
moving
forward:
Two work
programme
lines**



**Managing
Overuse of the Lake**



**Boat storage
across the board
area**



Sports/Community Work Stream: owned by Active Communities



- Coordinate sports groups to brainstorm solutions on:
 - Addressing the collective storage issues
 - Managing increasing overuse of the Lake
 - Safety
 - Access



Sports Initial Stakeholders Hui Agenda

- Introductions
- Scene setter – why we are here
- Scope of Pupukemoana User Group
 - Usage
 - Storage
 - Safety
 - Access
 - Other
- Issues
- Risks
- Solutions
- Next steps



Scope of Terms of Reference between groups

- Define users
- Identify AC contacts and roles
- Needs analysis
- Define role, relationships and 'mandate'
- Lake usage
 - Recommend operating/ coordination model
 - Safety
 - Access
 - Implement
- Boat storage (equipment?) on lake
 - Define relevant users
 - Define AC contacts and roles
 - Recommend and submit application



Initial stakeholder's hui



Where: North Shore Canoe Club

When: TBC

Time: TBC

