NGĀTI TOA REVIEW

Te Awarua-o-Porirua Harbour and Catchment Strategy and Action Plan

March 2020

TOITŪ TE MARAE O TĀNE, TOITŪ TO MARAE O TANGAROA, TOITŪ TE IWI

If the domain of Tāne survives to give sustenance, And the domain of Tangaroa likewise remains, so too will the people

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Te Rūnanga o Toa Rangatira as the mandated iwi authority for Ngāti Toa has responsibility for protecting and enhancing the mana of Ngāti Toa across the various political, economic, social and environmental spheres.

In relation to Te Ao Tūroa, Ngāti Toa's objective is to nurture a resilient environment to sustain future generations through reclaimed connection and mātauranga to natural resources, empowering kaitiaki who are leaders and co-managers of our natural environment, our commitment to environmental sustainability and our ability to adapt to the impacts of climate change.

Subject to the written consent of Te Rūnanga o Toa Rangatira, the information contained within this document must not be used for any other purpose than that intended.



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1 PURPOSE

The purpose of this report is to review the Te Awarua-o-Porirua Harbour and Catchment Strategy and Action Plan (Strategy & Action Plan) from a Ngāti Toa perspective. It is aimed at helping Ngāti Toa and other decision-makers assess the overall progress that has been made since 2015 and forms part of the overall independent review of the Strategy & Action Plan.

2 NGĀTI TOA VISION FOR TE AWARUA-O-PORIRUA

Our vision for Te Awarua-o-Porirua is articulated in the Te Awarua-o-Porirua Whaitua Implementation Programme: Ngāti Toa Statement as follows:

That the mauri of Te Awarua-o-Porirua is restored, and its waters are healthy so that all those that live in the region, including Ngāti Toa and our manuhiri, can enjoy, live and play in our environment and future generations are sustained, physically and culturally.¹

In realizing this vision, it is Ngāti Toa's expectation that initiatives to restore the mauri of our harbour are based on a partnership model that honours Te Tiriti o Waitangi, the Ngāti Toa Claims Settlement Act 2014, our current partnerships with responsible councils, and a recognition of our relationship with our environment.² It is also important to understand that the restoration of mauri is an obligation that we have as tangata whenua and kaitiaki to our waters.

3 APPROACH

The Strategy & Action Plan was reviewed against the Ngāti Toa vision, aspirations and values held in relation to Te Awarua-o-Porirua as articulated in the Ngāti Toa Statement.³ Rather than undertaking a detailed assessment of each of the actions outlined in the Strategy & Action Plan, the approach taken was to assess the overall framework and objectives, the current governance and management arrangements, and to them provide recommendations.

The overarching question asked was whether the current Strategy & Action Plan will achieve the Ngāti Toa vision for Te Awarua-o-Porirua – i.e. will the Strategy & Action Plan as currently articulated restore the mauri of Te Awarua-o-Porirua. The key concept that informed this review is Te Mana o te Wai.⁴ Te Mana o te Wai reflects the recognition that water is a taonga and is "integral to the social, cultural, economic and environmental well-being of communities".⁵ It is much broader than just strengthening Māori cultural values in relation to key use areas such as wāhi tapu or mahinga kai. It is about "the integrated and holistic health and wellbeing of waters as a continuum from the mountains to the sea." There are three 'types of health' associated with

¹ Te Rūnanga o Toa Rangatira. 2019. *Te Awarua-o-Porirua Whaitua Implementation Programme: Ngāti Toa Statement*. Wellington: Greater Wellington Regional Council

² Above N1.

³ Above N1.

⁴ Kāhui Wai Māori. 2019. *Te Mana o Te Wai: The health of our wai, the health of our nation: Kāhui Wai Māori report to Hon Minister David Parker.* Wellington

⁵ Ministry for the Environment https://www.mfe.govt.nz/more/funding/te-mana-o-te-wai-fund/about-fund (accessed 13 March 2020)

⁶ Ministry for the Environment. 2019. *Action for healthy waterways – A discussion document on national direction for our essential freshwater*. Wellington: Ministry for the Environment, p28.

Te Mana o Te Wai – (i) Te Hauora o te Taiao (the health of the environment), (ii) Te Hauora o te Wai (the health of the waterbodies), and (iii) Te Hauora o te Tangata (the health of the people). There is also a hierarchy of obligations to water that Te Mana o te Wai entails – the key one for the purposes of this report, is that the first obligation is to the water, to protect its health and its mauri.

In order to inform parts of this report, a Cultural Health Matrix was also developed based on the Ngāti Toa Marine Cultural Health Indicators Report.⁷ The Cultural Health Matrix looks to identify attributes and indicators aligned with Ngāti Toa values held in relation to the practice of kaitiakitanga. This was used as an assessment tool at various stages throughout the development of this report and is a useful way to understand the special relationship⁸ that Ngāti Toa has with Te Awarua-o-Porirua.

Ngāti Toa Cultural Health Matrix						
Tikanga Ngāti Toa are able to observe their tikanga in relation to te taiao and this is widely recognised and respected. Tikanga approaches are also sought as mainstream management tools (e.g. rāhui)	Whakapapa The relationship between Ngāti Toa and te taiao is recognised, valued and respected and that connection is visible in day-to-day interactions with te taiao	Rangatiratanga Ngāti Toa are able to exercise their rangatiratanga across their rohe in relation to te taiao and their rights and interests in freshwater are recognised and provided for	Mātauranga The support and application of mātauranga Māori is strong, particularly regarding monitoring			
Kawa Ngāti Toa are able to exercise cultural responsibilities and obligations and carry out customary practices within te taiao	Wāhi Tapu Sites of significance to Ngāti Toa in and around te taiao are respected and protected	Tohu Tohu are observed and understood in the management of natural resources	Mahinga Kai Ngāti Toa is able to gather a variety of kai which is plentiful			

We also had the benefit of being involved in the KPMG Strategy Review (2020). Ngāti Toa are broadly supportive of the KPMG recommendations and proposed timeline.

4 ASSESSMENT OF OVERALL FRAMEWORK AND OBJECTIVES

The overall framework and objectives are centred around three major issues – sedimentation, pollution, ecological degradation. These issues were identified based on the extensive research undertaken over the past 30 years. A large proportion of this research has looked to harbour health from a western scientific paradigm. The information that the research has produced is important, but from a Ngāti Toa perspective, it is incomplete. No research has been commissioned to inform the current Strategy & Action Plan which specifically looks at the restoration of mauri

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⁷ Tutaiao. 2017. *Ngāti Toa Marine Cultural Health Indicators Report*. Porirua: Te Rūnanga o Toa Rangatira.

⁸ Under the current Harbour Strategy & Action Plan, the agencies involved agreed to a number of management principles that their actions and involvement will be guided by. One of these – management principle 6 – recognised the special relationship of mana whenua, Ngāti Toa Rangatira, with the harbour.

or measures the health of Te Awarua-o-Porirua against the health of its kaitiaki. Therefore, the three objectives outlined in the Strategy & Action Plan are also incomplete. We also agree with KPMGs assessment that there is limited evidence as to what extent completed activities have been successful in driving the strategy towards completion of the key objectives.

In our assessment, the current objectives will not be enough to restore the mauri of Te Awarua-o-Porirua. The strategy needs to be reworked to give effect to Te Mana o te Wai. Practically, this will require an exercise to realign the current objectives and actions to Te Hauora o te Taiao (the health of the environment), Te Hauora o te Wai (the health of the waterbodies), and Te Hauora o te Tangata (the health of the people). This will allow for a more practical application of Ngāti Toa values as articulated in the Cultural Health Matrix above, which are largely invisible across the current framework and objectives. This will also provide alignment with the key measure of success for achieving our vision as articulated in the Ngāti Toa statement:

We will measure our success in achieving our vision through our people. When our people are physically and spiritually well and culturally thriving, we will know that the mauri of Te Awarua-o-Porirua has been restored.⁹

In making this assessment it is also important to acknowledge that the three major issues identified in the current Strategy & Action Plan do need to be resolved. They are important to restoring harbour health and they ought to remain prominent in any re-articulation of the Strategy & Action Plan. Actions associated with each of these objectives will require further development, but in any case, such actions will, in our estimation, also form some of the top priorities for the overall action plan.

The broad priorities and management principles outlined in the Strategy & Action Plan should play a key role in its implementation. However, it is unclear what role the broad priorities play overall. Nor is it clear that the management principles are adhered to. Both the broad priorities and management principles ought to be refreshed to ensure that they remain relevant. How they impact and will be given effect to in the implementation of the Strategy & Action Plan also needs to be given some considered thought and discussion among the partners.

The actions in the current Strategy & Action Plan are categorised into four key areas - regulation and planning, projects, education and awareness, research and monitoring. If these four areas are to remain, some assessment will be required as how each of the areas work together to achieve the objectives (which in turn, should be aligned to the overall vision). In our assessment, it is not clear how these key areas, and the actions which sit underneath them are carried out or guided by the management principles, in particular, management principle 6 which looks to recognise the special relationship between Ngāti Toa and the harbour. For example, planning and regulation is vitally important to managing activities adversely affecting the harbour and catchment. However, unless there is space for Ngāti Toa to exercise their tikanga (e.g. the implementation of rāhui), then the special relationship between Ngāti Toa and the harbour is adversely affected and the vision to restore the mauri of Te Awarua-o-Porirua will not be achieved.

In terms of the general actions, indicators and targets noted in the current Strategy & Action Plan, the only further comment we would make is that any revision needs to incorporate the recommendations of the Whaitua Implementation Programme (WHIP). Given that the WHIP was developed to provide advice and direction on how to manage land and water within this whaitua, in response to the National Policy Statement for Freshwater Management (NPSFM), the

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⁹ Above N1.

integration of its recommendations, where appropriate, is a sensible approach. This will demonstrate that we are looking at ways to give practical effect to the recommendations <u>now</u> in order to meet our 2040 targets.

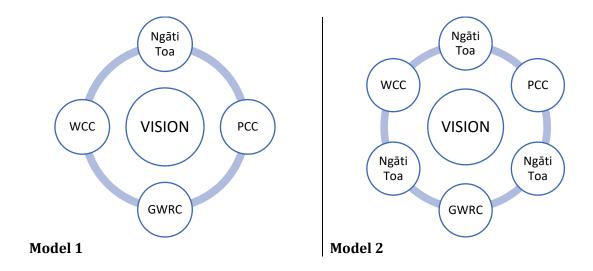
5 ASSESSMENT OF GOVERNANCE & MANAGEMENT ARRANGEMENTS

It is Ngāti Toa's expectation that initiatives to restore the mauri of our harbour are based on a partnership model that honours Te Tiriti o Waitangi, the Ngāti Toa Claims Settlement Act 2014, our current partnerships with responsible councils, and a recognition of our relationship with our environment.¹⁰

The Te Awarua-o-Porirua Harbour and Catchment Joint Committee (Joint Harbour Committee) has the role of overseeing the development, monitoring, review and implementation of the Strategy & Action Plan. As a council committee it is subject to change after each local body election and its terms of reference reviewed. As noted in the KPMG report, there are both advantages and disadvantages to this structure. What the KPMG report does not comment on is that the current governance structure does not meet, what would be considered, a Treaty compliant partnership model. This is through no fault of the Joint Harbour Committee or its empowering agencies. It is our understanding that the Joint Harbour Committee was not established with this in mind. However, co-governance and co-management arrangements over natural resources is now a common practice throughout Aotearoa. While considered 'partnership' by some because Ngāti Toa has a seat at the table, in our assessment, a Treaty partnership-based model is more conducive to allowing Ngāti Toa to discharge our kaitiaki obligations (which includes the restoration of mauri for Te Awarua-o-Porirua).

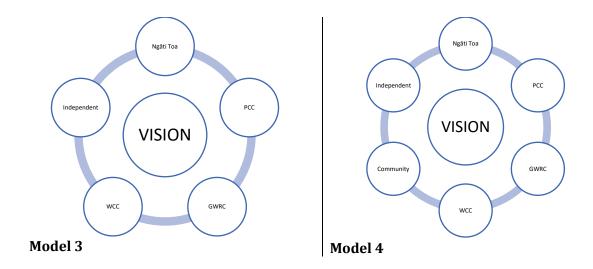
Co-Governance

There are numerous models that can be utilised for the governance of Te Awarua-o-Porirua. A number of models are depicted below. Model 1 is similar in representation to the current Joint Harbour Structure. Model 2 depicts a proportionate model that aligns most with what Treaty partnership looks like. Model 3 provides for independent representation. Model 4 provides for both independent and community representation.



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¹⁰ Above N1.



Co-governance arrangements provide a meaningful way to help tangata whenua meet their aspirations. Based on the models above, Model 2 is the preferred option given that it is most aligned to what a Treaty compliant partnership arrangement would look like. However, in our assessment, the critical component is the representation of Ngāti Toa, Porirua City Council, Wellington City Council and Greater Wellington Regional Council.

Regardless of which model is decided upon, more important are the principles on which the model is based. The principles noted below are from a 2016 report by the Office of the Auditor-General¹¹ on setting-up and maintaining effective co-governance and co-management arrangements:

- build and maintain a shared understanding of what everyone is trying to achieve
- build the structures, processes, and understanding about how people will work together
- involve people who have the right experience and capacity
- be accountable and transparent about performance, achievements, and challenges; and
- plan for financial sustainability and adapt as circumstances change.

We would recommend further workshopping of governance arrangements, taking account of these principles, in carried out before a final model is decided upon. This would provide the opportunity to discuss any issues or concerns that partners may have, and further all of our knowledge around the various options. We would also recommend that other co-governance arrangements of natural resources are investigated (e.g. Waikato River Authority; Te Waihora-Lake Ellesmere) and advice on these provided at such workshops.

Co-Management

In its recent Stage 2 Freshwater Report, the Waitangi Tribunal noted that "the Treaty requires a degree of co-governance and co-management in plan-making, as it does in other parts of the decision-making relating to freshwater taonga...to be compliant with the principle of partnership." They further noted that "...co-management must be 'fixed at an irreducible involvement', including 'a leading role in developing, applying and monitoring/enforcing water

¹¹ Office of the Auditor-General. 2016. *Principles for effectively co-governing natural resources.* Wellington: Office of the Auditor-General.

¹² Waitangi Tribunal. 2019. *The Stage 2 Report on the National Freshwater and Geothermal Resources Claims.* Wellington: Waitangi Tribunal. Pg 299.

quality requirements, and thereby protecting the mauri of water bodies."¹³ This is clearly relevant to what Ngāti Toa is looking to achieve for Te Awarua-o-Porirua.

One of the key management principles outlined in the Strategy & Action Plan is a recognition of the special relationship of Ngāti Toa Rangatira with Te Awarua-o-Porirua. In our assessment, comanagement arrangements are a vital consideration to the overall success in the implementation of the Harbour Strategy & Action Plan. Co-management arrangements are a meaningful way to ensure that tangata whenua are empowered to discharge their kaitiaki obligations. With regards to the Harbour Strategy & Action Plan, this includes the involvement of Ngāti Toa in planning, projects, education, and research and monitoring. Empowering the people of Ngāti Toa to take an active role in the management of Te Awarua-o-Porirua should be a key part of the strategy.

Attachment 1 has been developed as a tool to aid in the further understanding of Ngāti Toa's role as kaitiaki. It can be utilised to better understand the role that Ngāti Toa should play in the comanagement of Te Awarua-o-Porirua. One of the key challenges for Ngāti Toa will be how we are involved with the wide range of actions. A re-articulation of the Strategy & Action Plan can help Ngāti Toa to address any capacity concerns as this will allow us to determine which actions are most appropriate to be involved in based on our values and aspirations.

Similar to the recommendation noted above in relation to co-governance, we would recommend further workshopping of co-management arrangements, taking account of the principles outlined in the 2016 report from the Office of the Auditor-General.¹⁴ Again, this would provide the opportunity to discuss any issues or concerns that partners may have, and further all of our knowledge around the various options. We would also recommend that other co-management arrangements of natural resources are investigated and advice on these provided at such workshops.

Investment

It is not clear whether current investment is adequate to meet our objectives or vision. The Annual Reports produced in 2016/2017 and 2017/2018 show an \$18.87M spend over these two financial years. While this is a significant amount of money, we still have not seen any major improvements around the three major issues over this time. A more considered approach to ensuring that investment is meeting objectives is required moving forward.

More investment, or a reconfiguration of current investment, should be given to compliance and enforcement work. As noted in the Kahui Wai Māori report to the Minister for the Environment, "[t]he RMA does not currently provide mechanisms to recover the full costs associated with the governance of water, including the costs of undertaking effective compliance, monitoring and enforcement work at the regional/catchment level. This has caused, or at least contributed to, significant water degradation and the inability of Māori to access water for a range of reasons.¹⁵

With respect to funding applications for community groups, there should be specific Ngāti Toa criteria and Ngāti Toa should be part of any decision-making processes around this. This would meet Ngāti Toa's values around rangatiratanga and would also ensure that as kaitiaki, Ngāti Toa was aware of who is applying to do what in relation to our taonga.

¹³ Above N12.

¹⁴ Above N11.

¹⁵ Above N4. Pg 8.

6 OVERALL ARRANGEMENTS

The overall arrangements for the future governance and management of Te Awarua-o-Porirua are a critical component to achieving the vision of the Harbour Strategy & Action Plan. We agree with the KPMG proposal that there be an independent organisation established to support programme delivery. Our assumption is that what this refers to is independence from the individual local authorities who currently have responsibility for the various actions as they relate to their separate organisations. Our understanding is that this independent organisation would undertake the work on behalf of all three local authorities and Ngāti Toa.

It is our recommendation that the independent organisation to be established:

- works on behalf of local authorities and Ngāti Toa to achieve the vision to restore the mauri of Te Awarua-o-Porirua;
- is empowered with the necessary authority and decision-making power to implement a re-articulated Harbour Strategy & Action Plan;
- is appropriately and adequately resourced;
- has a degree of oversight of projects that will impact the mauri of Te Awarua-o-Porirua and the ability to provide advice to local authorities and Ngāti Toa on such projects;
- coordinates and administers funding to community groups and others;
- is staffed with people who have the skills, knowledge and expertise to implement the Strategy & Action Plan;
- has strong working relationships with each local authority and Te Rūnanga o Toa Rangatira; and
- has strong working relationships with community groups and organisations such as Wellington Water, New Zealand Transport Authority, Kiwi Rail and the Department of Conservation.

How the work undertaken by this organisation is carried out would need to be further refined as there is likely to be work carried out by the individual local authorities that overlap and intersect with its work programme (e.g. compliance and enforcement). However, it would be our expectation that councillors, iwi board members, and senior staff in all organisations, would seek the advice of the independent organisation in order to inform any decisions that the individual organisations were to make if there are impacts to the mauri of the harbour and its catchment.

This organisation would be co-governed by a board made up of representatives appointed by Ngāti Toa, Porirua City Council, Wellington City Council and Greater Wellington Regional Council. As noted above, how this co-governance board is ultimately comprised, is a matter to be further workshopped.

7 RECOMMENDATIONS

We make the following recommendations informed by our review of the current Harbour Strategy & Action Plan:

I. That the vision for the Harbour Strategy & Action Plan be replaced with the Ngāti Toa vision as articulated in the Ngāti Toa Statement:

That the mauri of Te Awarua-o-Porirua is restored, and its waters are healthy so that all those that live in the region, including Ngāti Toa and our manuhiri, can enjoy, live and play in our environment and future generations are sustained, physically and culturally.

- **II.** That an overall refresh or re-articulation of the Harbour Strategy & Action Plan is undertaken that:
 - a. gives effect to Te Mana o te Wai, including realigning the current objectives and actions to Te Hauora o te Taiao (the health of the environment), Te Hauora o te Wai (the health of the waterbodies), and Te Hauora o te Tangata (the health of the people);
 - b. continues to prioritise the three major issues identified in the current Harbour Strategy & Action Plan i.e. sedimentation, pollution, ecological degradation;
 - c. considers the relevance of the current broad priorities, management principles and key areas (regulation and planning, projects, education and awareness, research and monitoring) and how they work together to achieve the realigned objectives;
 - d. incorporates the recommendations of the Whaitua Implementation Programme (WHIP); and
 - e. involves and includes Ngāti Toa.
- **III.** That the future governance and management of Te Awarua-o-Porirua is based on a Treaty compliant partnership model informed by:
 - a. the 2016 report by the Office of the Auditor-General¹⁶ on setting-up and maintaining effective co-governance and co-management arrangements; and
 - b. other co-governance and co-management arrangements over natural resources between iwi and local authorities.
- **IV.** That the implementation of the Harbour Strategy & Action Plan is carried out by a newly established organisation that:
 - a. works on behalf of local authorities and Ngāti Toa to achieve the vision to restore the mauri of Te Awarua-o-Porirua;
 - b. is empowered with the necessary authority and decision-making power to implement a re-articulated Harbour Strategy & Action Plan;
 - c. is appropriately and adequately resourced;
 - d. has a degree of oversight of projects that will impact the mauri of Te Awarua-o-Porirua and the ability to provide advice to local authorities and Ngāti Toa on such projects;
 - e. coordinates and administers funding to community groups and others;
 - f. is staffed with people who have the skills, knowledge and expertise to implement the Strategy & Action Plan;
 - g. has strong working relationships with each local authority and Te Rūnanga o Toa Rangatira; and
 - h. has strong working relationships with community groups and organisations such as Wellington Water, New Zealand Transport Authority, Kiwi Rail and the Department of Conservation.

¹⁶ Above N11.

CULTURAL HEALTH MATRIX ASSESSMENT

- This tool has been developed as an aid in the understand of Ngāti Toa's role as kaitiaki
- The questions and comments are provided to aid in building an understanding of how Ngāti Toa interests may be addressed
- This tool will continue to be developed and is not a substitute for appropriately consulting with Ngāti Toa

VALUES	REGULATION	PROJECTS	EDUCATION	RESEARCH
Tikanga Ngāti Toa are able to observe their tikanga in relation to te taiao and this is widely recognised and respected. Tikanga approaches are also sought as mainstream management tools (e.g. rāhui)	Is there a willingness provide for tikanga practices in managing the harbour and catchment?	Undertake projects to build and understand knowledge of tikanga	Can education programmes be developed that further the knowledge and understanding of tikanga?	Is research being undertaken in a manner that does not offend tikanga?
Whakapapa The relationship between Ngāti Toa and te taiao is recognised, valued and respected and that connection is visible in day-to-day interactions with te taiao	How is the connection between Ngāti Toa and the environment provided for?	What projects are undertaken which recognise the relationship between Ngāti Toa and te taiao?	 Are education programmes undertaken cognisant of the relationship between Ngāti Toa and Te Awarua-o-Porirua? What can be done to education the community on this relationship? 	Is research being undertaken at specific areas of significance to Ngāti Toa? If so, why? Who gives permission?
Rangatiratanga Ngāti Toa are able to exercise their rangatiratanga across their rohe in relation to te taiao and their rights and interests in freshwater are recognised and provided for	 What authority does Ngāti Toa have? How is this recognised in plans and regulation? Is it respected by the wider community? How do we ensure that Ngāti Toa's rangatiratanga is not undermined via regulations? 	 How can Ngāti Toa ensure that projects undertaken do not undermine their rangatiratanga or rights and interests in freshwater? Specific Ngāti Toa criteria for approving funding applications to ensure they will meet the overall vision for Te Awarua-o-Porirua 	Ngāti Toa are able to control the dissemination of specific Ngāti Toa mātauranga in relation to Te Awarua-o-Porirua.	 Who has the authority to commission research? What if Ngāti Toa don't want it?
Mātauranga The support and application of mātauranga Māori is strong, particularly regarding monitoring	Is mātauranga drawn upon to inform the development of regulations?	 Are any projects funded to support and develop the application of mātauranga? Is mātauranga Māori understood, applied in terms of the various projects undertaken? 	 Can we educate people/community on mātauranga Māori methods? Are the appropriate protocols around this understood? 	 Does research incorporate mātauranga Māori in any way? How can mātauranga Māori be used as a monitoring tool? Are mātauranga based research projects undertaken?
Kawa Ngāti Toa are able to exercise cultural responsibilities and obligations and carry out customary practices within te taiao	Customary practices and protocols are appropriately recognised and not undermined by rules and regulations	Where projects are undertaken that intersect with Ngāti Toa kawa, this is appropriately recognised, and protocols followed	Can education programmes be developed to further the knowledge of customary practices and protocols around the interaction with water?	Has research been undertaken around customary practices and protocols with respect to interaction with water?

VALUES	REGULATION	PROJECTS	EDUCATION	RESEARCH
Wāhi Tapu Sites of significance to Ngāti Toa in and around te taiao are respected and protected	 How are sites of significance to Ngāti Toa recognised? How are sites of significance to Ngāti Toa protected? 	 Ngāti Toa are able to undertake projects to around building knowledge and understanding in relation to sites of significance Areas of significance to Ngāti Toa are appropriately respected 	Education around sites of significance to Ngāti Toa in relation to Te Awarua-o-Porirua is	What research exists in relation to Ngāti Toa wāhi tapu
Tohu Tohu are observed and understood in the management of natural resources	Rules and regulation support Ngāti Toa kaitiaki in their observation and understanding of tohu	Projects are undertaken to observe and understand tohu and their application to the management of natural resources	What education is provided around understanding tohu and the application of tohu as tools in the management of natural resources?	Does any research exist in the understanding of tohu?
Mahinga Kai Ngāti Toa is able to gather a variety of kai which is plentiful	Space and place to gather kaimoana is provided for in rules and regulation and any adverse impacts to these areas are mitigated	Projects are undertaken which map mahinga kai and monitor the abundance and quality of kaimoana	What education is provided around mahinga kai?	 What research is undertaken that supports the ability to gather kai? What research is undertaken that supports the rebuilding of mahinga kai sites?

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