

## **Iwi Capacity and Capability – issues and opportunities paper. September 2021. FOR DISCUSSION**

This paper has been developed following a discussion on iwi capability and capacity at the 1 July 2021 Wellington Regional Leadership Committee (WRLC) meeting. This topic is listed as an initiative in the WRLC work programme and looks to improve the capacity and capability of iwi partner organisations in a sustainable manner over time. This will assist in building a true partnership between local government, central government, and iwi where all partners have the same capability to participate. There is also an increasing amount of central government legislation and regulation that requires iwi and hapū engagement – a focus in the WRLC on improving iwi capacity and capability will assist with this.

This paper includes information provided by iwi, local government, and central government partners at this point in time. It is not intended as a full record or list of issues and opportunities. It will be added to as information comes to hand. It has been developed to provide information to the WRLC members and to assist in developing this project further.

### **Current Activity**

Key observations regarding current activity

- Provision from central government and local government across the region to assist with iwi capacity and capability is very fragmented and unco-ordinated. Each council for instance has its own processes and contracts.
- There is a significant difference between pre and post settlement iwi, in terms of their capacity to contribute to decision making.
- There is a mutual interest and willingness from all parties to make consultation and engagement with iwi work better.
- Most councils in the region have increased their funding to iwi significantly over the last 1-2 years
- There are multiple co-management and co-governance arrangements with iwi/mana whenua across the region e.g. WRLC, LGWM, and Te Ahu a Turanga – Manawatū-Tararua Highway and Te Ara Tupua. These are generally unco-ordinated from the point of view of the agencies seeking co-governance arrangements. Each of these entities/projects for instance has its own processes and contracts.
- Ultimately, iwi and Māori should decide how iwi and Māori capability and capacity should work and what this looks like going forward in a sustainable manner.
- A number of local government and central government organisations are developing or have developed frameworks for Māori engagement eg WCC, HDC Māori Engagement Strategy, Waka Kotahi's Māori Strategy (Te Ara Kotahi) and MHUD Maihi Framework.
- Overall we need some better ways of working with the activities we currently undertake together.

Current activity with regards to increasing iwi capacity and capability tends to fall into a number of categories as below. Examples are also given where information has been provided. This is not meant to be read as a comprehensive list.

Current Activity - Examples				
Providing Funding	Procurement Practices	Cadetships/Scholarships/Training	Support for local government and/or central government work	Growing local government and central government knowledge
<ul style="list-style-type: none"> <li>GWRC provide consolidation capacity funding – to cover capacity and resource consent activity. This is allocated for ten years, and reviewed every three years, to ensure it meets the needs. An annual amount is provided to each mana whenua entity at the beginning of each financial year.</li> <li>LGWM - provides funding support to both iwi partners consistent with NZTA policy that the Crown should fund iwi to participate in Crown projects.</li> <li>He Taupua (the fund) will contribute to successful applications that seek to support the implementation of MAIHI by strengthening the delivery of kaupapa Māori approaches and building the capability of whānau and Ahuwhenua Trusts, hapū, iwi, and registered Māori housing providers. A total fund of \$3 million was available for 2020/2021 (FYE 30 June 2021) to invest in initiatives that provide support to whānau facing housing insecurity and/or experiencing homelessness. – see <a href="https://www.hud.govt.nz/news-and-resources/news/applications-for-he-taupua-fund-open/">https://www.hud.govt.nz/news-and-resources/news/applications-for-he-taupua-fund-open/</a></li> </ul>	<ul style="list-style-type: none"> <li>Waka Kotahi's Broader Outcomes Procurement Strategy sets direction for procurement in Waka Kotahi to four areas, one of which is Māori business &amp; tangata whenua. This strategy gives effect to Government direction to leverage procurement to deliver wider public value from government services – see <a href="https://www.nzta.govt.nz/assets/resources/broader-outcomes-procurement-strategy/broader-outcomes-procurement-strategy.pdf">https://www.nzta.govt.nz/assets/resources/broader-outcomes-procurement-strategy/broader-outcomes-procurement-strategy.pdf</a> and <a href="https://www.nzta.govt.nz/assets/resources/framework-for-delivering-broader-outcomes/framework-for-delivering-broader-outcomes.pdf">https://www.nzta.govt.nz/assets/resources/framework-for-delivering-broader-outcomes/framework-for-delivering-broader-outcomes.pdf</a></li> <li>At WCC the Procurement and Project Management Offices are looking into creating Partnership frameworks that are embedded into Council practices.</li> </ul>	<ul style="list-style-type: none"> <li>TPK cadetship fund - supports employers to develop, mentor and train their permanent Māori staff at all career stages. The programme, which has been operating since 2010, received \$22.7 million in the 2020 Budget over three years – see <a href="https://tpk.govt.nz/en/whakamahia/cadetships">https://tpk.govt.nz/en/whakamahia/cadetships</a></li> <li>Ngāti Toa recently partnered with Te Puni Kōkiri to deliver a successful Cadetships programme for 38 cadets that focuses on developing the iwi and the skills of its people. See - <a href="https://www.tpk.govt.nz/en/mo-te-puni-kokiri/our-stories-and-media/ngati-toa-cadets-are-helping-to-empower-their-iwi">https://www.tpk.govt.nz/en/mo-te-puni-kokiri/our-stories-and-media/ngati-toa-cadets-are-helping-to-empower-their-iwi</a></li> <li>WCC is looking into establishing internship programmes with members of iwi, so that they could take away the skills needed.</li> <li>GWRC is providing training for compliance monitoring and Iwi enforcement officers</li> </ul>	<ul style="list-style-type: none"> <li>GWRC provide consolidated operational funding – consolidation of the operational projects that Greater Wellington contracts with individual mana whenua through the Statement of Works process – for example, whitua, riparian planting and pest management.</li> <li>HDC have resourcing agreements with iwi and hapū in the district to support iwi to build capacity and actively contribute to Council's work programme, including key infrastructure projects and consents –To support input/delivery the agreement covers funding, staff secondments, sharing of resources or staff e.g., GIS to support iwi participation or their own development.</li> <li>In early 2021, WCC seconded a Place Planning staff to Te Rūnanga o Toa Rangatira as the Senior Resource Management Advisor two times a week. This role is based in Porirua and Takapuwahia Pā.</li> <li>WCC Place Planning team has been undertaking District Plan Review with iwi and partnered with iwi on drafting Mana Whenua and Sites of Significance Chapters as well as integrating iwi and Māori outcomes to some 60 odd Chapters in the District Plan.</li> </ul>	<ul style="list-style-type: none"> <li>In August 2020 HDC appointed a Cultural Outcomes Lead to further build the capacity and capability of Te Kaunihera o Horowhenua/Horowhenua District Council. This role will educate and help Council officers understand how to engage appropriately and adhere to tikanga and kawa, as well as understand different cultural contexts.</li> <li>Cultural training and te reo lessons available in many local government and central government organisations helps develop staff's knowledge and understandings of Te Tiriti o Waitangi principles.</li> <li>Te Ara Kotahi is Waka Kotahi's Māori Strategy to recognise and respect Te Tiriti o Waitangi and provide strategic direction on how Waka Kotahi works with and respond to Māori as a tiriti partner – see <a href="https://nzta.govt.nz/assets/About-us/docs/te-ara-kotahi-our-maori-strategy-august-2020.pdf">https://nzta.govt.nz/assets/About-us/docs/te-ara-kotahi-our-maori-strategy-august-2020.pdf</a></li> </ul>

## Issues

Below are some identified current issues. Note that these issues whilst identified by partners to the WRLC are not necessarily specific to this region or these partners but will be reflected across New Zealand as a whole. We need to consider these issues in the context of the WRLC and its two key areas of responsibility being the Wellington Regional Growth Framework and Regional Economic Development.

1. Current funding models (annual) do not provide surety about funding iwi/mana whenua organisations over a multi-year period so they can build capability and capacity. This issue is being recognised and many councils for instance are now using multi-year funding agreements.
2. Resourcing levels for iwi working with local governments are an issue for both parties. This includes:
  - a. Contributing to **decision making processes** and work programmes of the Council. Consultation and engagement processes can be extremely variable in terms of efficacy and outcomes. Some engagements can be strung out over a long time period and involve several personnel changes (or consultants). This process uncertainty impacts on strategic planning work programmes and implementation across Council, affecting growth planning, RMA Plan Changes, District Plan-making activities, advancing of key infrastructure projects and some consent processes (particularly those having a cultural aspect). This results in both the inability for councils to meet requirements and also for iwi/mana whenua organisations to be involved in all the aspects they would like to be/need to be involved in.
  - b. **Resourcing Agreements** with iwi/hapū are not working as well as they could. Anecdotal feedback from officers working with these iwi/hapu, is that there is a lot of uncertainty as to what's covered by the Resourcing Agreement and what's not. This affects implementation at the process and practice level.
  - c. **Consultation and engagement** with iwi - and particularly people with the skills and experience to effectively participate at the levels that Council and iwi organisations need to meet their obligations and mutual aspirations.
  - d. Due to the lack of capability in iwi organisation sometimes project input is from **generalists rather than specialist/subject matter experts** e.g., transport projects where the iwi partner does not have any transport specialists in their iwi, they can call on to participate.
3. Pre-settlement iwi (in some cases) are not yet set up to operate in a typical business way, and therefore lack the right structure and organisation to ably fulfil the statutory roles and functions enshrined in legislation
4. Iwi and Council are both competing for the technical resources, such as planners, who are in short supply. Anyone who is good or skilled is in high demand and can access potentially higher paying role or higher profile roles, resulting in a lack of long-term certainty for those working with iwi. Lack of people means it is often the same few in high demand who get stretched across multiple projects in multiple districts – so stretched they have little time for professional development and often so stretched their contribution reflects this – single point sensitive roles. This means that if they are out of action then things get delayed, but this also means they operate under extra pressure.
5. Councils are having to operate in a very challenging space juggling work between two different systems/world views - pakeha and māori and timeframes, and also needing to manage the expectations of the iwi (around practice and implementation outcomes).
6. In the local government context Crown agencies e.g., Waka Kotahi and the partnership arrangements they have with iwi, make it very difficult for local government to be able to match so council programmes and consenting often become lower priority to these projects
7. Iwi find it hard to put people on projects as they don't had people qualified or available due to meetings being during the day and iwi members having their own jobs. This can be made worse by a lack of payment for the work and therefore no funding for the person attending.
8. Multiple parties in the region are wanting to engage with iwi on multiple different projects which results in a lack of capacity on other projects (which may ultimately be more necessary) and has the potential to (a) impact work each partner has underway; and (b) put at risk some of the relationships various partners have been building – this is particularly an issue if iwi is getting asked the same questions by multiple partners.
9. Current proposed central and local government reforms around Resource Management Act and Three Waters Management as well as the Strategic Planning Act will have iwi and Māori increasingly involved in decision- making mechanisms, decision making powers will be incorporated to local government processes. Partnerships with iwi and Māori in the Resource Management space won't just be about 'take into consideration' but 'must give effect to'. This will be more pressure on already constrained capacity and capability.
10. The two biggest hurdles to iwi capacity currently is, putting extensive resources and budgeting for genuine and authentic Partnerships with iwi aiming for a blank sheet approach and having the iwi capability in-house to engage with iwi in the way they would like to be engaged. Councils are not necessarily equipped for blank sheet Partnerships and have too many engagement requests from iwi, most of it is not filtered (what is in it for iwi?) or adequately resourced by the Councils. This means, for iwi, the engagement usually looks like 'just to catch up on what Council proposes' instead of having a position and stance on the issues at hand.

## Opportunities

A number of opportunities have been identified. No assessment of these have been undertaken at present but they have been categorized into short, medium, and longer-term opportunities related to what we might be able to achieve. **Note this is a draft framework for discussion purposes and needs further refinement.**

Timeframe	Short term 0-2 years	Medium term 2-5 years	Long term 5 years+
What is the focus of this timeframe?	Consolidating what already happens Piloting programmes/opportunities	Building for a sustainable change	Sustainable change underway
Opportunities	<ul style="list-style-type: none"> <li>➤ Internships for iwi/Māori students with a consistent approach or programme across all WRLC partners</li> <li>➤ Development of a regionally consistent training programme for particular skills/knowledge e.g., training for compliance monitoring and Iwi enforcement officers, RMA Making Good decisions (MfE) training</li> <li>➤ Support for iwi to identify Sites of Significance being a vital area that needs to be advanced. This will add to Council's understanding of what areas have special meaning to Māori and assists with future planning. This is a high priority area for District Planning.</li> <li>➤ Regional level workforce planning - identifying clearer education and capability development pathways to underpin legislative reforms and transitioning. This will ensure a young person (or those looking for career change) can see that it is worth developing relevant skills.</li> <li>➤ Work experience/secondments in iwi/Māori organisations to build two-way understandings and increase opportunities for better two-way engagement.</li> <li>➤ Central government and local government providing a collective and longer-term view of projects and forecasts of work required so the iwi can find appropriate people i.e., if an iwi knows that collectively there is demand for input for a water expert over a two-year period and that this is funded, they can hire someone.</li> <li>➤ Pilot a regional programme where central/local government employ people from each of the seven iwi partners to upskill people – with partnership agreements. This could be with the employee working 100% for the employer or an option with 80% for the employer and 20% for their iwi. This will provide upskilled members in the iwi and maintain expertise in the rohe rather than have people leave town.</li> <li>➤ Better collaboration amongst agencies (central government and local government) to align our approaches to iwi, so multiple agencies aren't wasting iwi's time and seeking information which has already been asked by a different agency.</li> <li>➤ Secondments – paid by central or local government but working in the iwi to do a particular piece of work and built valuable relationships.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Treaty Settlements to be 'fast tracked' by the Crown – this will provide critical redress and the restoration of the mana of our pre-settlement iwi in our District. Settlement (financial and cultural redress) will contribute to their economic, social, cultural, and environmental wellbeing of our iwi, hapū and whanau. Settlement legislation will also confirm the Statutory Acknowledgement Areas and their values which will help with planning, consenting and infrastructure development for our District, which is subject to ongoing, sustained growth.</li> <li>➤ Implementing regional level workforce planning requirements identified in the 0–2-year timeframe.</li> <li>➤ Regional mentoring and business development programme - provide iwi with access to various sorts of experts (e.g., property, RMA) who can work alongside organisations to build and develop capability and capacity.</li> </ul>	