

TE TOI WAKA WHAKAREI

Background paper and
Relationship work plan

2022

whakatane.govt.nz



Table of Contents

Table of Contents	2
He Kupu Whakataki – Introduction	5
Why engage with iwi Māori and how is it beneficial?	5
Forums	5
Agreements.....	7
Ngā Iwi o te Rohe	7
Ngā Tāngata	8
Ngā Hapū me Ngā Marae	8
Te Ōhanga Māori	10
Te Tiriti o Waitangi	12
Some Principles	13
Mana Ōrite	13
Mana Taurite – Equity	14
Best Practice Through Collaboration.....	14
Our Legislative & Treaty of Waitangi Obligations & Responsibilities	15
The Local Government Act 2002	15
The Relationship to Māori Culture & Traditions.....	15
Opportunities to Contribute.....	16
Processes to Contribute	16
Develop Māori Capacity to Contribute.....	16
Long Term Plan 2021 – 2031 Priority	17
The Long Term Plan Te Kaunihere ā Rohe o Whakatāne – Te Mahere Pae Tawhiti 2021 – 2031	17
Resource Management Act 1991 (RMA)	18

Three Waters Reform	19
Implications for WDC & Our Engagement with Iwi Māori	19
Implementation.....	21
The Partnership Work Plan.....	21
Critical Success Factors.....	21
Strategic Focus Areas	21
Objectives.....	22
Implementation of the PWP.....	22
Programme Management	22
Project Board Reporting	22
PWP Refresh & Reviews	23



TE TOI WAKA WHAKAREI

Strengthening whānau, hapū and iwi partnerships.

WHY WE'RE HERE

As an organisation the Council is responsible for providing leadership and stewardship over the community's assets and resources to create a vibrant community.

We acknowledge our Treaty of Waitangi obligations and commit to relationships with whānau, hapū and iwi that are effective, enduring and trusting. We acknowledge mana whenua and the vital role they have played in shaping our past, present and in shaping our future.

WHAT WE DO

- Commit to real partnerships to achieve positive and equitable outcomes for Māori and all of our communities.
- Meet our relationship and Treaty of Waitangi obligations to whānau, hapū, and iwi.
- Support Māori to achieve their aspirations.

HOW WE DO IT

Our LTP commitments

We will focus on strengthening whānau, hapū and iwi partnerships by:

- + Building meaningful and trusted partnerships and relationships.
- + Ensuring effective Māori participation in democracy.
- + Upholding our treaty-based co-governance, co-management and other arrangements.
- + Partnering on key projects, programmes and services.
- + Building our capacity and confidence to be trusted partners.

TANGATA TIRITI

Citizens and the burgeoning community.

TANGATA WHENUA

Ngāti Rangitihi
 Ngāti Tūwharetoa ki Kawerau
 Ngāti Manawa
 Ngāti Whare
 Ngāi Tūhoe
 Ngāti Awa
 Ngāti Mākinō

+ 80 Hapū

+ 69 Marae

+ Kaupapa Māori Organisations

PAPANOHO

The papanoho are the values that WDC will abide by to create better relationships with tangata whenua.

TANGATA TIRITI TANGATA WHENUA

Both hulls (Tangata Tiriti & Tangata Whenua) traversing a future together, one nation"

We put **people** at the **heart** of everything we do
Toitū te **Tangata!**

We care about our **environment**
Toitū te **Taiao!**

We work as **one team**
Toitū te **Mahi Tah!**

We are always **learning and improving**
Toitū te **Taumata!**

We are **passionate and proud**
Toitū te **Mauri Ora!**

He Kupu Whakataki - Introduction

The Whakatāne District Council's proposed Relationship Work Plan is part of our journey to be more effective for iwi, hapū, and whanau. This is an organisational strengthening and readiness plan, it has largely an internal focus whilst we recognise it has immediate and direct impact on those we work with. We acknowledge their respective journeys and own development pathways.

It demonstrates our firm commitment to working with the seven iwi, 80 hapū, and 69 marae and other Māori entities within our District's boundaries. We will deliver well-designed, practical solutions to ensure our engagement and relationships with iwi and Māori are enduring, effective, and valued.

Our plan outlines Whakatāne District Council's commitment to meeting our legal and relationship obligations, and how we can be more responsive to and proactive for Māori. We have significant contributions to make to assist and improve Māori cultural, social, environmental, and economic wellbeing.

It is essential to keep in mind that, as the current stewards of relationships between, iwi, hapū and whanau (IHW) we have responsibilities as staff and Elected Members to our partners to enable and support them to achieve their aspirations.

This plan guides Elected Members and staff when planning effective engagement with iwi, hapū, and whanau.

It also:

- Outlines why Māori engagement is central to our core business and the benefits that arise from it.
- Provides staff with some background to Māori within our boundaries and a quick overview of our Treaty of Waitangi commitments, as well as legislation relevant to our Council.
- Illustrates some examples of co-governance and co-management in our current partnerships with iwi.

Why engage with iwi, hapū and whanau Māori and how is it beneficial?

The Council works on a wide range of policy and planning issues that may require some form of Māori and iwi engagement. In some cases, Whakatāne District Council has statutory obligations to engage with Māori and iwi organisations.

In other cases, Whakatāne District Council may engage with IHW organisations because of their importance within the community (by either population size or as landowners, water and natural resource managers and users, resource developers, or business owners or indeed other reasons).

In our District, Māori comprise 46.8% of our total population and are holders of vast assets (including 203,000 hectares of whenua Māori, close to half of the total land holdings). Of the seven iwi within our boundary, all have concluded treaty settlements. In addition, large Māori owned organisations such as Te Whare Wānanga o Awanuiarangi and Te Puna Ora o Mataatua are important players in the region.

Currently, our engagement with IHW are often conducted in an ad hoc and reactive fashion, driven mainly by Council deadlines and priorities and a Local Government world view. Whilst well-intentioned, this approach has caused us to have less than trusting and respectful relationships with Māori and iwi in the past. In recent times, the Whakatāne District Council has had to defend its track record of engagement with IHW in the courts. This is less than desirable and does not contribute to trusted, confident relationships that are enduring.

A better understanding of Māori, their aspirations, and what they seek from the relationship will allow us to work together to develop agreed partnership views and integrate these into our approach and projects.

An effective engagement approach also creates a more efficient and effective long-term relationship for all parties. These benefits have the combined effect of leading to better decisions, more lasting solutions, and more efficient and effective use of the Council and its resources.

More importantly, underpinned by sound organisational capacity and confidence, early engagement produces better quality outcomes. It creates a better understanding of one another's expectations, aspirations, and resources, and increases opportunities to establish shared projects and partnerships that benefit the whole community.

Not all Māori engagement is driven by statute. IHW have a wealth of knowledge and mātauranga Māori about the cultural, natural, physical, and social environment, iwi, hapū and whanau are vital players in many spaces including local and regional economic development, education, health and social services, tourism, primary sector and aquaculture, to name a few.

Aside from the Treaty and the broader legislative context, there are compelling reasons for Council and Māori to work together effectively.

From the Council's perspective, some of these key reasons include:

- We have the opportunity to start with 'the big picture' and co-design outcomes with IHW that positively impact our whole community;
- IHW are a significant contributor to the local economy and communities and have a considerable influence over management and development opportunities;
- Consenting processes, planning, and other council activities are more accessible if we have good relationships with our IHW partners;
- Whilst Elected Members and staff come and go, through their history, past and present endeavours, iwi and hapū maintain an inalienable link to the district which provides us with immense long-term planning opportunities;
- Māori receive and provide local government services;

- Māori can be strong motivators and allies regarding environmental protection kaupapa;
- Central Government also have a relationship with IHW and this often intersects with our four wellbeing imperatives. Therefore working together is beneficial for all parties;
- Perspectives that can only be offered by IHW partners embellish and enrich the work of the Council; and
- As tangata whenua, iwi and hapu possess an essential repository of mātauranga Māori regarding our collective stewardship of social, cultural, economic and environmental resources.

From a Māori viewpoint, reasons such as being able to exercise kaitiakitanga (guardianship) responsibilities, advocating for the wellbeing of their communities, and care for the taiao (environment) are essential. It is also important to note that although historically disadvantaged, Māori are a growing economic, social and political influence.

Forums

Currently, there are a range of forums that the Council has a role in which varies from either leading to being an active participant, iwi group settings aswell as direct relationship.

Other include:

- Iwi Chairs Forum;
- Ōhiwa Harbour Implementation Strategy;
- Regional Leadership Group (Mataatua Waka)
- Rangitāiki River – Ngāti Manawa Settlement; and
- Tarawera Awa Restoration Strategy.

Agreements

Council also has current work plans that we were/ or are engaging IHW, including:

- Reo Rua;
- Matatā Wastewater Co-Governance;
- Toi Walk Partnership; and
- Tūhoe; Relationship Agreement TUT / WDC.

Having established why it is beneficial to engage with IHW, it is crucial to understand who Māori are in the District.

Ngā Iwi o te Rohe

The seven iwi (settled) of the Whakatāne District region are:

Ngāti Awa (represented by Te Rūnanga o Ngāti Awa);
Ngāti Manawa (represented by Te Rūnanga o Ngāti Manawa);
Ngāti Mākino (represented by the Ngāti Makino Iwi Authority);
Ngāti Rangitīhi (represented by Te Mana o Ngāti Rangitīhi Trust);
Ngāti Tūwharetoa ki Kawerau (represented by Ngāti Tūwharetoa (BOP) Settlement Trust);
Ngāti Whare (represented by Te Rūnanga o Ngāti Whare); and
Ngāi Tūhoe (represented by Te Uru Taumata).

These iwi are mana whenua of the region. The landscape is vast along the Te Moana-a-Toi coastline, from Ōhiwa Harbour in the east to Ōtamarākau in the west; from Whakatāne and Matatā in the north to Ruatāhuna and Minginui in the south. Iwi boundaries do not align with territorial authority boundaries; therefore, it is common for iwi to have multiple relationships with local government entities. The region's total area is more than 440,000 ha, including the Te Urewera National Park.

Whenua Māori or Māori freehold land remaining in mana whenua ownership after colonisation and confiscations is approximately 203,000 ha. Whenua Māori is taonga tuku iho owned by collectives who are kaitiaki of the whenua for all beneficiaries. Over time, kaitiaki (guardians) will pass the land on to their descendants.

Ngā Tāngata (The People)

The total population of the Whakatāne District Council region was 42,006 in 2018. The Māori population is now approximately 46.8%. These Māori population statistics are higher than the wider Bay of Plenty (24.9%) and Aotearoa New Zealand (15.7%) statistics. The Māori population comprises not only mana whenua from within the district but also mātāwaka. Mātāwaka are Māori from other parts of Aotearoa/New Zealand.

The total Māori population of the region is relatively young and growing faster than the non-Māori population. Just over 8,000 rangatahi, or 19.3% of the region's total population, are under 25 years old. Whānau are role models and provide support for rangatahi.

Ngā Hapū me Ngā Marae (Subtribes and marae)

Affiliated to the seven iwi of the region are over 80 hapū and 69 marae. Outside of the townships of Whakatāne, Edgecumbe, and Murupara, many of the rural and remote communities are traditionally Māori, based around whānau, their hapū, and their marae. These iwi and hapu are interconnected by whakapapa (genealogy) and long histories and interactions.

Te Reo Māori (Māori language), tikanga Māori (Māori customs and protocols), and living their lives as Māori are critical elements of Māori prosperity. Marae are the cultural and political centres that provide strong

whānau and hapū foundations and places for the people to be vibrant kaitiaki of taonga tuku iho (treasures and customs handed down). Kōhanga Reo (Māori language nest), Kura Kaupapa (Māori full immersion schools) and Kura-a-Iwi (iwi based full immersion schools) are also key elements of Māori communities.

Te Ōhanga Māori

Māori economic development is essential to the district and the wider Bay of Plenty region, where the total Māori asset base is valued at \$8.6 billion. All seven iwi of the region have been through Treaty of Waitangi settlements and have developed infrastructure, including Post-Settlement Governance Entities. It is also important to note that Māori view economic development in terms of how it benefits the collective rather than the individual.

Whenua Māori Trusts, incorporations, and other collectively owned Māori entities significantly contribute to the region's land and natural resource-based industries such as forestry, farming, horticulture, and aquaculture. In line with national Māori economy trends, there has also been increased investment in the real estate and property services sectors and manufacturing and construction. There is also growing confidence amongst whenua Māori entities and businesses to align their values with their economic activities.

The statistical analysis presents a wide range of information about Māori individuals that only tells part of the story of our Māori communities. Although the Māori population is significant in the region, Māori are lagging in the labour market. There are several Māori statistics that present challenges for the district compared to the nation.

They include:

- The median household income is \$69,679 compared to \$87,055;
- Adults with no qualifications is 24.8% compared to 18.2%;
- The sole parent support rate is 7.66% compared to 2.29%;
- The job seeker support rate is 18.41% compared to 5.63%; and
- The life expectancy for Māori males is eight years less than for non-Māori and Māori women.

However, as alluded to above, more Māori are living according to values and practices that are distinctly Māori. This is a mana motuhake approach to determining their future, commonly referred to as “by Māori, for Māori, about Māori”.

Although this world is different to the world of Māori ancestors, the kaupapa and tikanga that the ancestors developed continue to guide Māori in their lives. This makes Māori unique as Māori. The ancestors developed kaupapa and tikanga that aligned with their whakapapa (genealogy) and the experiences of Ranginui (skyfather) and Papatūānuku (earth mother), their atua (Māori gods), and their early tīpuna (ancestors).

Examples of the kaupapa include:

- Whakapapa - Genealogy;
- Whanaungatanga - Kinship;
- Rangatiratanga – Right to exercise authority;
- Kaitiakitanga – Guardianship;

- Kotahitanga - Unity;
- Manaakitanga - Generosity;
- Te reo – Māori Language; and
- Wairuatanga - Spirituality.

Tāngata Māori are engaged, to varying degrees, in applying a te ao Māori approach and mātauranga Māori (traditional Māori knowledge) to the way they participate in all forms of social, economic, and cultural activity across the region.

Institutions such as Te Whare Wānanga o Awanuiarangi, Te Puna Ora o Mataatua and a range of other Māori owned and governed non-governmental organisations are significant contributors to the advancement of health and wellbeing and education initiatives. Alongside other social and cultural organisations, these key players impact the wellbeing of Māori communities across health, social services, tertiary education and employment.

Te Tiriti o Waitangi

Te Tiriti o Waitangi (Te Tiriti) is the founding document of Aotearoa, New Zealand. Te Tiriti lays an important foundation for relationships between iwi, hapū, and whānau Māori, and the Crown.

Te Tiriti provides for the exercise of kāwanatanga (governance) by the Crown in exchange for active protection of tino rangatiratanga (autonomy, sovereignty, authority, or control) of tāngata whenua over their own lands, forests, fisheries, and other natural resources and taonga, including their culture, language, and learning processes. Te Tiriti provides the context for relationships and partnerships.

Iwi, hapū and Māori organisations and providers have Te Tiriti roles and responsibilities as outlined in:

- The preamble, particularly regarding whanaungatanga and the importance of relationships through shared experiences and connections;
- Article one, particularly as leaders who give effect to tino rangatiratanga;
- Article two, as kaitiaki of taonga, including mātauranga, tikanga, and rongoā (medicine);
- Article three, as kaitiaki of citizenship to achieve equity of outcomes for Māori; and
- Article four, as kaitiaki of wairuatanga.

The Crown (and its agencies) also has roles and responsibilities to:

- Actively protect that which is important to Māori. This may include their rights, property, special places, culture, or language;
- Guarantee Māori the right to manage, control, and enjoy their resources and taonga;
- Adhere to the principle of equity, act fairly, and intervene to address disparities between Māori and others;
- Consult with Māori before making any decisions that may impinge upon any Māori interests protected by Te Tiriti o Waitangi; and
- To remedy any past breaches of Te Tiriti o Waitangi and act reasonably and in good faith.

Since the signing of Te Tiriti o Waitangi in 1840, iwi, hapū, whānau Māori have actively sought solutions and responses to colonisation. Te Tiriti provides a basis through which Māori may critically analyse relationships, challenge the status quo, and affirm Māori rights. Iwi, hapū, whānau and Māori will continue to stretch and challenge kaupapa for the overall wellbeing of their people.

Some Principles

There is significant demand from Māori communities for solutions and initiatives to be by Māori, for Māori, about Māori – a mana motuhake approach.

The pursuit of mana motuhake involves addressing the social determinants of housing, food security, wellbeing, poverty, and discrimination. Iwi, hapū, and whānau Māori communities should be able to access services that make sense to them, embrace their uniqueness, and see them as collectives.

IHW will be valued and recognised for kaupapa, tikanga, mātauranga, and taonga that they bring to relationships.

The provision of services across the district aligns with the needs, interests, and aspirations of IHW collectively and individually for their descendants, including tamariki (children) and rangatahi (youth).

Mana Ōrite

Mana ōrite is understood within the context of Te Tiriti relationships as the parties having equal explanatory power within the operation of their relationship. Both parties acknowledge that the treaty partners are iwi / hapū / Māori and the Crown (and its representative Minister and the relevant department).

Examples of principles in the conduct of mana ōrite relationships include:

- Mana Ōrite. Respective views will be heard, considered, and afforded equal explanatory power.
- Whanaungatanga. Strong transparent relationships through respect, integrity, empathy, and commitment to the kaupapa.
- Kotahitanga. A culture of moving together with solidarity towards a common purpose.
- Rangatiratanga. Leadership that focuses on common purpose whilst also respecting the autonomy and independence of iwi.
- Whakawhāiti. Inclusiveness and acknowledging the respective value and roles we bring.
- Kaitiakitanga. A shared culture of respect, guardianship, care, and protection for Māori students and their whānau, te reo Māori, mātauranga Māori, tikanga, and rongoā.

Mana Taurite – Equity

Māori have all the rights of British citizens under article three of Te Tiriti. Article three guarantees Māori freedom from discrimination and obliges the Crown to positively promote equity “... [and] to make every reasonable effort to eliminate barriers to services that may contribute to inequitable outcomes.”

Examples of principles in line with mana taurite include:

- **Accessible Services.** Iwi, hapū, and whānau regardless of gender, disability, age, sexual orientation, ethnicity, economic situation, or geographic location, have timely and equitable access to appropriate services.
- **Partners with Choice & Control.** Iwi, hapū, and whanau using services have their rights upheld to make choices. Working alongside professionals improves service quality, safety, the experience of services, and the equity of outcomes. This principle can be rephrased as ‘nothing about us, without us.’

Best Practice Through Collaboration

Appropriate services include an understanding of the lived experiences of people and whānau and shared decision making with them.

Our Legislative & Treaty of Waitangi Obligations & Responsibilities

We recognise we hold a range of different relationships with IHW and Māori organisations, each with their own function that can include information sharing, consultation, engagement, shared decision making, co-design, co-governance and in some instances, full delegation of decision making and resourcing.

In order to effectively manage the spectrum of relationships and functions, it is important we understand what those functions are, and how to work respectfully within our respective relationships.

There are various instruments, including the Long-Term Plan, the Local Government Act 2002, the Marine and Coastal Area (Takutai Moana) Act 2011, the Resource Management Act 1991, and the Treaty of Waitangi that create obligations on the Council and its staff.

This section of the report notes all our existing legal obligations and provides commentary on any emerging policy or legislative reform that may impact iwi and Māori engagement.

The Local Government Act 2002

The Local Government Act 2002 (the LGA) contains several provisions that relate to Māori and the Treaty of Waitangi. The LGA specifies that local government has responsibilities which include providing for Māori participation in decision-making processes, enhancing Māori capacity to participate and contribute to decision-making processes, and options for enhanced representation by Māori.

The provisions in the LGA can act as levers that can influence institutional behaviour rather than specific requirements that can be easily monitored. Several pieces of legislation, for example, direct local government agencies to 'take into account' or 'have regard to' the principles of the Treaty of Waitangi.

For clarity, references to how we should engage with Māori groups in the Local Government Act 2002 are grouped under the following headings:

1. The relationship to Māori culture and traditions;
2. Opportunities to contribute;
3. Processes to contribute; and
4. Develop Māori capacity to contribute.

The Relationship to Māori Culture & Traditions

When Whakatāne District Council makes an important decision about land or a body of water, we must consider the relationship between Māori and their culture and traditions with land, water, sites, wāhi tapu (sacred sites), valued flora and fauna, and other taonga. This is similar to but applies to actions outside the RMA requirements on councils when making decisions under the Resource Management Act 1991. (see section 77 (1)(c)); Refer to the section later in the document titled 'Resource Management Act 1991 (RMA)' for more details regarding the RMA.

Opportunities to Contribute

Whakatāne District Council should provide Māori and tauwiwi (all other members of the public) with opportunities to contribute to Council decision-making processes. (see section 14 (d)).

Processes to Contribute

Whakatāne District Council should develop and maintain ways for IHW to contribute to Council decisions. It should also consider ways to help build IHW capacity to contribute to Council decision-making (see section 81). This means WDC needs to plan ahead for increasing Māori contributions to decision making. Section 81 clarifies that Māori and local authorities need to move beyond engaging only on matters of culture or environment, and having systems and planning processes in place that specifically allow Māori input into decision-making.

Section 82 outlines the principles of consultation.

Develop Māori Capacity to Contribute

How Whakatāne District Council intends to develop IHW capacity to contribute to council decisions (see above) over the ten years of the Long-Term Plan (LTP) must be detailed in the Whakatāne District Council Long-Term Plan. (see Clause 5 of Schedule 10).

Long Term Plan 2021 – 2031 Priority

The Long Term Plan Te Kaunihera ā Rohe o Whakatāne – Te Mahere Pae Tawhiti 2021 – 2031

Strengthening whānau, hapū, and iwi partnerships is one of the priorities in our Long Term Plan 2021-2031. The priority states:

“The Council acknowledges partnerships with whānau, hapū and iwi in the Whakatāne District. A rich history, and the voice of the land, Māori represent almost half our population. Whānau, hapū and iwi make significant contributions through aspirations for the wellbeing and care of communities, and environmental and commercial interests and responsibilities. The knowledge, experience and perspectives of whānau, hapū and iwi are imperative for a secure and optimistic future for our district. Council acknowledges the necessity to establish effective relationships, commit to real partnerships and support the aspirations of Māori in the district, to achieve positive outcomes for all communities”

- Te Kaunihera ā Rohe o Whakatāne – Te Mahere Pae Tawhiti 2021 – 2031

To give effect to this priority, we will:

1. Introduce Māori wards to our democratic structure;
 2. Uphold our Treaty-based co-governance, co-management, and other agreements;
 3. Build meaningful and trusted partnerships and relationships; and
 4. Continue to partner on key projects, programmes, and services.
- a) We also have multiple priorities in the LTP, including being a Fit for Purpose Organisation. This requires us to be investing in ourselves in many ways including building our own capacity and confidence to be trusted confident partners to iwi Māori.

Achieving the LTP priorities rests on the effectiveness of our engagement with IHW, and hapori Māori within our district. Effective engagement is based on developing effective and ongoing relationships with Māori. Relationships are based on trust, integrity, respect, and equality. An effective, efficient, and inclusive engagement process should reflect Māori perspectives and cultural values.

Three documents are required to achieve the aspirational priorities set out in the LTP:

5. An Engagement Framework;
6. A Māori Relationship Strategy; and
7. A Relationship Work Plan.

This Relationship Work Plan ('the Plan') will assist Council staff in determining what the work plan is that we are engaging and interacting on, and when and how to engage with Māori effectively. The Engagement Framework will help us understand our ecosystem and how the myriad of intersecting and overlapping relationships with iwi, hapū and whanau Māori relate to our work. The draft Critical Success Factors (ie what we need to do to succeed), attached in a table to this report, outlines the key objectives and actions we seek to implement inside the organisation to make us effective in our current relationships with IHW.

Working together to make living better for our communities, now and in the future is the ultimate goal of the LTP. A strong, resilient and enabled Council organisation focused on continuous improvement will support us to achieve our vision statement of 'more life in life'.

Resource Management Act 1991 (RMA)

Whakatāne District Council has obligations under the RMA and LGA (and indeed other pieces of legislation) to consider the principles of the Treaty of Waitangi. These include having regard for the relationship Māori have with natural resources, as well as an obligation to ensure Māori have capacity and capability to engage with local government in the LGA. The Council has a regulatory role under the RMA regarding iwi management plans to which it needs to adhere. Hapū and iwi management plans and resource planning documents provide for tangata whenua interests.

The government is currently reviewing the Resource Management Act, the Future for Local Government, and the Three Waters policy. The Review Panel of the Future for Local Government has recommended major changes to the legislative framework of the RMA, including repealing and replacing the Resource Management Act 1991 (**RMA**) with three new Acts:

- A Natural Built Environments Act (**NBEA**);
- A Strategic Planning Act (**SPA**); and
- A Managed Retreat and Climate Change Adaptation Act (**CCAA**).

If implemented in their current form, the changes will have significant implications on the role and responsibilities of local government as it is currently configured. For example, the Panel recommends that regional policy statements and regional and district plans are replaced with a single plan for each region (**Combined Plans**).

When considered alongside other developments such as the Three Waters reform, the consolidation of resource management planning functions through Combined Plans and Joint Committees will change the current arrangements. .

The likely outcome of the government's Three Waters reform is the creation of four multi-regional, publicly-owned water providers that deliver water services across multiple regions. For territorial authorities, the loss of responsibility for water supply and wastewater services, combined with the loss of resource management plan making capacity under the Panel's proposals for resource management reform, would leave them with

significantly changed responsibilities. It is not yet clear what Local Government would ultimately focus on, however this is being worked through in the Future of Local Government review work programme.

As water sector and resource management reform progress, the next government's term looks likely to be one in which Local Government New Zealand's "localism" agenda comes under increasing strain, and a new conversation about local government starts. The best outcomes for local government are likely to be achieved by the sector engaging fully on the issues and, as much as possible, from a unified, coherent position.

Three Waters Reform

The government will put forward legislation for New Zealand's three water services – drinking water, wastewater and stormwater – to be managed by four new publicly owned water entities, replacing the services currently operated by 67 councils. The reform provides a step change for iwi/Māori to participate in delivering the three water services. These include a range of new legislative protections, joint oversight arrangements, and mechanisms to enable local expression of Te Mana o Te Wai.

There are several new areas of opportunity for iwi/Māori:

- **Oversight** – mana whenua (iwi and hapū) will participate in the joint oversight of the new entities. Representative interests will need to be determined by Māori for Māori through a kaupapa Māori process. In some entity areas, these processes have begun. More detail on this will be available over the coming months.
- **New entity operation** – the proposed water service entities will be required to have significant cultural and local expertise. This will provide local opportunities for Māori to participate in the sub-regional and regional planning prioritisation processes along with Local Government in the new organisational and delivery arrangements.
- **Te Mana o Te Wai** – the reform will provide for local expression of Te Mana o Te Wai. This will enable the development of mauri frameworks, the application of mātauranga Māori measurement, or any other expression that iwi decide applies to them.
- **Local opportunities** – economic analysis projects that the reforms will create 6,000 to 9,000 jobs over the next 30 years. Projections also indicate that reforms will grow GDP by \$14 billion to \$23 billion over the same period. Iwi and Māori will participate in delivering this investment in the local infrastructure

Implications for Whakatāne District Council and Our Engagement with Iwi Māori

This section of the report has detailed the current reform agenda, including three waters, the RMA and the LGA. In addition, there are a range of reforms occurring across the health sector with the passing of the Pae

Ora Healthy Futures Bill, the establishment of Te Pūkenga in the education (tertiary) sector, and the reform of civil defence with the introduction of the Emergency Management Bill 2022. These reforms will all substantially impact IHW and the council has a role in effectively engaging with IHW on these matters.

The implications for change include an opportunity to reposition our relationships so they are enduring, trusting, and effective.

To give more immediate effect to how we might reset our relationship agenda, we will implement a Relationship Work Plan that includes the need to develop an Engagement Framework and Māori Relationship Strategy. These three documents are ordinarily developed in the order of the Engagement Framework, (which sets the kawa and tikanga; rules and procedures, including the principles and values that guide how council will engage); the Māori Relationship Strategy; and the Partnership Work Plan. Because of the timing of the reforms, the need for a Work Plan is considered to be of utmost importance so we can set our actions in place. The development of all three key documents are a priority as they will support us in creating, developing, and maintaining real and genuine partnerships that make sense to iwi, hapū and whānau Māori.

Our current and future operating environment, as prescribed by legislation and policy, may change over time as a consequence of various reforms. In the meantime, we need to take care with these processes as we know that IHW are not an homogenous thinking group of people. For example, Ngāi Tuhoe may prefer a Friendship Agreement, whilst Ngāti Rangitahi may prefer a Treaty-based agreement. Whatever their individual preference, we acknowledge we have work to do, and we are up for the challenge.

Implementation

The Relationship Work Plan

The matrix for the Relationship Work Plan (RWP) **attached** to this report was formed through reflections on the engagements that Whakatāne District Council has across the district. While there have been some successes, we want to embed a future-focused approach that views the relationship with Māori as an opportunity for the region to grow. The contents have been formed by:

- The Long Term Plan; and
- Reviewing the progress of Whakatāne District Council's relationships with Māori over the past ten years.
- Talking with Iwi Partners over many years but particularly about this process

Critical Success Factors

A critical success factor is what the WDC must accomplish to fulfil its objective.

Strategic Focus Areas

Through internal engagement, discussions with IHW, and reflection on the performance of Whakatāne District Council, we have determined that six focus areas will assist us in achieving our plan. These include:

1. **Strengthening leadership** – Elected Members and the Executive Leadership Team understand the Māori world view and embody Te Tiriti to support and improve the relationship and outcomes for Māori.
2. **Achieving Partnership excellence** – Champion a relationship-first approach with Māori to support effective and equitable engagement.
3. **Becoming an empowered organisation** – The council group works to fulfil its commitments and legal obligations to Māori under Te Tiriti o Waitangi and aims to ensure its staff can deliver Māori outcomes.
4. **Promoting Māori identity** – The council group aims to reflect and promote Māori culture and identity within the environment and to value mātauranga Māori.
5. **Improving Decision Making** – Agile policies that guide Council and reflect Māori views, knowledge, and Te Tiriti, and explore Māori aspirations (partnering or self-governance).
6. **Improving Performance and Accountability** – Whakatāne District Council and Māori collaboratively create performance measures to inform and improve, ensuring we are achieving Partnership Excellence.

Objectives

Objectives are performance goals that were outlined in the Long-Term Plan. They are formed based on the resources and time that the Whakatāne District Council has. Whakatāne District Council will achieve the objectives should each associated critical success factor be considered true.

Implementation of the Relationship Work Plan (RWP)

The RWP will ultimately be led by the CE, who is responsible for delivering the programme deliverables. The CE is supported by the Kaihautū Māori to:

1. Provide strategic guidance and support for the RWP;
2. Sign off on the deliverables and associated budgets of the RWP;
3. Actively promote the benefits of the RWP to the wider Whakatāne District Council business;
4. Identify and provide project managers and resources to support the core RWP deliverables; and
5. Unblock or resolve any issues that cannot be resolved at a programme management level.

The RWP Project Leadership team is the Whakatāne District Council Executive Leadership team.

Programme Management

The Programme Manager is, with the support of the Programme Management Team, responsible for the overall planning of and oversight of the delivery of the RWP. The delivery of our RWP is not the sole responsibility of one person, and will be included in our EPMO framework. Core functions will include:

- Delivery of the core projects and initiatives detailed within the RWP;
- Management and reporting of budgets and programmes, including forecasts;
- Management of core project risks; and
- Evaluation and reporting.

Project Board Reporting

The Programme Manager reports to the Whakatāne District Council Executive Leadership team as agreed via a submitted report and then quarterly at face-to-face meetings.

Core items for review include:

1. Initiative updates – A heat map on the wider matrix to show progress;
2. Budgets – actuals versus forecasts; and
3. Key risks and issues.

RWP Refresh & Reviews

The Whakatāne District Council should review the work programme at play to achieve the critical success factors annually to ensure that they remain aligned with the aspirations of the Council, iwi members, communities, and the broader environment. The plan should also be reviewed if any material changes occur in Whakatāne District Council's structure.

The best practice would be to communicate the plan in the Annual Plan while also reporting on progress made in the previous year in the Whakatāne District Council Annual report.

Appendix 1:

Whakatane District Council work programme: Whānau hapū iwi

Ngāti Awa

- Boat Harbour Development / Te Ara Hou
- CBD future Strategy
- Marine training school
- Opihi contaminated site
- Pouwhenua
- Nga tapuwai o toi track upgrade
- Whakatane drinking water
- Piripai Lands Trust
- Innovating Streets
- Awatapu shared path
- Tourism recovery plan - Ngati Awa Tourism reset
- Roading projects
- Road safety programmes - NASH
- Photography / filming of OC Reserve, Moutohora
- Promotion of Mataatua Whareniui
- All things Wairaka
- Property strategy
- Reparitration of taonga
- Climate Change
- Kaitiaki role
- Housing oportnites
- Airport Partnership
- Kahui Awatarariki
- Resource Support iniative
- Cadetship iniative
- Building Consents
- Social Procurement
- Council Building cultural design project
- River Mouth Hui; DOC and TRONA
- Building Consents
- Covid-19 Response Support
- Te Paroa Kura Kaupapa Roding
- Ohiwa Harbour Forum
- Rangitaiki River Forum

Ngai Tuhoe

- Building consents
- Ruatahuna project
- Te Urewera route discussions
- Reparitration of taonga and collections
- Natures Road (Murupara - Wairoa) business case
- Council / SPCA - project restock
- Road maintenance
- Taneatua drinking water BAU
- Bridge replacement project
- Climate Change
- Road safety improvements (Manawaru Tribal / Te Uru Taumatua)
- Te Mahoe water take increase
- Manawaru Tribal
- Tourism / Destination development plan
- Council Building cultural design project
- Social Procurement
- Covid-19 Response Support

Ngati Manawa

- Animal control - Dogs / stock
- Building consent Support
- Climate Change learning
- Repatriating taonga
- Murupara safety project
- Outdoor gym
- Zero Waste iniative
- Manawa Oho CBD
- Council Building cultural design project
- Social Procurement
- Covid-19 Response Support

Ngati Whare

- Climate Change
- Promotion of Whirinaki (Tourism) and consultations
- SH5 Road link
- Tourism recovery plan
- Council Building cultural design project
- Social Procurement
- Covid-19 Response Support

Ngati Rangitihi

- Repatriation and consultation with taonga in museum
- Climate Change learning
- Matata Wastewater Project
- Housing EOI
- Kahui Awatarariki
- Council Building cultural design project
- Social Procurement
- Covid-19 Response Support

Tuwharetoa ki Kawerau

- Kahui Awatarariki
- Eivers Park development
- Issues with Onepu reservoirs access ongoing land matters and water supplies
- Council Building cultural design project
- Social Prociurement
- Covid-19 Response Support

Māori Organisations

- Covid-19 Response Support
- Social Procurement
- Te Whare Wānanga o Awanuiarangi – Rua Kenana Symposium
- National Kohanga Reo Trust – support as and when required
- Schools and Kura – library and museum staff provide programmes and support as agreed
- Māori Land Trusts and Incorporations – Housing and land opportunities
- Māori entities and business – commercial strategy discussions
- TPOOM – partnership on Covid 19 response and strategic issues
- CE related forums
- Spatial Planning
- PGF & Kanoa projects – land trusts and incorporations and Asset Holding Groups

Appendix 2:

Whakatane District Map of Marae

