

# Mana Whenua Engagement Plan for CC2M

June 2021

## 1. Background

The population of Tāmaki Makaurau (Auckland) is set to grow significantly over the next 30 years. Much of this growth is anticipated to occur along the City Centre to Māngere corridor (CC2M). CC2M represents a significant opportunity to transform an area of Tāmaki Makaurau and lay the foundations for the wider rapid transit network across the city.

To avoid exacerbating Auckland's current transport challenges, it is vital that the city's future growth is enabled by a transport system that improves access, reduces overall journey times and supports a shift to sustainable and active travel.

## 2. Scope

Cabinet has agreed that an Establishment Unit be established to progress a business case that allows Ministers to make decisions on the scope of CC2M including mode, alignment and delivery entity.

The Establishment Unit is tasked with proactively engaging with Māori to increase CC2M visibility and awareness and develop social licence. This includes an inclusive governance structure with Māori representation underpinning a Treaty partnership approach, as well as identifying Māori outcomes in a high-level way, that meet Māori-Crown partnership responsibilities and accountabilities.

Cabinet has agreed that a Mana Whenua Engagement Plan for CC2M be developed. This plan sets out the high-level approach to Mana Whenua engagement that the Establishment Unit will take over the next six months.

For the purposes of this plan, Mataawaka Engagement is beyond the scope. This will be undertaken within the context of stakeholder engagement, in a discreet parallel process.

This Mana Whenua Engagement Plan is a living document and will require refinement and updating as this phase develops.

The approach adopted will provide a strong foundation for the delivery stage with Mana Whenua once key Ministerial decisions are made.

## 3. Te Tiriti o Waitangi

CC2M recognises and respects Te Tiriti o Waitangi as Te Tūāpapa (foundation) from which we will work with and alongside Māori. CC2M has an important role to play in finding opportunities to better respond to Mana Whenua aspirations while delivering rapid transit and urban renewal solutions. CC2M is committed to working with Mana Whenua and supporting them in achieving their aspirations.

The approach of proactively engaging Mana Whenua from the outset and seeking their direction will assist in forming a genuine partnership and achieving social licence. This will provide them with a powerful platform to integrate their aspirations into the CC2M as the project enters the delivery phase.

CC2M will actively work alongside Mana Whenua using the following Treaty principles:

Partnership	We will act reasonably and honourably and in good faith
Participation	We will provide for opportunities to participate in processes to explore opportunities
Protection	We will take positive steps to ensure that Māori interests are protected as appropriate

As recognised by Te Tiriti o Waitangi and legislation such as the Resource Management Act 1991, Ngā Mana Whenua o Tāmaki Makaurau Collective Redress Act 2014, the Marine and Coastal Area Act (Takutai Moana) Act 2011 and individual tribal settlements, genuine partnership with Mana Whenua is critical to the success of CC2M.

15 Mana Whenua groups with territorial affiliations and customary interests across the CC2M project have been identified and will be engaged with using the following approach.

#### **4. CC2M approach with Mana Whenua**

The following principles are drawn from Te Ara Kotahi: the Māori Strategy for Waka Kotahi which provides strategic direction on how to work with and respond to Māori and Auckland Transport's Māori Engagement Framework. Both of these frameworks have been well tested within the Tāmaki Makaurau context with Mana Whenua.

#### **Ngā Whāinga: Objectives for Mana Whenua Engagement**

*'Mahia te mahi hei painga mō te iwi' nā Te Pūea Herangi*

*'Work for the betterment of the people' said by Te Pūea Herangi*

The objectives are for CC2M to:

- Establish strong enduring relationships with Mana Whenua who are influential partners;
- Inform and empower Mana Whenua in CC2M;
- Identify high level aspirations, opportunities, challenges and risks for Mana Whenua. This will set the platform for the delivery phase once further Cabinet decisions are made.

Figure 1: Ngā Uara: Values

Values	Description
Rangatiratanga	We recognise and respect the individual autonomy and authority of Mana Whenua Entities. We respect each other as partners and therefore value each other's aspirations, positions, roles and expertise.
Manaakitanga	Exercise care and the work we do should be mana enhancing and supportive.
Kaitiakitanga	We recognise that the environment is a taonga that must be managed carefully. We also recognise that Māori have a responsibility and obligation of care over their communities and environments
Whanaungatanga	We foster meaningful and enduring relationships based on good faith, mutual respect, understanding and trust.
Te Tiriti o Waitangi	We recognise, respect and uphold the principles of Te Tiriti o Waitangi.
Mana o te Reo Māori	Te Reo Māori is a taonga and highly valued. We will be guided by Mana Whenua in actively promoting Te Reo Māori

### Ngā Matapono: Principles for Engaging with Mana Whenua

Engagement with Mana Whenua will be undertaken in accordance with tikanga Māori and appropriate cultural considerations.

Figure 2: Ngā Matapono: Principles

Principles	Description
Rangatira ki te Rangatira	Give particular respect and regard to the level of conversations we will be having and ensure we have the appropriate people in the room to address any issues.

Kanohi ki te kanohi	Where possible, engagement will be face to face or bought online if there is an elevation in Covid alert levels.
Whakapono	Build trust by working together.
Tikanga and Kawa	Acknowledgement, understanding and adherence to kawa (protocols), tikanga (customs).
Tauututu	Provide opportunity for Mana Whenua to participate in the process and engage their own specialist where required, who will be able to provide them with timely expert advice.
Huna Kore	Adopt a 'no surprise' approach to engagement, which will ensure information flows both ways.
Manarite	Cultivate a culture whereby everyone's input is valued and should be treated with respect.

### Desired Outcomes

The following desired outcomes (informed from numerous hui and fora with Mana Whenua in Tāmaki Makaurau in Central and Local Government settings) will be considered during this phase and will set the foundation for delivery with Mana Whenua.

Figure 3: Desired outcomes for CC2M

Outcome	Desired outcome description
Genuine Partnership	<p>Establishment of authentic and lasting relationships including a Māori perspective in governance and decision-making as recognised by Te Tiriti o Waitangi</p> <p>Provides Mana Whenua with the ability to influence key decisions as partners through the project</p> <p>Drives positive social, cultural environmental and economic outcomes for Māori</p>

	<p>Engaging Mana Whenua early to build social licence/awareness and understanding of the project</p> <p>Mana Whenua resourced appropriately for discussions</p>
Mana Whenua Leadership	<p>Enabling Mana Whenua to have rangatira to rangatira discussions and provide direction on the incorporation of their aspirations into CC2M</p> <p>Empowerment/rangatiratanga</p> <p>Creating social benefits such as employment and economic opportunities</p>
Kaitiakitanga	<p>Aligns the principles of CC2M with the concept of kaitiakitanga</p> <p>Maintains the relationship that Mana Whenua have with the whenua and their responsibility as kaitiaki</p> <p>Preservation of environmental taonga and landmarks</p> <p>Avoiding, remedy or mitigate harmful impacts</p> <p>Improve mauri of the environment</p>
Promoting Tāmaki Makaurau	<p>The ability of Mana Whenua to incorporate ngā kōrero tuku iho as cultural anchors to create a unique cultural perspective and sense of place in CC2M</p> <p>Te reo Māori in the public realm</p>

### 5. CC2M Outcomes and Māori outcomes alignment

From extensive engagement with Mana Whenua in local government and central government settings the Māori outcomes at a high level can be described when matrixed with the CC2M outcomes as:

Figure 4: CC2M and Māori outcomes alignment

CC2M Outcomes	Māori Outcomes Alignment
Access and Integration	<ul style="list-style-type: none"> <li>• Deliver patronage and improved access to employment and education for Māori</li> <li>• Achieve better transport and urban renewal outcomes alongside Mana Whenua</li> <li>• Reconnect Māori communities to their marae, whare karakia, kohanga reo and Kura Kaupapa Māori</li> </ul>
Environment	<ul style="list-style-type: none"> <li>• Ensure Mana Whenua knowledge about natural environments and sites of significance is incorporated into planning and design to deliver sustainable environmental outcomes.</li> <li>• Build patronage for CC2M maximising the use of a safer and more sustainable transport mode and reducing reliance on private vehicles;</li> <li>• Work with Mana Whenua to provide better than expected outcomes for the environment.</li> </ul>
Experience	<ul style="list-style-type: none"> <li>• Ensure Mana Whenua values regarding services standards, experience and safety are fed into the process to achieve better customer experience outcomes.</li> <li>• Incorporate Māori culture into solutions and service and promote the use of te reo Māori.</li> </ul>
Urban and Community	<ul style="list-style-type: none"> <li>• Incorporate Mana Whenua history and culture into the urban design and planning process to develop clear sense</li> </ul>

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	of space and a rich cultural identity.
Value for Money	<ul style="list-style-type: none"> <li>• Engage Mana Whenua as genuine partners to develop solutions and address issues to optimise delivery time and costs.</li> <li>• Identify and incorporate ongoing cultural, social and economic opportunities that will provide improved outcomes and value for their communities</li> </ul>

## 6. Mana Whenua

In the Tāmaki Makaurau context, Mana Whenua means the original inhabitants who have customary and territorial rights over land and natural resources. Their spiritual and cultural relationship with the environment is recognised as a matter of national importance under the Resource Management Act 1991.

This includes their relationship with their:

- Waahi tapu (sacred sites);
- Taonga (treasures);
- Water (Wai Māori – fresh water);
- Whenua (land); and
- Moana (Sea).

There are currently 19 iwi (tribal) authorities recognised by Auckland Council as having an historical interest in Tāmaki Makaurau, however we are taking more targeted approach with 15 Mana Whenua in CC2M area. They will be engaged through their respective tribal entities and are:

Ngāi Tai ki Tāmaki; Ngāti Maru; Ngāti Pāoa; Ngāti Tamaoho; Ngāti Tamaterā; Ngāti Te Ata; Ngāti Whanaunga; Ngāti Whātua o Kaipara; Ngāti Whātua Ōrākei; Te Ākitai Waiohua; Te Kawerau ā Maki; Te Patukirikiri; Te Rūnanga o Ngāti Whātua, Te Ahiwaru and Waikato-Tainui.

### Mana Whenua Governance

We know from previous experience, gained from our involvement on projects such as East West Connections and Additional Harbour Crossing, engaging with Mana Whenua governance through their respective Chairs is critical to the engagement process. The level of conversation will be different from that with operational kaitiaki.

This could include exploring commercial opportunities for development with Mana Whenua on treaty settlement land within the project area and potential opportunities

through the Right of First Refusal (RFR) mechanism in the Tāmaki Makaurau Collective or through individual settlements.

Experience also suggests an interest in enabling procurement processes for improving employment opportunities for their tribal members.

We are proposing to firstly engage with the 15 Mana Whenua Chairs and will seek their direction on how they wish to be engaged whether it be on an individual or collective basis. As described in Figures 1-3 above, we will be taking a kanohi ki te kanohi and rangatira to rangatira approach with Mana Whenua leadership as a first step. It is imperative that Mana Whenua leadership meets with the relevant leadership of the CC2M project.

### **Kaitiaki**

Kaitiaki are the Mana Whenua representatives focused on kaitiakitanga and environmental/climate change matters and the expression of their unique cultural identity and perspectives in urban design in the public realm.

They care for and represent the spiritual and physical worlds for their iwi organisations.

The traditional concept of kaitiakitanga is part of a complex, social, cultural, economic and spiritual system that has been established through long association of iwi and hapū with land and waters. To understand kaitiakitanga is to understand a Māori world view of relating to the world around us.

Kaitiakitanga has been described as guardianship or protection. The basic meaning of 'tiaki' is to guard, however, depending on the context in which it is used, it also means to preserve, keep, conserve, nurture, protect and watch over. The prefix 'kai' with the verb 'tiaki' denotes the agent of the action of 'tiaki'. Therefore, a kaitiaki is a guardian, keeper, preserver, conservator or protector. The addition of 'tanga' denotes preservation, conservation and protection.

CC2M will seek direction from Mana Whenua Governance on engaging with Kaitiaki during this phase. Will expect kaitiaki to take on a greater role as CC2M enters the delivery phase with consenting and design opportunities.

### **7. Mataawaka Engagement**

Mataawaka Engagement is out of scope of the Mana Whenua Engagement Plan however due to its importance it is included here for reference.

Mataawaka describes Māori living in Tāmaki Makaurau who whakapapa to tribes outside the region and therefore are not part of a Mana Whenua group.

Hui objectives with Mataawaka are:

- (1) the transfer of information, so the community are well informed of the project and how they can benefit from it.
- (2) Identify at a high level employment, social and economic opportunities and implications, including housing, which could arise from CC2M

There are many Mataawaka groups within the Tāmaki Makaurau region including Urban Authorities, which were established to provide social services to Māori who migrated to Tāmaki Makaurau particularly after World War 2. Within CC2M, the Manukau Urban Authority for example has a strong presence in Māngere.

There are also many other organisations providing services to Māori such as Hauora or Māori health organisations, Kura Kaupapa Māori for education, employment, sports and recreation organisations.

Within the CC2M project area there are also marae such as Mataatua Marae who have a focal point for descendants of the Mataatua waka in Māngere and Te Puea Marae in Māngere Bridge.

Engagement with Mataawaka will target specific marae including:

- Mataatua Marae;
- Ngā Whare Watea Marae;
- Te Puea Marae.
- Papatūānuku Marae

There are also a number of Kura Kaupapa Māori schools and Kohanga reo and Te Wānanga o Aotearoa in Māngere where we would look to engage with the Māori community.

Engagement with Mataawaka will occur at the same time as the Stakeholder Engagement as a dedicated parallel stream of work.

## 8. Māori Communications

Key messages through a dedicated Māori Communications specialist will be created, shared and updated that are of interest, relevance, and are easily understood and engaging for Mana Whenua leadership and Mataawaka. The specialist will also work with the Board Chair as required and on Māori media requests.

Messages will be tailored to the audience in Te Reo Māori and Te Reo Pākehā and collateral requiring Māori translations will be developed utilising Te Taura Whiri i te reo Māori (the Māori Language Commission) Guideline's for Māori Orthography. In later phases Mana Whenua will determine dialect requirements.

## 9. Timeframe

An indicative Mana Whenua engagement timeframe is as follows for June-September 2021

Timeframe 2021	Proposed Engagement
June-July	15 initial hui with Mana Whenua leadership to gauge interest and approach
July-August	Possible wānanga with Mana Whenua and CC2 Technical Experts

	Feedback from Mana Whenua and responding to Mana Whenua requests. Māori Strategic Outcomes development
September	Final technical report back Final feedback from Mana Whenua Finalise Māori Strategic Outcomes for Business Case 30 September 2021

## Managing Risks

The following risks have been identified in this phase

Risk	Description	Mitigation
High Risk: Lack of progress in appointment of Mana Whenua representative for Board	Desire to partner with Mana Whenua is compromised, perceived as unimportant and not genuine, risk to Board decision-making  Possible misalignment with advice and Mana Whenua Engagement Plan	Appointment to position to be prioritised
High: Providing current and relevant information in a timely manner	Discussion with Mana Whenua leadership compromised and informed decisions cannot be made due to technical solution not being sufficiently developed	Work closely with business case development to ensure timely and accurate information can be produced for Mana Whenua Engagement purposes
High: Failure to include Māori team in decision-making or advice in Establishment Unit	Miscommunication and poor advice being developed that may set wrong direction and risk relationship and partnering approach	Include Māori team in decisions to minimise risk

Medium: Lack of capability and understanding of Māori issues and approach	Risk of miscommunication and issues being excluded	Establishment Unit to take a holistic approach to Māori issues
High: The Mana Whenua board member is expected to be everything Maori	The project is responsible to engaging with Mana whenua and it is not the responsibility of the Maori representative	Establishing a communications strategy to Mana whenua governance and Kaitiaki process so everyone gets the same consistent message

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