

# Ko te whenua te papa whāngai ake i ngā whakatipuranga heke iho

The land feeds future aspirations and nourishes future generations.

#### REALISING MĀORI POTENTIAL

RAWA RESOURCES	MĀTAURANGA KNOWLEDGE	WHAKAMANA INFLUENCE	TE IRA TANGATA LIFE QUALITY	<b>5</b> 1	Rawa – The resources to realise potential.  Mātauranga – The knowledge to realise potential.  This area acknowledges the importance of knowledge to building confidence and identity, growing skills and talents and generating innovation and creativity. K nowledge and skills are considered as a key enabler of Māori potential as they underpin choice and the power to act to improve life quality.
The four enablers of the Māori Potential Approach are shown in the illustration above. All our written				<b>4</b> 3	Whakamana – The authoritative capacity to realise potential.
information has been organised within these enabler areas. The enablers are as described opposite.				<b>L</b> 4	Te Ira Tangata – The quality of life to realise potential.

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#### TĒNĀ RĀWĀ ATU KOUTOU

Te Puni Kōkiri thanks those of you who participated in the 2012 Kaitiaki Survey. The information that you have provided has significantly contributed to the evidence base for our policy advice to the Government about Māori involvement in natural resource management.

A high response rate was achieved. Seventynine out of 120 (66%) iwi and hapū organisations participated in the survey, which gives strength and value to the findings. It also reflects your dedication to your work, and desire to share your knowledge to make sure the government and its decision-making is better informed.

The survey findings provide valuable baseline information about how Māori are involved in resource management and engaging in RMA processes. The findings also tell us what some of the key engagement issues are – including the important factors that affect the relationships between iwi and hapū organisations, and government.

We know iwi and hapū are busy with a lot of important environmental work, and we now have the stats to prove it! We are particularly thankful to Te Rūnanga o Te Rarawa and Te Mana o Ngāti Rangitihi Trust for providing photos to use in this report.

This has been a successful project because so many groups gave their time to participate in the Kaitiaki Survey. We thank you again.

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#### INTRODUCTION

The Te Puni Kōkiri Kaitiaki Survey was conducted between September and November 2012 with individuals and organisations that do environmental work and engage in Resource Management Act 1991 (RMA) processes on behalf of iwi or hapū, or both.

The Kaitiaki Survey is a first step in establishing baseline information about how iwi and hapū are involved in natural resource management, including RMA processes. This report summarises the Kaitiaki Survey results.

#### SURVEY PURPOSE AND SCOPE

Te Puni Kōkiri developed this survey to address key research gaps about how iwi and hapū are involved in resource management. We also wanted to build our understanding of the key issues affecting iwi and hapū engagement in RMA processes. These research gaps were identified at a hui held by the Environmental Protection Agency in 2011, and they became the two key aims of the survey.

#### Aim 1: To build baseline information

The aim to build baseline information about iwi and hapū involvement in resource management includes information about how many people are involved in RMA-related work and other types of environmental work, what work they do (types and amount), and how their work is resourced. This essential baseline information has not been collected on a nationwide scale before.

### Aim 2: To identify key engagement issues

This aim – to build information about key engagement issues from an iwi and hapū perspective, or a combination of both – is important because research about issues affecting engagement between iwi/hapū and local government has predominantly been from the perspective of local government.¹ This means that Māori voices have been underrepresented in available research on and knowledge of this topic.

Iwi and hapū organisations do a wide range of environmental and resource-management related work. They engage with many different government agencies, and work within varied governance structures. However, to manage the length of the survey, we had to narrow its scope. We did this by limiting the types/ categories of RMA and other environmental work that we explored, and by focusing on engagement of iwi/hapū organisations with local councils for the purposes of the RMA. The relationship between iwi and hapū on the one hand, and local councils on the other, is key.

#### Use of the survey by Te Puni Kōkiri

The Kaitiaki Survey is an important tool which enables Te Puni Kōkiri to hear directly from iwi and hapū about what the important issues are that they face when engaging in RMA processes, and what some of the potential solutions are. The information from the survey will build and strengthen the evidence base which informs our policy advice to the government.

<sup>1</sup> The Ministry for the Environment does a biennial survey of the Local Authorities, and one of the focuses of these reports is to look at how they are engaging with Māori. The latest report can be seen here: http://www.mfe.govt.nz/publications/rma/annual-survey/2010-2011/survey-report-2010-11.pdf

#### **METHODOLOGY**

The participant population included the 120 iwi and hapū organisations that were (at the time of the survey) recorded on the Te Kāhui Māngai website<sup>2</sup> as an "iwi authority" for the purposes of the RMA.

The online survey was emailed to each organisation's "RMA contact" person, also recorded on Te Kāhui Māngai.

### RESPONSE AND MARGIN OF ERROR

Seventy-nine groups out of 120 (66%) responded to the survey.

The maximum margin of error for this sample size is +/-7% at the 95% confidence level.

#### **CONFIDENTIALITY**

We have maintained participant confidentiality by ensuring no names of individuals or organisations are used in any reporting, except where written permission was provided for the use of photos. The raw data will be kept in a restricted folder by the Te Puni Kōkiri Environmental Issues Team, and will not be shared with any other organisation.

#### STRUCTURE OF REPORT

This report is a simple presentation of the survey findings, and follows the structure of the survey questions:

- Section 1: baseline information about iwi and hapū environmental organisations (groups), including how many people are involved in the work, and the scope and quantity of work that they do.
- Section 2: funding of the groups.
- Section 3: engagement of groups in RMA processes. Particular elements of engagement include: the usefulness of various RMA tools and processes; the frequency, timeliness, efficiency, and effectiveness of engagement; willingness to engage; capacity and capability for engagement; and the relationship between groups and local councils.
- Section 4: groups' ideas and solutions for improving engagement and addressing issues identified in Section 3.

<sup>2</sup> Te Kāhui Māngai is the government database of information about iwi and hapū organisations. It is regularly updated every 6 months. See http://www.tkm.govt.nz/

### IWI AND HAPŪ ENVIRONMENTAL ORGANISATIONS — BASELINE INFORMATION

The first part of the survey asked how many people are involved in environmental and RMA work (i.e., group size), what types of work groups are doing, and how much time groups spend on this work.

#### 1.1 GROUP SIZE

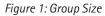
We asked participants how many people are involved in the RMA and environmental work for their groups.

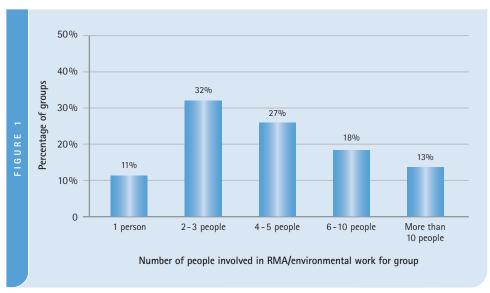
- A majority of groups (59%) had two to five people working for them
- Thirty-one percent had six or more members
- Eleven percent had only one member.

### 1.2 TIME SPENT ON RMA AND OTHER ENVIRONMENTAL WORK

We asked groups how much time they spent on 10 different categories of work. These categories were chosen because initial survey testing showed that they cover most of the different types of RMA and other environmental work that groups do. Table 1 details the results.

 On average, groups spend about 40 hours per week on environmental- and RMArelated work. Groups most frequently spend between one and five hours per week on five different types of RMA-related work (shaded blue in Table 1), and five types of other environmental work that is not exclusively related to RMA (shaded light blue in Table 1).





- Of the types of work asked about, groups spend the most hours per week on:
  - regional and district plan and policy development (submissions, consultation, and hearing processes)
  - working with consent applicants (providing technical and cultural input on consents and cultural impact assessments)
  - o responding to resource consents.
- Groups spend the least amount of time on:
  - o RMA dispute-resolution processes
  - resource consent applications for iwi and hapū.

- There is variation between groups:
  - The amount of time that groups spend on different types of work varies a lot between groups. For example, while 20 groups spend 11 or more hours on working with consent applicants, almost as many groups spend less than one hour per week or no time at all on this work.



NIWA representatives demonstrating electric fishing to Kaitiaki one of the methods used to monitor and survey tuna. (Photo and caption provided by Te Rūnanga o Te Rarawa)



Tangata whenua were shown how to remove the otolithes (ear drums) from tuna which are used to analyse the growth, transition phase (salt to fresh water) and their age (two 3mm white specks at 16.5cm and 18cm). (Photo and caption provided by Te Rūnanga o Te Rarawa)



Table 1: Time spent on types of work

		Not at all	< 1 hour/ week	1–5 hours/ week	6–10 hours/ week	11–15 hours/ week	More than 15 hours/ week	Total number of respondents
~	Regional and district plan and policy development (submissions, consultation, and hearing processes)	4	8	38	9	10	10	79
	Working with consent applicants (providing technical and cultural input consents and cultural impact assessments)	7	12	29	11	6	14	79
RMA work	Responses to resource consents (e.g., submissions, consultation, and hearings)	2	12	35	12	11	6	78
	Resource consent applications for iwi and hapū (where iwi or hapū are the applicants)	24	14	38	2	0	1	79
	RMA dispute resolution processes (e.g., Environmental Court processes and mediation)	27	14	31	3	3	1	79
	lwi and hapū management plan development	5	11	44	5	7	6	78
Other environmental work	Environmental monitoring (e.g., monitoring the health of the environment)	8	13	40	4	8	6	79
	Heritage protection (e.g., wāhi tapu protection and registration with the Historic Places Trust)	8	17	39	4	6	3	77
	Environmental restoration activities (e.g., tree planting, clean-ups, pest management)	10	19	37	2	5	6	79
	Management of the marine environment (e.g., fishing permits, mātaitai and taiāpuri mahi, Aquaculture Undue Adverse Effects test, etc.)	20	14	36	2	2	4	78



Kaitiaki from Te Rarawa and Ngāpuhi attend a Kaitiaki workshop co hosted by Ngāpuhi and NIWA on tuna biology, surveying and monitoring techniques in the mid-North. (Photo provided by Te Rūnanga o Te Rarawa)

#### 1.3 SUCCESS STORIES

We asked groups whether they have been involved in any particular environmental management activities or projects that have been really successful, or have produced positive results, or have achieved both. This was another way to find out what types of environmental-related work groups do, and what is working well.

Sixty-two groups (78%) responded that they have been involved in successful activities or projects and provided some detail about what these were. Forty-three of these groups (69%) said that they were willing to share their success stories with other groups.

To analyse the results, we grouped the stories and examples into themes and types of initiatives. Below are the five most common and frequent initiatives that groups have had success with. Please see Appendix 1 (page 36) for full table of results.

#### 1.3.1 Types of successful initiatives

 Twenty-six groups identified successful collaborations or positive engagement with other parties (e.g., other iwi, community



Left to right: Kaumātua Eru Harawira, Tame Kahiti Murray and Te Rūnanga O Te Rarawa Chairman Haami Piripi blessing the establishment of a Rāhui around Tauroa in Ahipara which has been in place since November 2009. (Photo and caption provided by Te Rūnanga o Te Rūrawa)

groups, industry, and government), either as success stories in their own right, or as key aspects of successful initiatives.

 Twenty groups identified specific environmental enhancement or restoration initiatives. For example, one group explained that they had success in:

"The management of our awa, and actions to return the mauri of the awa to its pre-1930s state."

 Sixteen groups have had success at influencing decisions of government, including at the level of:





Martin Marr, Henry Pryor and Tane Turei (Te Mana o Ngāti Rangitihi Trust) planting native plants along the banks of the Tarawera River. The aim of the on-going project is to establish riparian buffer zones provide shade and protection from the impact of adjacent land uses. Riparian buffers play a key role in increasing water quality and reducing agricultural pollution into our waterways. (Photo and caption provided by Te Mana o Ngāti Rangitihi Trust)



Mere Butler (Ngāti Rangitihi) whitebatiting as a participatant on an environmental training course held at Rangitihi marae in Matatā. The course focussed on customary fishing practices, legislation and taonga species. The certificate course is run by Te Whare Wānanga o Awanuiārangi. (Photo and caption provided by Te Mana o Ngāti Rangitihi Trust)

- o councils (consent hearings or for plans)
- Environment Court (includes successful use of section 274 of the RMA)
- national policy (i.e., successful submissions/contribution to policy).
- Ten groups have achieved successful results in environmental education (projects and

wānanga). For example, one group carried out an:

"Education trail and marae biodiversity project working with tamariki and educating them in Māori tikanga at marae, as well as establishing resource management units at each of the tūpuna marae."

 Ten groups gave examples of successful iwi management plans, cultural impact assessments and cultural monitoring (e.g., cultural health indexes).

"We have a cultural monitoring regime (using kaupapa Māori and traditional indicators) established in our rohe. Our regional council pays for the work, and the project is complimented by an oral history project interviewing kaumātua about the way our natural resources use to be. This is a fantastic initiative."

#### FUNDING OF GROUPS

Ouestions about funding focused on how groups resource their work. Information about funding also relates to some key issues such as capacity and capability for engagement, which were explored in several other survey questions (detailed in section 3.4 of this report).

### 2.1 HOW MUCH WORK IS PAID VERSUS VOLUNTEER?

In total, 77 groups answered a question about how much of the time they spent on their work is paid (versus unpaid volunteer hours).

 A large proportion of groups said that their work is mostly unpaid, with 36

- (47%) reporting that only 0–20% of their work is paid
- On the other hand, 25 groups (33%) reported that 60–100% of their work is funded
- The remaining 16 groups (20%) said that 20–60% of their work is paid.

#### 2.2 MAIN SOURCES OF FUNDING

Seventy-seven groups answered a question about their top two sources of funding.

For most groups, the main sources of funding are:

- iwi and hapū 60% of groups rated iwi and hapū as one of the top two sources of funding
- self funding where group members cover the costs and volunteer their time (57%).

Figure 2: Percentage of work that is paid

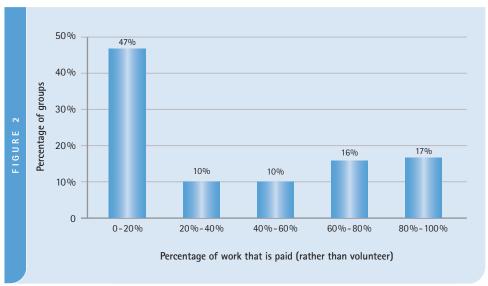


Figure 3: Top sources of funding

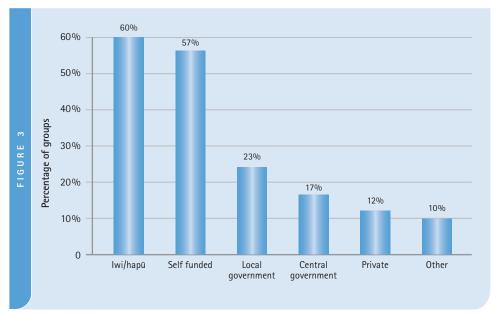
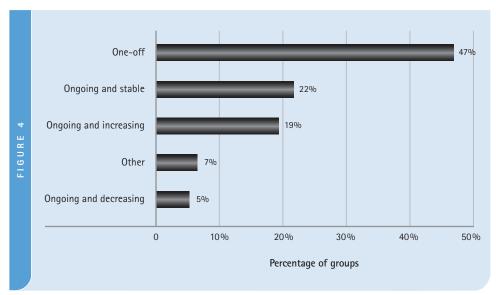


Figure 4: Nature of funding support



Source: Kaitiaki Survey Results, Te Puni Kōkiri, 2013

#### 2.3 NATURE OF FUNDING SUPPORT

We asked groups to identify the nature of funding support (i.e., its frequency and reliability). Figure 4 shows the results.

### 2.4 PURPOSE OF GOVERNMENT FUNDING

Fifty-two groups (66%) said that they received some government (central or local government) funding and gave information about what this funding was provided for.

 The most common purpose of government funding is for 'specific projects' (81% of funded groups).  Other common purposes of funding are: 'payment for participation in council structures/bodies' (42%), and 'payment for specific consultation processes' (38%).

#### 2.5 GROUPS' FUNDING PRIORITIES

Sixty-three groups provided information about their funding priorities. Table 2 shows the full list of purposes for which groups needed funding. The priorities identified by the largest number of groups were:

- wages, staff costs and paying for people's time (37% of groups).
- iwi and hapū environmental plans, projects and initiatives (e.g., environmental restoration, enhancement and monitoring)
   (23% of groups). For example:

"Kaitiaki of our cultural sites, river & urupā"

"Addressing water quality issues and incentivising land management change/behaviour."

 Staff capability building (i.e., training or professional development, and scholarships) (17% of groups). "we need funding to build the capacity of iwi/hapū to participate in environmental management, and the ability for hapū/ iwi to see themselves as environmental managers."

"[we need funding most for] education symposia for our constituents who participate in the assessments and evidence in the Environment Court... [and] building capability of those contributing to district and regional planning instruments."

- Equipment and physical infrastructure (i.e., office space/ office rent / vehicle) (14% of groups).
- Engagement in government processes and policy work (13%).

"At the moment we lack capacity to respond well and have input into RMA processes ... we need funding for contributions to 3 District Plans, Regional Plans and Regional Policy Statements."

Figure 5: Purpose of government funding

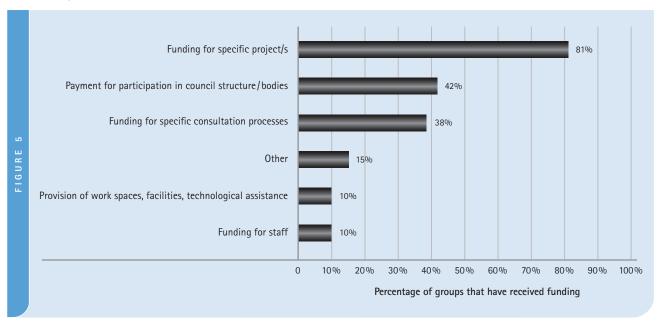


Table 2: Funding priorities

	Number of groups
Wages – staff costs	23
Developing and implementing: iwi/hapū management plans, projects and initiatives (i.e., environmental restoration and monitoring)	15
Staff training/professional development, capability building, scholarships	11
Equipment/physical infrastructure (i.e. office space/office rent/vehicle)	9
Engaging in government processes and policy work	8
Administration (and costs of running office)	7
General (i.e., capacity building)	7
Travel	6
Research (e.g., cultural and wāhi tapu investigations)	5
Staff	4
Computer hardware, software, and maintenance (i.e., geographic information system (GIS) capability (updating data, annual licence fees, hardware upgrades); and other tools necessary for RMA work (e.g., Brookers legal database subscription)	3
Environmental education resources and materials; and general office stationery (e.g., filing resources, folders, paper note sticky pads, envelopes)	3
Consent application submissions, and costs of engaging with applicants	3
Management/governance/expert advice	3
Strategic planning	2
Developing relationships and relationship agreements and networks	2
Appeals (i.e., against decisions made by councils and government)	1

#### ENGAGEMENT IN RMA PROCESSES

A large part of the survey focussed on groups' engagement with RMA processes, with the purpose of identifying key issues.

### 3.1 NUMBER OF COUNCILS THAT GROUPS ENGAGE WITH

Groups were asked to tell us how many different councils (including regional, city, district and unitary councils) they engaged with for their RMA work. Figure 6 shows the results.

- It is most common for groups to engage with two councils, and some groups engaged with up to nine different councils.
- Groups in the Auckland area noted that

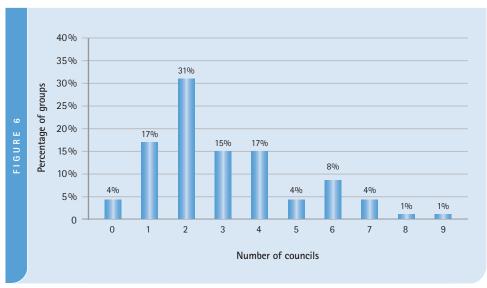
although they engaged with just one council, they also engaged with 16 local boards and many Crown Controlled Organisations (CCOs).

### 3.2 USEFULNESS OF DIFFERENT RMA TOOLS AND PROCESSES

Groups rated the usefulness of various RMA tools and processes. Table 3 shows the percentage of groups that rated tools as 'useful', 'very useful', 'somewhat useful', or 'not useful'.<sup>3</sup>

- Groups consider that the most useful tools and processes are:
  - iwi/hapū management plans (IMPs) –
     92% of groups that provided a rating for
     IMPs (63 groups) said they were either
     'useful' or 'very useful'

Figure 6: Number of councils that groups engage with





<sup>3</sup> There are some limitations associated with the results to this question. While we asked respondents to only rate the tools that they had used, some provided ratings for tools that they had not used themselves. This indicates that respondents had opinions about the usefulness of some tools even if they had not used them first hand (i.e., perhaps through knowing about how useful they were for others). While this means that the results do not give an accurate indication of how many groups have used particular tools and processes, they still show perceived usefulness.

 cultural impact assessments or cultural values reports – 91% of groups that rated these (74 groups) said they were either 'useful' or 'very useful'. One respondent explained:

"The greatest impacts have been through Cultural Impact Reports. They are useful for the Applicant (who usually commissions the report), the Council, and the iwi. They also provide basis for evidence in the Environment Court or a Board of Inquiry."

- Other high scoring tools/processes are:
  - pre-application consultation 81% rated 'useful' or 'very useful'
  - use of standard consent conditions –
     80% rated 'useful' or 'very useful'
  - cultural environmental monitoring (i.e., cultural health index) – 79% rated 'useful' or 'very useful'.
- The tools rated least useful are:
  - appeals and/or mediation 16% of the groups that have used appeals or mediation rated it 'not useful'
  - attending regional/district plan hearings – 14%
  - o attending consent hearings 12%.

Table 3: Usefulness of RMA tools and processes

RMA tools and processes	Percentage rated 'useful' or 'very useful' (%)	Percentage rated 'somewhat useful' (%)	Percentage rated 'not useful' (%)
lwi/hapū management plan(s)	92	6	2
Submissions on regional/district plans	64	30	6
Attending regional/district plan hearings	43	43	14
Pre-application consultation with applicants	83	14	3
Submissions on consent applications	65	29	6
Cultural impact assessments or cultural value reports	91	7	3
Use of standard consent conditions	80	17	3
Attending consent hearings	53	35	12
Appeals and/or mediation	46	38	16
Cultural/environmental monitoring	81	17	2
Relationship agreements	76	19	4
Iwi/Māori reps on council committees	68	21	11
Joint council/Māori planning or advisory committees	67	24	10
Joint Management Agreements with local councils	79	10	10

#### 3.2.1 Most useful relationship tools

Twenty-four groups provided more detail on the relationship tools they found particularly useful.

- Respondents highlighted that processes and agreements set up by district or regional councils and iwi can be particularly useful. These include:
  - agreements on how iwi will be involved in district and regional policy and plan development
  - memoranda of understanding (MoU).
     One group explained that it needed:
    - "MoUs with appropriate resourcing component, clear relationship guidelines, and a pre-agreed list of matters to work together on."
- Respondents also highlighted the value of tools that enable iwi and hapū to work directly with local government, such as advisory committees, working groups and combined planning committees.
  - "Advisory Working Groups are effective now that they are more common – although they require representation across local/regional lwi rather than an 'iwi spokesperson.'"
- Relationship agreements with industry, private and corporate groups are also useful.
  - "We are currently putting in place processes and procedures with forestry groups and farming corporate to protect wāhi tapu sites."

#### 3.2.2 Use of iwi management plans

We asked specific questions about the use of iwi management plans.

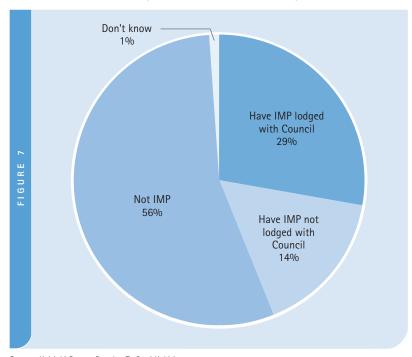
- Thirty-four groups (43%) have iwi management plans (see figure 7)
- Twenty-three groups have lodged their plans with council/s.

### Why plans are not lodged with councils

Thirteen groups provided explanation about why their iwi management plans are not lodged with councils.

- The most common reason that iwi management plans are not lodged with councils is that they are incomplete, need updating, or are under review.
- Other reasons are related to internal group governance and management (e.g., organisational restructuring, and lack of capacity or resources).

Figure 7: Percentage of groups that have iwi management plans (IMP)



Source: Kaitiaki Survey Results, Te Puni Kōkiri, 2013

### 3.3 ASSESSMENT OF ENGAGEMENT

We asked groups to assess various aspects of their engagement in local-level work, including resource consent processes, and local council policy and planning processes. We also asked about national level policy and planning, such as having input into national policy statements and environmental standards.

#### 3.3.1 Frequency of engagement

Figure 8 shows how often groups are engaged in each of the following types of RMA work:

- local council policy and planning processes (e.g., development and review of regional/district plans and policy statements) – 49% of groups reported that they were consistently engaged
- resource consent processes 46% consistently engaged
- national policy and planning (e.g., development of national policy statements and environmental standards) – 19% consistently engaged.

## 3.3.2 Timeliness and efficiency of engagement

Groups were asked about how timely (i.e., early enough) and efficient (i.e., good use of time) engagement is for both local and

national level RMA work. Table 4 shows the results.

- Groups tend to consider that their engagement in local RMA policy and planning processes is more timely and efficient than their engagement in the other types of work – 22% of groups said that engagement was 'timely' and 'efficient'.
- Across the different types of work, around 40% of groups rated engagement as timely but inefficient.
- Engagement in resource consents tends to be too late for 29% of groups engaging in resource consents.
- Groups were least positive about their engagement in national policy and planning work – 49% said that engagement was too late, or non-existent.

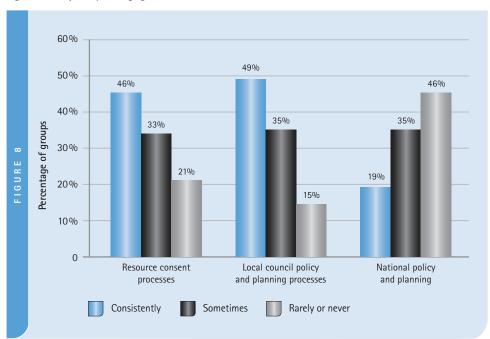


Figure 8: Frequency of engagement

Table 4: Timeliness and efficiency of engagement

	Resource consent processes (%)	Local RMA policy and planning processes (%)	National policy and planning (%)
Engagement is timely and efficient	18	22	14
Engagement is timely but inefficient	41	44	37
Engagement is too late	29	21	25
Not engaged	12	13	24

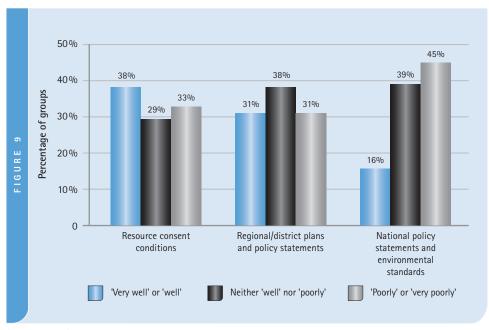
## 3.3.3 Effectiveness of engagement (influence on decision-making)

We asked the groups that were engaged to rate the effectiveness of their engagement by considering how 'well' or 'poorly' their input is reflected in the following.

- Resource consent conditions:
  - thirty-eight percent of groups feel that their input is 'well' or 'very well' reflected in resource consent conditions
  - thirty-three percent consider that their engagement is 'poorly' or 'very poorly' reflected.

- Regional/ district plans and policy statements:
  - there is an even split between those who think their input is 'well' or 'poorly' reflected.
- National policy statements and environmental standards:
  - sixteen percent think their input is well or very well reflected
  - forty-five percent feel their input is 'poorly' or 'very poorly' reflected.

Figure 9: Effectiveness of engagement



50% 40% 35% Percentage of groups 31% 30% 20% 17% 12% 10% 5% 0 No influence Weak Don't know Strong Moderate (i.e. quite good)

Figure 10: Overall influence on decision-making

Figure 10 shows how groups rated their overall influence on decision–making about local environmental management.

- The majority of groups considered their overall influence on decision-making related to natural resource management as weak (35% of groups) or moderate (31%).
- Twelve percent of groups consider their influence to be 'strong'.
- Seventeen percent of groups think they have 'no influence'.

### 3.3.4 Willingness to engage on environmental/RMA issues

Groups were asked to rate their local council's willingness to engage with them on environmental or RMA issues, or both. Groups also rated their own willingness to engage with local councils. Results show that:

- 83% of groups rated their own willingness to engage as either 'good' or 'very good', compared to 42% of groups rating local council's willingness as 'good' or 'very good'
- only 2% of groups rated their willingness as 'poor' or 'very poor', compared to 21% of groups who considered local council's willingness as 'poor' or 'very poor'

• 37% of groups consider local council's willingness as 'neither good nor poor'.

### 3.4 CAPACITY AND CAPABILITY FOR ENGAGEMENT

Several questions explored capacity and capability to engage in RMA processes.

#### 3.4.1 Capacity of groups

Figure 12 shows how groups rated their capacity (defined in the survey as: time, money and resources):

- most groups (51%) consider their capacity to be 'poor' or 'very poor'
- 30% consider their capacity to be 'neither good nor poor'
- 19% of groups rate their capacity as 'good' or 'very good'.

Figure 11: Willingness to engage on environmental/RMA issues

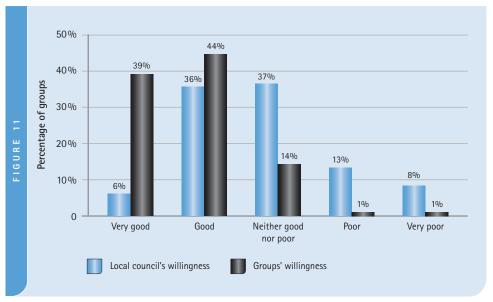
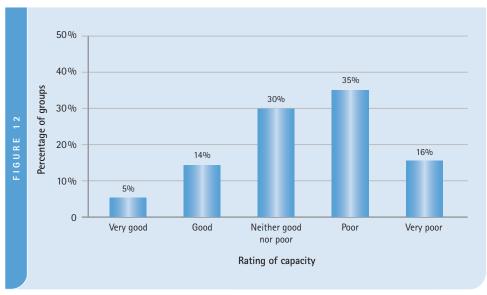


Figure 12: Groups' capacity for engagement in RMA processes



50% 39% 39% 40% 36% Percentage of groups 30% 22% 18% 20% 16% 16% 8% 10% 40/ 1% 0 Very good Good Poor Very poor Neither good nor poor Local councils' capability Groups' capability

Figure 13: Capability to engage in RMA processes

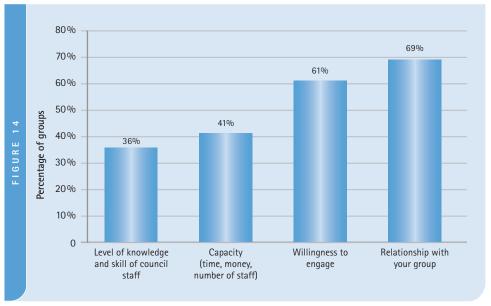
## 3.4.2 Capability to engage in RMA processes – groups versus local councils

Figure 13 shows how groups rated their capability (knowledge and skills) to engage in RMA processes, and their local council's capability to engage their group in RMA processes.

 Groups rated their capability to engage to be much better than local councils. Seventy-five percent of groups consider their capacity to be 'good' or 'very good', compared to 22% of groups that consider their council's capability to be 'good' or 'very good'.

 Only 9% of groups considered their capability to be 'poor' or 'very poor', whereas local councils' capability is seen to be 'poor' or 'very poor' by 38% of groups.

Figure 14: Most important factors that affect councils' ability to engage with groups



## 3.4.3 Factors that affect councils' ability to engage with groups

Groups were given a list of factors that may affect councils' ability (knowledge and skills) to engage with them. See Figure 14.

- The factors that were rated first or second most important by the largest number of groups were:
  - o councils' relationship with groups (69%)
  - o councils' willingness to engage (61%).
- Factors that were rated first or second most important to a lesser degree are:
  - o capacity of councils (41%)
  - level of knowledge and skill of council staff (36%).
- In an open-ended question, 30 groups provided additional information about their rating of council's ability to engage with their group (e.g., why they rated it

very good or very poor). Table 5 shows the different factors or themes identified in the answers, quotes from groups, and how many groups identified each of the factors.

- The most common factors that affect councils' ability to engage with groups were identified as:
  - councils' poor attitude towards engaging with iwi or hapū, or both, including a lack of willingness to engage
  - politics and power/influence (e.g., council dominating agenda setting, and low level of iwi and hapū influence or representation in decision-making)
  - individual people, relationships, and history
  - capability of councils, including their level of understanding about iwi and hapū.

Table 5: Factors that affect councils' ability to engage with groups

Factors that affect councils ability to engage with groups	Examples and quotes	Number of mentions
Councils have poor attitude towards engaging with iwi or hapū, or both, including a lack of willingness to engage.	"Council has a 'tick box' attitude. They come, talk at us, and then leave. We spend hours consulting with hapū/iwi members, iwi environment committees, and writing submissions. Council harass and call us making sure we provide written response to their plan or policy. We prove high-level, timely response and it is ignored. We do not see any reflection of our efforts in their plans or policies. We do not see any recognition of our lwi Environmental Management Plan in their processes or practice. Engagement with Councils is high work for low return."  "They consider consultation with tangata whenua once a year is good enough consultation."	10
	"[Councils] lack commitment to Treaty of Waitangi policy and practice."	
	"The [Council] governance and management only want one Māori person to deal with."	
Theme of politics and power/	"Lack of tangata whenua representation."	
influence: councils dominating agenda setting; low level of iwi influence and representation in	"Council sets an agenda and expect Māori to rubber stamp their already formed decisions. This is unfair and does not show partnership."	6
decision-making	"The council has made up their minds about what they want. They also know the hapū and whānau whom will support them. Divide and conquer."	
Individual people, relationships, and history	"[Some individuals are] deliberately obstructive"	4
Capability of councils, including their level of understanding about iwi and hapū	"Council is dealing with 9 tangata whenua post settlement groups, Council do not have an 'iwi liaison' officer and each tangata whenua have differing ambitions. Until settlement is achieved this situation will continue."  "Among many council officers and planners there is a lack of understanding of cultural issues related to Wāhi Tapu and importance and relationship to the	3
	health of the whenua, awa and moana for Iwi/Hapū."	
Unrealistic timeframes	"The local council has started to build a relationship with the hapū so we are making slow progress. The pitfalls are that they have unrealistic timeframes for hapū to make major decisions. We do not have the financial resources they have access to, and we require more time than they provide. This means they make their decisions based on the time allocated and then they wonder why we turn up to oppose/protest their decision."	2
Capability of iwi and hapū	"Our organisation has been the default contributor to council processes and there is a transition towards direct engagement with hapū Treaty claimants. Unfortunately, there is often a lack of capacity and RMA knowledge at this level so hapū aspirations are not always reflected appropriately through planning and consents."	1
Different factors for different councils	"Our experience is the councils all differ. Regional council are good at engaging and we have good relationships with them. Some District councils are shocking so it's a completely different story."	1
Formalising engagement and collaboration	One group who rated their council's ability to engage as 'good' explained that this is because "[we] have been engaging with councils to develop our Joint Management Agreements"	1
Policies (concerning engagement) are out of date.	"I believe that our local council have policies that are outdated concerning engagement with Iwi/Hapū. People come and go but antiquated policies remain."	1

### 3.5 RELATIONSHIPS WITH LOCAL COUNCILS

'Local councils' is the term we used to mean the different councils (local, regional, city, district or unitary) that are part of local government. For questions related to local councils, groups were asked to consider the council/s that they deal with most often (in the case where they deal with more than one council).

Figure 6 shows how groups rated their relationship with their local council/s:

- 42% of groups consider their relationship with their local council/s to be positive, with 4% describing it as 'very good'
- 39% of groups describe their relationship with their local council/s as 'neither good nor poor'
- 18% of groups consider the relationship to be negative, with 5% rating it as 'very poor'.

## 3.5.1 Factors that affect groups' relationship with councils

- Twenty-eight groups answered an openended question about what makes their relationship with local councils good or poor. Appendix 2 (page 38) shows a full table of factors that affect groups' relationship with councils, examples from groups' written answers, and the number of groups that identified the factors.
- Groups that rated their relationships with council/s as positive identified an important factor to be their group's positive and consistent effort and approach.

"We have kept communication lines open and worked towards building an honest and robust working relationship with each other."

 Several groups identified that positive relationships do not translate to iwi and hapū groups having power or influence in decisions.

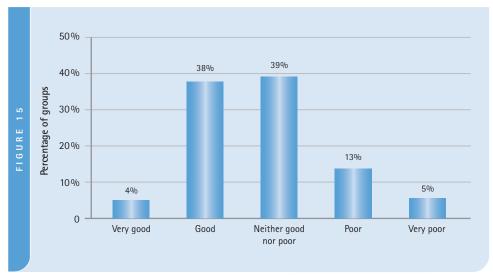


Figure 15: Group's relationship with local councils

"Our operational relationship with council is good; however political relationships in particular Māori representation in decision-making in local government is the biggest issues."

"Our organisation makes a concerted effort to work with Councils... however no matter how hard or how professional we work, our efforts are minimised and marginalised by the 'tick box' mentality... Council is very willing to engage just not willing to 'take into account'."

- For groups that rated their relationships with council/s as poor, important influencing factors include:
  - lack of consultation, council's lack of willingness to engage, or councils' poor attitude towards engaging with iwi/hapū, or a combination of all these factors
  - councils dominating agenda setting (e.g., council has made up its mind already), and low level of iwi/hapū influence and representation in decision-making
  - low capability of councils, including poor understanding about iwi/hapū.
- One group drew a clear link between lack of engagement and poor relationships, and identified a significant consequence of poor relationships can be that councils are unable to meet their Treaty responsibilities under the RMA:

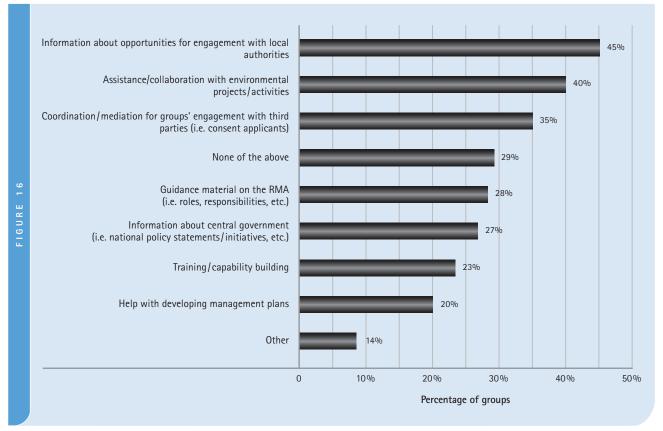
"There is no engagement with council on a hapū basis and it is very rare for council to attend Marae (only once over the last 10 years)... Councils have no understanding of issues of interest to iwi/hapū, and therefore no ability to determine whether we (tangata whenua in the area) are adversely affected [for RMA purposes]."

## 3.6 COUNCIL PROVISION OF (NON-FINANCIAL) SUPPORT

Groups were asked to identify what types of support (other than funding) their local council/s provides to help them in their RMA and other environmental work. A total of 75 groups answered this question. See Figure 16 for results.

- The most common types of non-financial government support are:
  - provision of information about opportunities for engagement with local authorities (34 out of 75 groups (45%))
  - assistance/ collaboration with environmental projects or activities (30 groups (40%))
  - coordination and mediation for engagement with third parties (e.g., consent applicants) (35%).
- 'Other' types of support councils provide to assist groups' RMA and environmental work include:
  - o assisting iwi to engage in RMA processes
    "Auckland Council is struggling with the
    number of lwi entities it now has to deal
    with. There are workshops being held
    currently to assist lwi to have input to
    the Unitary Plan that should assist into
    the future."
  - Land Use Capability studies, land management advice and reserve management advice
  - newsletter pānui sent out by Council's iwi manager.

Figure 16: Types of (non-financial) local government support



# IMPROVING ENGAGEMENT IN RMA PROCESSES

We asked groups to think broadly about their engagement in RMA processes, and to tell us what, if anything, they thought needs to happen to improve engagement.

- Sixty-two groups provided information to this open-ended question. Appendix 3 (page 40) contains a full table of themes and topics arising from the responses, as well as examples, and the number of groups that identified the theme or topic in their answers.
- The eight topics or themes that were identified most often by groups comprise:
  - 1. capability building for councils
  - strengthening the role of iwi and hapū in resource governance, management and decision-making
  - improving councils' approach and processes
  - ensuring engagement is meaningful (e.g., that iwi and hapū can influence decisions)
  - 5. building capacity (time, money and resources) for iwi and hapū groups
  - improving councils' attitude and perspective about engaging with iwi or hapū, or both
  - 7. changing legislation, or policy, or both
  - 8. building capability (knowledge and skills) for iwi and hapū groups

### 4.1 CAPABILITY BUILDING FOR COUNCILS

- Sixteen groups considered that building councils' capability – including their understanding of Māori, iwi and hapū – would improve engagement. In particular, groups identified that councils need a better understanding (i.e., via training and professional development) about:
  - o who the iwi and hapū are in an area
    "Council would benefit from professional development on the history of the [our] district and the iwi whose homelands they comprise."
  - the cultural, spiritual, historical and traditional associations of iwi and hapū with the area
    - "An understanding of what the whenua means to Māori."
  - how iwi and hapū practice kaitiakitanga in their rohe
  - the Treaty of Waitangi
  - Māori tikanga and kawa including the Māori perspective of sustainability
    - "For us it's about sustainability and our future generations' ability to enjoy what we, and our tūpuna, have enjoyed for centuries."
- Eight groups identified this as a problem and focus for improvement.
  - "Some councils have a way to go in terms of willingness to engage and valuing the relationship."
  - "The engagement process isn't viewed as being of value by all councils. Once they realise we add value and are Treaty partners

then the attitudes might change, but until the shift of thinking occurs – the culture of some of the councils will just get worse than it already is."

 The solutions included actions to improve councils attitude so that they:

"Have more regard for iwi Māori interests' e.g. historical sites and wāhi tapu"

"Take Iwi aspirations seriously."

# 4.2 STRENGTHEN THE ROLE OF IWI AND HAPŪ IN RESOURCE GOVERNANCE AND DECISION-MAKING

Sixteen groups considered that the role of iwi and hapū in resource governance and decision-making needs to be strengthened. In particular, groups identified that they need:

 better recognition of their role in natural resource governance –

"Government should recognise iwi/hapū role as rangatira, manawhenua and kaitiaki."

 more governance and management authority, including decision-making power –

"We need to have governance and management authority over our rohe, lands, and natural resources."

"While the power base still resides with Councils and devolution of responsibilities to iwi and hapū does not happen effectively, then the struggle to get more positive change on the ground continues."

stronger and more representation on councils –

"Tangata whenua need to be full participants in all matters pertaining to the environment, at all levels of decision making, not just consulted with. We need to have Māori representation on all councils."

• improved governance structures to allow for better representation –

"The development of a consultation body made up of active iwi/hapū based environmental resource management practitioners endorsed by their representative iwi/hapū to sit alongside council staff as an independent advisory body resourced by Council."

 better 'partnership' with councils, which would include ensuring Māori interests, values and involvement are given a higher priority than they currently are accorded –

"[There needs to be] joint agenda setting"

"They need to start treating us like Partners and giving more effect to those parts of the RMA and planning instruments that provide for cultural values and processes."

#### 4.3 IMPROVING COUNCILS' APPROACH AND PROCESSES

Fifteen groups identified specific ways that councils could improve their current approach and processes. These included:

face-to-face communication and local engagement –

"Kanohi ki te kanohi"

"Firstly they need to make a personal engagement"

"Hold engagement hui in the local area (NOT in a city 50 kms away from where the consent is being applied for)"

"Hui to be held at marae"

"Involve local hapū whānau more"



 ensuring councils engage with the correct people –

"Put tangata whenua commissioners on the panels (not Māori from another region"

earlier and more effective engagement –

"Front-end engagement in plans"

"Increased lead in time"

"More time on resource consent application"

"Pre-hearing discussions to eliminate/ minimise litigious actions"

"More meaningful interaction with clear objectives and goals"

 multi-stakeholder engagement and collaboration –

"Inclusive discussions with all affected stakeholders" (i.e., rather than consulting iwi/hapū separately)

"More opportunities to collaborate with other environmental managers, nationally and internationally"

"More open communication between local bodies and iwi/hapū, and more assistance in the RMA processes"

 coordination between local and central qovernment –

"Better communication between local and central government is needed because sometimes lack of communication and coordination means iwi input from engagement is lost."

### 4.4 CAPACITY BUILDING FOR GROUPS

Twelve groups identified that their low capacity was a problem and a focus for improvement.

"Resources are limited and remuneration for effective people to participate in the RMA process is often not sufficient for the kaupapa."

"Basically we are unable to engage well due to workload and also lack of a qualified person."

Groups identified that capacity building (i.e., funding, staff, other resources) for their environmental and RMA work would improve their engagement. This included:

 council or applicants covering some costs of engagement (i.e. travelling to attend hui or hearings, or to visit sites; printing and paperwork; costs of time spent).

"There needs to be on-going commitment and resourcing from councils if they want to engage effectively. Often they take up our time with no resourcing."

# 4.5 IMPROVE ATTITUDES AND PERSPECTIVES ABOUT ENGAGING WITH IWI AND HAPŪ

Related to the issue of low council capability is the problem that some councils have a poor attitude and perspective about engaging with iwi and hapū:

"Some councils have a way to go in terms of willingness to engage and valuing the relationship."

"The engagement process isn't viewed as being of value by all councils. Once they realise we add value and are Treaty partners then the attitudes might change but until the shift of thinking occurs – the culture of some of the councils will just get worse than it already is."

Groups' ideas about addressing this problem included ensuring iwi and Māori interests and aspirations are given more consideration and regard than they currently are.

"It would help if our Local District Council took lwi aspirations seriously."

### 4.6 LEGISLATIVE OR POLICY CHANGE, OR BOTH

- Eight groups identified the need for legislative or policy change, or both, including stronger requirements for government to engage with iwi and hapū.
   This was considered necessary to:
  - achieve strengthened role for iwi/ hapū in governance, management, and decision-making, and to ensure Māori interests are given more consideration and weight in decisions –

"[There needs to be] Statutory change so that actual weight is given to Māori needs, rights and values."

"Strengthen Māori role in the RMA. Move from providing a values backdrop for the RMA, to providing a traditional knowledge kaupapa."

 deal with issues of poor council attitude and willingness to engage with iwi and hapū –

"Local and central government are already aware about how to improve engagement but are unwilling to engage unless statutorily required."

 Other ideas about legislative or policy changes that would improve engagement include:

"Implementation of [specific local plan], national policy statements and Wai 262 report."

"A national heritage policy will help local authorities engage hapū."

"Hapū management plans should be given a higher value in the RMA."

"Dedicated Māori policy & relationship team within all local government."

"Dedicated Treaty of Waitangi advisory team within all local government."

#### 4.7 ENSURING ENGAGEMENT IS MEANINGFUL

Five groups made the point that for engagement to be meaningful, iwi and hapū input must be reflected in council decisions.

"Engagement has to be meaningful. Council cannot turn up to a hui, listen to the concerns of iwi and hapū then make their own decision without considering the points made at the hui. This is just a waste of time and energy."

"Council needs to listen and act on concerns we raise."

# 4.8 CAPABILITY (KNOWLEDGE AND SKILLS) BUILDING FOR IWI AND / HAPŪ GROUPS

Five groups identified that iwi and hapū groups need to build their capability for engaging in RMA processes.

"Because much of our RMA engagement is on a volunteer basis, in a lot of cases there is a lack of professional perspective. The perspective of some leading personalities in the iwi have a big impact on whether the iwi progresses or not. The iwi governance and management entities need to stop looking backward and look to the future."

#### SUMMARY OF FINDINGS

Most groups have between two and five people working for them. On average, groups spend about 40 hours a week on environmental work, a large proportion of which is RMA related. Groups identified specific examples where they have had success in their work including positive collaborations with other parties (e.g., other iwi, community groups, industry and government), effective local environmental enhancement and restoration initiatives, and research projects.

The majority of groups' work is carried out on an unpaid or volunteer basis. Where there is funding from government, it tends to be for one-off, specific projects. Limited capacity, including funding, was identified as a key issue by many groups. Their top funding priorities are staff costs, developing and implementing iwi or hapū management plans, projects and initiatives, and staff capability building (e.g., training and professional development).

In most cases, groups engage with multiple different councils for their RMA work. Some of

the key challenges affecting the relationship between groups and councils, and councils' ability to engage with groups, are issues related to:

- capability of councils to engage with iwi and hapū – including poor attitudes and willingness to engage, and low levels of understanding about iwi and hapū
- politics and influence including councils dominating agenda setting, and iwi and hapū having a low level of influence and representation in decision-making
- low capacity and limited resources of iwi and hapū groups.

Groups identified solutions to these key issues, which include:

- capability building for councils, including building their understanding of Māori, iwi and hapū
- strengthening the role of iwi and hapū in natural resource governance, management and decision-making; including legislative or policy change, or both, to enable stronger requirements for government to engage with iwi and hapū
- capacity and capability building for groups, including building resources and skills to better enable groups to undertake their environmental and RMA work.

#### **NEXT STEPS**

This survey has provided a great baseline of information. It will be most valuable if agencies continue to build on it by undertaking further surveys in the future (perhaps every two years) to learn more and monitor trends.

There are also questions and topics that we would like to explore further. For example, we would like to learn more from groups that feel they have very good relationships with their councils or strong influence in decision-making. We want to find out what is working well and how can it be replicated more widely. We are currently looking at which additional questions we should focus on, and the research methods that would be appropriate. We will keep participants and interested government agencies informed about our research and any opportunities to be involved.



## APPENDIX 1: SUCCESS STORIES

Sixty-two groups provided examples of projects and initiatives that have produced positive results. Table 6 below gives examples of the types of work that have been successful, some examples and number of groups that identified the types in their answers.

Table 6: Examples of groups' successful initiatives

Categories and types of successful initiatives, and themes	Examples	Number of groups
Collaborative and or positive engagement with other parties:  other iwi and hapū (i.e., collective action)  industry (includes developing agreements or MoUs)  community  government – (i.e. councils, Department of Conservation, Crown Research Institutes such as Landcare)  universities – (e.g., co-management, joint governance)  "Transformative collaboration is the ideal"	"Establishment of an iwi and hapū river forum."  "Relationship agreements with energy companies and specific monitoring agreements i.e. seismic survey."  "Relationship with corporates over and above RMA matters."  A "Harbour Catchment Community Trust – a partnership between councils, the Rūnanga, and a number of other community groups."	26
Specific environmental enhancement and restoration initiatives (i.e. planting, pest irradiation, species conservation)	"The successful completion and on-going management of 6 Mauri Enhancement works."  "The management of our awa, and actions to return the mauri of the awa to pre-1930's state."  "We successfully restored 1 hectare of riverside land by planting with rongoā Māori and we are working on the next two hectares of land. We also engaged consultants to do a restoration assessment and management plan for some of our iwi blocks, and we have some excellent projects developing from this plan of which we have secured funding."	20
Success at influencing decisions of government:  • councils (consent hearings or for plans)  • environment court (includes successful use of section 274 of the RMA)  • national level (i.e., successful submissions or contributions to policy)	"Direct input into both District and Regional Plans has been very effective and probably more so than with Iwi Resource Management Plans."  "Our Marae were successful in stopping the district council from putting their sewerage system in near our whenua as it would have impacted our aquifer."  "We've had a fairly successful environment court appeal that was a collaboration between tangata whenua, landowners, and Māori trust."  "Submissions and contribution to NZ Freshwater Policy."	16

lwi/hapū management plans (IMPs), cultural impact reports (CIRs), and cultural health indexes (CHIs)	"Preparation of a Pan-Tribal Cultural Impact Assessment."  "The greatest impacts have been through Cultural Impact Reports. They are useful for the Applicant (who usually commissions the report), the Council and the iwi. They also provide a basis for evidence in the Environment Court or a Board of Inquiry."  "A cultural impact assessment contributed recommended consent conditions and advice to statutory decision-making."  "We have a cultural monitoring regime (using kaupapa Māori and traditional indicators) established in our rohe. Our regional council pays for the work and the project is complimented by an oral history project interviewing kaumātua about the way our natural resources use to be. This is a fantastic initiative."	10
Environmental education (i.e., projects and wānanga)	"We conducted a series of hīkoi in 2010–2012 along key water ways and coastal regions at weekend or week-long wānanga to accelerate the learning of research participants in understanding a Māori world view and relationships to tracts of whenua and coastal regions."  "Education Trail and Marae Biodiversity project working with tamariki and educating them in Māori tikanga at marae, as well as establishing RMU units at each of the tupuna marae."  "Our own internal wānanga where we transmit knowledge of fishing, planting and other tikanga o te ao taiao."	10
Research projects	"A marae-focussed project investigating the predicted impacts of climate change on our rural community/papakainga utilising GIS mapping and analysis tools:  1. we have gained a better understanding of what is under, on and above our whenua  2. geo-technical investigations will guide the future development of the marae and surrounding lands/papakainga  3. Flood prone areas have been identified and mitigation options suggested."	6
Gaining management control over area, or natural resources	"Control and management of a scenic reserve."  "We were granted a resource consent to manage the mangrove ecosystem."  "Whānau-based land management."	3
Success at gaining effective participation (i.e. seats on council committees, involvement in high-level decision-making, and advisory groups)	"Tangata whenua being involved at a high level proved to be beneficial for all parties involved in terms of addressing cultural concerns within decision-making."	3
Protection of wāhi tapu		2

Source: Kaitiaki Survey Results, Te Puni Kōkiri, 2013

# APPENDIX 2: FACTORS THAT AFFECT RELATIONSHIPS WITH COUNCILS

Twenty-eight groups answered an open-ended question about what makes their relationship with local councils good or poor. Table 7 below shows the full list of factors that affect groups' relationship with councils, examples from groups written answers, and the number of groups that identified the factors.

Table 7: Factors that affect groups' relationships with councils

Factors that affect groups' relationships with councils	Examples	Number of groups
Lack of council consultation, or willingness to engage, or both; councils' poor attitude towards engaging with iwi and hapū	"Council has demonstrated ambivalence toward iwi interests. If the activity is permitted or discretionary, consultation with iwi is not a priority and is generally ignored."	11
	"There are few forums for engagement & seemingly little Council appetite for further engagement."	
	"Our district council has a poor track record and is not doing a lot to improve it. Their recent district plan review shows further evidence of little or no consultation with iwi despite our availability and offers to meet."	
	"There is no engagement with council on a hapū basis and it is very rare for council to attend Marae (only once over the last 10 years) Councils have no understanding of issues of interest to iwi/hapū, and therefore no ability to determine whether we [tangata whenua in the area] are adversely affected [for RMA purposes]."	
	"I think and feel they [council] consider us or myself a nuisance, making complaints about nothing – especially in when we are monitoring our awa and express concerns about things falling into it from activities such as roading and forestry."	
	"No matter how hard or how professional we work, our efforts are minimised and marginalised by the 'tick box' mentality; 'we have to engage but don't really want too'; and 'Māori perspectives are too hard' attitude of Council staff."	
Effort and approach of group	"We have worked on improving these relationships by being far more collaborative and engaging with positive results."	5
	"Our relationship has been very poor in the past. But it is improving now due to our constant pressure and positive approach."	
	"We have had many disputes in the past and I think that the current council members have realised that we are not going away, and that the main issues we are fighting for are actually beneficial to everyone, for example, the environment, wāhi tapu and mahinga mātaitai etc. They are now willing to come and talk to us at least."	
	"We have kept communication lines open and worked towards building an honest and robust working relationship with each other."	

Theme of politics and power: agenda setting (i.e., council has made up its mind already); and level of iwi influence and representation in decision-making	"Our operational relationship with council is good, however political relationships in particular Māori representation and decision-making in local government are the biggest issues."  "Council is very willing to engage just not willing to 'take into account'."  "Sometimes the engagement is more a presentation of what council desires or proposes, with little time for "engagement" i.e. maybe 4–5 questions at the end of their presentations."	5
Capability of councils, including their level of understanding about iwi and hapū	"Local authorities do not have the expertise to understand iwi politics or even how iwi organisations relate to their members."  "There is still a long way to go to get full recognition of how Māori function and the historic and on-going roles they have in an area, rather than being regarded as a mere stakeholder."  "Numerous groups within [our iwi] creates confusion amongst council staff."	4
Different relationships and factors for different councils		3
unterent councils		
Individual people and relationships	"Whether the relationship is good or not depends on the people in governance positions of the iwi."  "The lack of a formal Memorandum of Understanding with Councils means that their approach is inconsistent. Various officers with Council are easier to engage with than others, whereas the relationships of our staff with Council staff (both regional and district) is always cordial, respectful, and solutions based."	2
	people in governance positions of the iwi."  "The lack of a formal Memorandum of Understanding with Councils means that their approach is inconsistent. Various officers with Council are easier to engage with than others, whereas the relationships of our staff with Council staff (both regional and district) is always cordial, respectful, and	2

Source: Kaitiaki Survey Results, Te Puni Kōkiri, 2013

# APPENDIX 3: IMPROVING ENGAGEMENT IN RMA PROCESSES

Sixty-two groups provided information about what they think would improve engagement in RMA processes.

Table 8 shows the full list of themes and topics arising from the responses, as well as examples, and the number of groups that identified the theme or topic in their answers.

Table 8: Ideas about how to improve engagement

Topic or theme	Examples	Number of groups
Capability building of council (including building councils	"Council needs to learn iwi/hapū rohe boundaries and give applicants the correct iwi/hapū to contact."	16
understanding of Māori, iwi and hapū)	"They need staff that have a strong understanding or background in dealing with cultural/Māori issues and the Treaty process as well."	
	"Council needs to recognise the role and mana of [our iwi] in relation to the cultural, spiritual, historical and traditional associations with the area."	
	"Councils need a better understanding of practical kaitiakitanga of each hapū within their rohe."	
	"Council members need to learn tikanga and kawa. They need to realise that they too came from the land. It's not just about growth and money. For us it's about sustainability and our future generations' ability to enjoy what we have and our tūpuna have enjoyed for centuries. Councils need to learn that wealth is in the land so why destroy it."	
	"An understanding of what whenua means to Māori."	
	"Councils need to stay on top of the dynamic Māori world and better understand the realities Māori deal with, especially to do with the environment."	
	"Council would benefit from professional development on the history of the [our] district and the iwi whose homelands they comprise."	
	"Workshops for council staff and councillors on the Treaty of Waitangi, and who the iwi are in the rohe."	
Strengthen iwi and hapū role and influence in natural resource	"We need to have governance and management authority over our rohe, lands, natural resources and hapū representation through iwi."	16
governance, and decision-making	"Better partnership activities where the agenda is jointly set and not dominated by territorial and regional authorities."	
	"Tangata whenua need to be full participants in all matters pertaining to the environment, i.e. at all levels of decision making, not just be consulted with. We need to have Māori representation on all councils."	
	"They need to start treating us like Partners and giving more effect to those parts of the RMA and planning instruments that provide for cultural values and processes."	
	"The development of a consultation body made up of active lwi/hapū based environmental resource management practitioners endorsed by their representative iwi/hapū to sit alongside council staff as an independent advisory body resourced by Council."	

	"One area of improvement could be with the transfer of powers to iwi or the appointment of iwi as part of the decision making along with Councils."	
	"Central government and its agencies must recognise and accept that hapū are rangatira, mana whenua and kaitiaki over everything in their respective rohe."	
	"The Manawatu River Leaders' Accord and Integrated Freshwater Solutions collaborative/mediated modelling process drew all groups together over the crisis of water quality. While the power base still resides with Councils and devolution of responsibilities to iwi and hapū does not happen effectively then the struggle to get more positive change on the ground continues."	
Specific ways to Improve	"Prioritising the involvement of local hapū whānau."	15
councils' approach or method	"Hold engagement hui in the local area (NOT in a city 50 kms away from where the consent is being applied for)."	
	"Put tangata whenua commissioners on the panels (NOT Māori from another region"	
	"More opportunities to collaborate with other environmental managers, nationally and internationally."	
	"More meaningful interaction with clear objectives and goals."	
	"More open communication between local council bodies and Iwi/hapū, and more assistance in the RMA processes."	
	"More time on resource consent application."	
	"Increased lead in time."	
	"Front end engagement in plans."	
	"Inclusive discussions with all affected stakeholders."  "Pre-hearing discussions to eliminate/minimise litigious actions."	
	"Engagement is exactly that, meeting kanohi ki te kanohi and not through letters, early engagement on matters of significance to lwi."	
	"kanohi ki te kanohi"	
	"hui to be held at marae"	
	"Firstly they need to make a personal engagement."	
	"Better communication between local and central government is needed because sometimes lack of communication and coordination means iwi input from engagement is lost."	
Capacity building (money, staff/ people resources, etc);	"More resources to support engagement in RMA process, particularly around consents."	12
	"Applicant should pay for our costs to attend (travel, printing etc)."	
	"Financial support for site visit on subdivisions, and other costs of consultation."	
	"There needs to be on-going commitment and resourcing from councils if they want to engage effectively. Often they take up our time with no resourcing."	
	"Resources are limited and remuneration for effective people to participate in the RMA process is often not sufficient for the kaupapa."  CONTINUED ON NEXT PAGE	

Topic or theme	Examples	Number of groups
	CONTINUED FROM PREVIOUS PAGE  "A better level of funding to allow a wider scope of environmental initiatives."  "Basically we are unable to engage well due to workload and also lack of a qualified person."	
Improve attitude and perpective of council	"Some councils have a way to go in terms of willingness to engage and valuing the relationship."  "The engagement process isn't viewed as being of value by all councils. Once they realise we add value and are Treaty partners then the attitudes might change but until the shift of thinking occurs – the culture of some of the councils will just get worse than it already is."  "More regard for iwi Māori interests e.g. historical sites and wāhi tapu."  "It would help if our Local District Council took lwi aspirations seriously."	8
Legislative or policy change	"Statutory change so that actual weight is given to Māori needs, rights and values."  "LG &t CG are already aware on how to improve engagement but are unwilling to engage unless STATUTORILY REQUIRED"  "More statutory requirement in the RMA to engage and seek opinion of iwi."  "Implementation of [specific local plan], national policy statements and Wai 262 report."  "A national heritage policy will help local authorities engage hapū."  "Hapū Management Plans should be given a higher value in the RMA."  "The requirement to engage with tangata whenua on RMA processes needs to be strengthened with early engagement encouraged (preferably pre-application). Councils need to ensure that applications that are 'light' on a consideration of tangata whenua matters are put on hold. In reality, if environmental issues were covered as lightly as tangata whenua issues, Council would not allow the application to be filed. The onus needs to be on the application decision maker to ensure tangata whenua issues are adequately covered."  "Strengthen Māori role in the RMA. Move from providing a values backdrop for the RMA, to providing a traditional knowledge kaupapa."  "Dedicated Māori Policy &t Relationship team within all local government."  "Dedicated Treaty of Waitangi Advisory team within all local government."	8
Capability building (knowledge and skills) of iwi	"Ongoing training to ensure both kaitiaki and council officers are able to communicate objectives effectively."  "Because much of our RMA engagement is on a volunteer basis, in a lot of cases there is a lack of professional perspective. The iwi governance and management entities need to stop looking backward and look to the future. As usual capacity and capability issues are at the root of the problem for pre-settlement iwi. However, the perspective of some leading personalities in the iwi have a big impact on whether the iwi progresses or not. We need to foster a culture of looking forward and leaving personal and historical baggage behind."	5

Engagement processes should be meaningful and effective – enabling iwi and hapū to influence decisions.	"For meaningful engagement to take place there needs to be a sense that our input is actually important, rather than just low level engagement."  "Increase responsiveness to our input."  "Council needs to listen and act on concerns we raise."  "Engagement has to be meaningful. Council cannot turn up to a hui, listen to the concerns of iwi and hapū then make their own decision without considering the points made at the hui. This is just a waste of time and energy."	5
General – more consultation; building relationships		4
Completing iwi management plans	"Until our hapū management plan is completed, the process for council to engage our hapū is practically non-existent"  "The completion of our lwi Management Plan and lodgement with council should more than assist the process it indicates a systematic process to council to engage with ourselves that is also aligned with systems to engage with other iwi."	2
lwi and hapū group approach	Constant pressure so they know you are not going to go away. Keep really good records to show them evidence if it is ever required. A positive attitude and the message that we want to work with you on the solutions.	2
Formal relationship agreements	"We are completing a formal Memorandum of Partnership. We hope that will change the current answers we have given. A big focus on the MoP is to deal with RMA and environmental considerations."	1

Source: Kaitiaki Survey Results, Te Puni Kōkiri, 2013



## APPENDIX 4: KAITIAKI SURVEY

#### Welcome to the Kaitiaki Survey!

We really appreciate the time you are giving to help with this important research!

Please remember – we will keep your information confidential. No individual or group names will be used in any reporting or shared with any other organisation.

If you have any questions or would like to discuss any aspect of the survey, please feel free to contact us. Our details are in the introductory email.

Thank you.

#### SECTION 1 - YOUR GROUP AND YOUR ENVIRONMENTAL WORK

3L	CHON I - TOUR GROUP AND TOUR ENVIRONMENTAL WORK
1.	What is the name of your iwi/hapū authority or group that represents iwi/hapū for the purposes of the RMA? (*Required)
	For the rest of the survey we will refer to the iwi/hapū authority or group as "your group".
2.	How many people are involved in the RMA/environmental work for your group?
	1 person
	2 - 3 people
	4 - 5 people
	6 - 10 people
	More than 10 people

### What environmental work does your group do?

3. Estimate how much time your group spends on each type of work below. For example, you might work on something just a few days a year (note: a full day is about 5–8 hours), or a number of hours per week.

		Yearly (	full days p	er year)	Monthly (	(full days p	er month)	Weekly	(hours pe	r week)	
RMA processes	Not at all	1-5 d/y	6-10 d/y	11-15 d/y	1-5 d/m	6-10 d/m	11-15 d/m	1-5 h/w	6-10 h/w	11-15 h/w	More time
Plan and policy development (e.g. submissions, consultation and hearing processes for regional and district plans and policy statements)	0	0	0	0	0	0	0	0	0	0	0
Working with consent applicants - providing technical and cultural input into consents and cultural impact assessments	0	0	0	0	0	0	0	0	0	0	0
Responses to resource consents (e.g. submission, consultation and hearing processes)	0	0	0	0	0	0	0	0	0	0	0
Resource consent applications for iwi/hapū (i.e. where iwi/ hapū are the applicants)	0	0	0	0	0	0	0	0	0	0	0
RMA dispute resolution processes (e.g. Environment Court processes and mediation)	0	0	0	0	0	0	0	0	0	0	0
		Voorly (	full days p	or voor)	Monthly (	(full days p	or month)	Mookly	(hours pe	r wook)	
	Not at all	1-5 d/y	6-10 d/y	11-15 d/y	1-5 d/m	6-10 d/m	11-15 d/m	1-5 h/w	6-10 h/w	11-15 h/w	More time
Wider environmental work	Not at all	1-5 d/y	6-10 d/y	11-15 d/y	1-5 d/m	6-10 d/m	11-15 d/m	1-5 h/w	6-10 h/w	11-15 h/w	More time
Wider environmental work Iwi/hapū management plan development	Not at all	1-5 d/y	6-10 d/y	11-15 d/y	1-5 d/m	6-10 d/m	11-15 d/m	1-5 h/w	6-10 h/w	11-15 h/w	More time
lwi/hapū management plan	Not at all	1-5 d/y	6-10 d/y		1-5 d/m	6-10 d/m		1-5 h/w	6-10 h/w		More time
lwi/hapū management plan development Environmental monitoring (e.g. monitoring the health of the	0	1-5 d/y	6-10 d/y		1-5 d/m	6-10 d/m		1-5 h/w	6-10 h/w		More time
lwi/hapū management plan development  Environmental monitoring (e.g. monitoring the health of the environment)  Heritage protection (e.g. wāhi tapu protection and registration with the Historic	0	1-5 d/y	6-10 d/y		1-5 d/m	6-10 d/m		1-5 h/w	6-10 h/w		More time
Iwi/hapū management plan development  Environmental monitoring (e.g. monitoring the health of the environment)  Heritage protection (e.g. wāhi tapu protection and registration with the Historic Places Trust)  Environmental restoration activities (e.g. tree planting,	0	1-5 d/y	6-10 d/y		1-5 d/m	6-10 d/m	0	0	6-10 h/w		More time
lwi/hapū management plan development  Environmental monitoring (e.g. monitoring the health of the environment)  Heritage protection (e.g. wāhi tapu protection and registration with the Historic Places Trust)  Environmental restoration activities (e.g. tree planting, clean-ups, pest management)  Environmental education (e.g. holding hui or wānanga to educate people about	0	1-5 d/y	6-10 d/y	0	1-5 d/m	6-10 d/m	0 0	0 0		0 0	0 0

#### . .

## What tools and processes do you use?

## 4. Below is a list of tools and processes that can be used in RMA-related work. For each tool/process your group has used, please rate its usefulness.

	Very useful	Useful	Somewhat useful	Not useful	Don't know	N/A Haven't used it
Planning tools/processes						
lwi/hapū management plan(s)	0	0	0	0	0	0
Submissions on regional/district plans	0	0	0	0	0	0
Attending regional/district plan hearings	0	0	0	0	0	0
	Very useful	Useful	Somewhat useful	Not useful	Don't know	N/A Haven't used it
Resource consent related tools						
Pre-application consultation with applicants	0	0	0	0	0	0
Submissions on consent applications	0	0	0	0	0	0
Cultural impact assessments or cultural value reports	0	0	0	0	0	0
Use of standard consent conditions (e.g. accidental discovery protocols for wāhi tapu/taonga)	0	0	0	0	0	0
Attending consent hearings	0	0	0	0	0	0
Appeals and/or mediation	0	0	0	0	0	0
Monitoring tools	Very useful	Useful	Somewhat useful	Not useful	Don't know	N/A Haven't used it
Cultural/environmental monitoring (e.g. Cultural Health Index)	0	0	0	0	0	0
Relationship tools/agreements	Very useful	Useful	Somewhat useful	Not useful	Don't know	N/A Haven't used it
Relationship agreements, e.g. memoranda of understanding (MoUs), statutory acknowledgements, protocols and/or accords	0	0	0	0	0	0
lwi/Māori representation on council committees	0	0	0	0	0	0
Joint council/Māori planning or advisory committees	0	0	0	0	0	0
Joint Management Agreements with local councils	0	0	0	0	0	0
Other	Very useful	Useful	Somewhat useful	Not useful	Don't know	N/A Haven't used it
Other	0	0	0	0	0	0
Other	0	0	0	0	0	0

-	If you have found particular relationship tools very useful, please tell us which ones.
/	hat are your success stories?
	Has your group been involved in any particular environmental management activities/projects that have been really successful and/or have produced positive results? If yes, please describe below.
	Would you be willing to share your story about this with other groups?
	If you indicate you are willing to share information about your work with others, we will contact your group to discuss how we can facilitate this.
	Yes
	○ No
	The previous questions have identified what environmental work you do. Now please estimate how many overall people-hours your group spends doing this work in a typical week. For example, if you group has 3 people each working about 20 hours a week, then write: 3 staff x 20 hours, or 60 hou
	How much of the time you spend on this work is paid (versus volunteer hours).
	0 - 20%
	20% - 40%
	40% - 60%
	60% - 80%
	80% - 100%
0	ow is your group funded?
).	. Show the top two sources of funding for your group by typing 1(most), and 2(second most).
	Self funded (group members cover costs and volunteer their time)
	lwi/hapu
	Local government
	Central government
	Private
	Other

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11.	If government (local or central) provides your	group with any funding, please indicate what it is for.
	Payment for your groups' participation in council stru	actures/bodies
	Funding for your groups' staff	
	Funding for specific consultation processes	
	Funding for specific project/s	
	Provision of work spaces, facilities, technological assi	stance
	Other	
	If you answered 'Other', please describe below:	
12.	What is the nature of the funding support?	
12.	What is the nature of the funding support?  One-off	Ongoing and stable
12.		Ongoing and stable Other
12.	One-off	
12.	One-off On-going and increasing	
12.	One-off On-going and increasing Ongoing and decreasing	
12:	One-off On-going and increasing Ongoing and decreasing	
	One-off On-going and increasing Ongoing and decreasing If you answered 'Other', please describe below:	
	One-off On-going and increasing Ongoing and decreasing	

### SECTION 2 - ENGAGEMENT IN RMA PROCESSES

with for your RMA work?	
If you engage with more than one council, please co	onsider "local council" to mean the council/s that you deal with most often
requency of engagement	
5. How often does your local council engag	e your group in:
Resource consent processes?	
Consistently	Rarely
Sometimes	Never
Local council policy and planning processes (e.g. deve	elopment/review of regional and district plans and policy statements)?
Consistently	Rarely
Sometimes	Never
C. Harris often dage control marrament and	
6. How often does central government enga	
	national policy statements and environmental standards)?
Consistently	Rarely
Sometimes	Never
:	
imeliness and efficiency of engageme	ent
, , ,	engagement) and efficiency (i.e. good use of time) of local
7. Please describe the timeliness (i.e. early e	engagement) and efficiency (i.e. good use of time) of local
7. Please describe the timeliness (i.e. early ecentral government's engagement with y	engagement) and efficiency (i.e. good use of time) of local
7. Please describe the timeliness (i.e. early ecentral government's engagement with y	engagement) and efficiency (i.e. good use of time) of local our group for:
7. Please describe the timeliness (i.e. early excentral government's engagement with y  Resource consent processes  Engagement is timely and efficient  Engagement is timely but inefficient	engagement) and efficiency (i.e. good use of time) of local rour group for:  Engagement is too late
7. Please describe the timeliness (i.e. early excentral government's engagement with y  Resource consent processes  Engagement is timely and efficient  Engagement is timely but inefficient	engagement) and efficiency (i.e. good use of time) of local cour group for:  Engagement is too late  Not engaged
7. Please describe the timeliness (i.e. early excentral government's engagement with y  Resource consent processes  Engagement is timely and efficient  Engagement is timely but inefficient  Local RMA policy and planning processes (e.g. devi	engagement) and efficiency (i.e. good use of time) of local our group for:  Engagement is too late  Not engaged elopment/review of regional/district plans and policy statements)
7. Please describe the timeliness (i.e. early excentral government's engagement with your Resource consent processes  Engagement is timely and efficient  Engagement is timely but inefficient  Local RMA policy and planning processes (e.g. development is timely and efficient  Engagement is timely and efficient  Engagement is timely but inefficient	engagement) and efficiency (i.e. good use of time) of local our group for:  Engagement is too late  Not engaged elopment/review of regional/district plans and policy statements)  Engagement is too late
7. Please describe the timeliness (i.e. early excentral government's engagement with your Resource consent processes  Engagement is timely and efficient  Engagement is timely but inefficient  Local RMA policy and planning processes (e.g. development is timely and efficient  Engagement is timely and efficient  Engagement is timely but inefficient	engagement) and efficiency (i.e. good use of time) of local cour group for:  Engagement is too late  Not engaged elopment/review of regional/district plans and policy statements)  Engagement is too late  Not engaged

## Effectiveness of engagement (your group's influence on decision-making)

18. When your group is engaged (leave blank if not your group's input is reflected in:	engaged), describe how well or poorly
a. Resource consent conditions	
Very well	Poorly
Well	Very poorly
Neither well nor poorly	
b. Regional/district plans and policy statements	
Very well	Poorly
Well	Very poorly
Neither well nor poorly	
c. National policy statements and environmental standards	
Very well	Poorly
Well	Very poorly
Neither well nor poorly	
19. Overall your group's influence on decision-making about	local environmental management is:
Strong	No influence
Moderate (i.e. quite good)	On't know
Weak	
Capacity and capability for engagement  20. How would you rate the capacity (time, money, in RMA processes?	and resources) of your group to engage
Very well	Poorly
Well	Very poorly
Neither well nor poorly	
21. How would you rate the capability (knowledge a	and skills) of your group to engage in RMA processes?
Very well	Poorly
○ Well	Very poorly
Neither well nor poorly	
22. How would you rate your local council's capabil group in RMA processes?	ity (knowledge and skills) to engage your
Very well	Poorly
Well	Very poorly
Neither well nor poorly	

Level of knowled	dge and skill (of council staff)			
Capacity (time, ı	money, number of staff)			
Relationship wit	h your group			
Willingness to e	ngage			
Other				
wi Manageme	ent Plans under the F	MA		
	ent Plans under the F oup have an Iwi Manage			
24. Does your gro				
24. Does your gro  Yes  No → g	oup have an Iwi Manage			
24. Does your gro  Yes  No → g	oup have an Iwi Manage			
Yes  No → g  Don't know	oup have an Iwi Manage	ment Plan(s)?		
Yes  No → 9  Don't know  25. Is/are the pla	oup have an Iwi Manage go to question 27  → go to question 27	ment Plan(s)?		
Yes  No → 9  Don't know  25. Is/are the pla	oup have an Iwi Manage go to question 27  → go to question 27  an(s) lodged with your co	ment Plan(s)?		
Yes  No → g  Don't know  25. Is/are the pla	oup have an Iwi Manage  go to question 27  → go to question 27  an(s) lodged with your co to question 27	ment Plan(s)?		
Yes  No → g  Don't know  25. Is/are the pla  Yes → g  No	oup have an Iwi Manage  go to question 27  → go to question 27  an(s) lodged with your co to question 27	ment Plan(s)?		

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## Relationship with local government

If you engage with more than one council, please consider "local council" to mean the council/s that you deal with most often.

27. In	general, how would you describe your group's	relationship with your local council?
$\bigcirc$	Very good	Poor
$\bigcirc$	Good	Very poor
$\bigcirc$	Neither good nor poor	
Plea	ase provide more detail if you wish, e.g. what makes the	relationship good or poor?
	hat is your local council's level of willingness vironmental/RMA issues?	to engage with your group on
	Very good	Poor
	Good	Very poor
$\bigcirc$	Neither good nor poor	
	hat is your group's level of willingness to enga vironmental/RMA issues?	age with your local council on
	Very good	Poor
$\bigcirc$	Good	Very poor
$\circ$	Neither good nor poor	
Local	government support for your group's v	work
	hat types of support (other than funding) doe NA and environmental work? Select all that a	s your local council provide to assist your group's pply.
	Information about opportunities for engagement with	local authorities
	Information about central government (i.e. national po	olicy statements/initiatives, etc.)
	Guidance material on the RMA (i.e. roles, responsibiliti	es, etc.)
	Coordination/mediation for your group's engagement	with third parties (i.e. consent applicants)
	Assistance/collaboration with environmental projects/a	activities
	Training/capability building	
	Help with developing management plans	
	The property of the property o	
	Other	

group cilina	s needs to happen to improve engagement?
. If you have a	any other comments to make in relation to this survey, please make these below.
_	or us to contact you if we have any follow up questions?
Yes	or us to contact you if we have any follow up questions?
	or us to contact you if we have any follow up questions?
Yes	or us to contact you if we have any follow up questions?
Yes	or us to contact you if we have any follow up questions?
Yes	or us to contact you if we have any follow up questions?
Yes	or us to contact you if we have any follow up questions?

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