

# Crown engagement with Māori

## Engagement Strategy Template

*This template assists you to develop a thorough engagement strategy.*

*It is important to remember that your engagement strategy should be a living document and should be amended as your engagement process progresses.*

*Once completed please send your draft engagement strategy to the Engagement team at the Office for Māori Crown Relations – Te Arawhiti. We will review the draft and provide advice on your engagement approach. Your draft should be emailed to [crownmaoriengagement@tearawhiti.govt.nz](mailto:crownmaoriengagement@tearawhiti.govt.nz).*

*This template also provides the basis for reviewing your engagement process once it is completed.*

### Overview

Engagement title	Proposed approach to developing a new strategy and new legislation on waste for Aotearoa New Zealand	
Engagement dates	August 2020 – August 2021	
Responsible person	Strategy: Denise Lievore s 9(2)(a) <a href="mailto:denise.lievore@mfe.govt.nz">denise.lievore@mfe.govt.nz</a>	Legislation: Charlie Hanna s 9(2)(a) <a href="mailto:Charlie.hanna@mfe.govt.nz">Charlie.hanna@mfe.govt.nz</a>
Agency(s) involved	Ministry for the Environment	
Engagement description	<p>The Government has a major work programme underway to achieve a step-change in the way NZ thinks about and manages waste. Two of the main components across the next year are projects to develop a new strategy on waste and resource efficiency for Aotearoa New Zealand, to set the long term direction for all those involved, and new legislation on waste to ensure we have the regulatory tools needed to achieve the strategy goals.</p> <p>These projects are closely linked and have parallel timelines, so we are proposing to combine the engagement processes so that it is more efficient for both MfE and those working with us and/or contributing.</p> <p>There are likely to be strong connections between the approaches to waste in tikanga and mātauranga Māori and those in the circular economy literature (eg the waste hierarchy). We are therefore aiming to begin by working collaboratively with a small group of Māori experts to develop a conceptual framework for this work that blends the two to provide a distinct indigenous platform for much of the overall work programme. This approach reflects and is appropriate to Aotearoa's specific bicultural context and demographic profile.</p> <p>Engagement will take place in three phases.</p>	

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**Phase 1**, from August to October 2020, will involve working collaboratively with a Māori technical experts group (experts group) to develop the conceptual framework for the proposed strategy (and therefore all future work on waste). The nature and terms of this engagement are yet to be discussed and finalised with those individuals, but are expected to include:

- Workshop sessions with MfE to bring together the expertise of the Ministry and the experts group to start to develop proposals for a long term vision, values and principles, and objectives;
- Convening hui with a small number of other Māori experts, to support and test the developing thinking, so far as needed and practicable in the time available.

MfE will provide all the secretariat support needed for the work and hui.

In **Phase 2**, from September to December 2020, the experts group will join with a more general waste and resource efficiency sector working group (working group). The working group will collaborate with MfE to develop the more detailed content for the strategy proposals to be put to the public for consultation, probably through several “hot-house” workshops. These will be supplemented, as needed, with workshops on specific topics with other sector stakeholders.

We will use the same working group as a sounding board as MfE develops proposals for consultation on new legislation, across the same time period.

At the end of Phase 2, MfE will provide advice to Ministers and Cabinet and seek approval for draft discussion paper(s) setting out proposals and questions for both the strategy and legislation projects. This is planned for February 2021.

**Phase 3** (February 2021 to June 2021) will involve formal public consultation on the discussion paper(s), including with iwi/Māori. MfE will seek feedback through online and hard copy submissions and online and face to face workshops, hui, and public meetings around the country.

MfE will engage again with the working group (including the experts group) as needed while it then works to analyse the feedback and carry out any further policy work required.

The aim is to seek Cabinet approval in September 2021 for a proposed final waste strategy, and policy approvals for the new legislation so that drafting can begin.

## Engagement Characteristics

What is the kaupapa?

<p><b>What are the key outcomes sought from our engagement?</b></p>	<p>This engagement plan aims to:</p> <ul style="list-style-type: none"> <li>• ensure consistency with government direction and good practice, including Te Arawhiti Guidelines for engagement with iwi/Māori;</li> <li>• establish a delivery timeline that enables the production of key deliverables and aligns with practical and political imperatives;</li> <li>• maximise the opportunity to act on the ideas and innovations of those being engaged;</li> <li>• establish a framework that enables:             <ul style="list-style-type: none"> <li>○ in-depth substantive engagement with Māori experts during the formative stage of the projects (phase 1), to ensure that the strategy (and the work programme it will guide) is underpinned by tikanga and mātauranga Māori;</li> <li>○ those Māori experts to stay engaged through the more general development work (phase 2) to prepare proposals for Cabinet;</li> <li>○ wide engagement with Māori as part of a full public consultation process (phase 3);</li> </ul> </li> <li>• establish and communicate expectations with iwi/Māori around the level and timing of influence they can have on the development of the policy proposals at each stage of the process; and</li> <li>• appropriately direct Ministry resources;</li> <li>• build on and maintain positive relationships between the Ministry and Māori.</li> </ul>
<p><b>How will these outcomes impact the kaupapa?</b></p>	<p>Advice and guidance received through engagement with the experts group will directly inform development of the discussion document(s) and the proposed content of the strategy and legislation. These “foundation” projects will then guide the Ministry’s and Aotearoa’s long term directions for all work on waste minimisation and resource efficiency.</p> <p>Early engagement with the experts group will help ensure a collaborative and inclusive approach that takes into account diverse views of those with an interest in waste and resource recovery.</p>
<p><b>Which sectors does our kaupapa impact on?</b></p>	<p>The kaupapa has implications for the social, cultural, economic, environment and health sectors, including Aotearoa’s commitment to ending climate change.</p> <p>This kaupapa will also have an impact on economic direction and the investment of funds in the waste prevention and resource recovery sector.</p> <p>The biggest impact we hope this will achieve is the engagement and input of iwi Māori and their whānau in the waste and resource recovery sector.</p>
<p><b>Describe the relevance to each of the identified sectors</b></p>	<p>Social</p>

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- Producing a waste strategy that is framed within a Māori worldview to create a strongly indigenous and enduring foundation for all future work.
- Bringing communities together through whakawhanaungatanga.
- Creating jobs through circular economy and sustainable concepts.
- Educating communities in waste management and enabling good practice and behaviour change.

#### Cultural

- Vision, values and aspirations of the strategy will be embedded within a Māori worldview.
- Development of a strategy that reflects a genuine desire to have both Māori and non-Māori at the centre of a collaborative approach, reflecting our unique cultural and historical background.

#### Economic

- Mitigating the economic cost of waste for existing and potential future generations.
- Reducing the economic burden on poorer communities: greater waste volumes lead to greater waste disposal costs, which hit poorer communities the hardest as a proportion of their disposable income.
- Financial benefits to business through reduced expenditure on waste disposal, but also through more intelligent purchasing.
- Job creation across the country through increased focus on resource recovery activity rather than disposal to landfill.
- The circular economy will shift Aotearoa to a sustainable future and support the government's commitment to reducing carbon emissions while also creating jobs.

#### Environmental

- Embedding Māori values in the caretaking of the environment: development of a strategy and policies that support Māori world views to live with the environment, rather than policies that seek to control it.
- Formulating responses that address problems such as:
  - increasing demand for landfill sites, which competes with more sustainable land uses;
  - environmental damage from waste (eg, legacy contaminated sites, marine pollution from microplastics)
  - increased dust and litter in surrounding areas;
  - risk of contamination to ground water systems; and
  - production of greenhouse gases that contribute to climate change.

**Have you engaged with agencies with overlapping interests and have you**

We propose establishing an officials' network to ensure alignment across central government policies.

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<p><b>developed any cross-cutting strategies?</b></p>	<p>Agencies with an interest in this work are: Treasury, Ministry of Business, Innovation, Employment, Ministry of Primary Industries, Ministry of Foreign Affairs and Trade, Ministry of Housing and Urban Development, Department of Prime Minister and Cabinet, Department of Internal Affairs, Te Puni Kōkiri, New Zealand Transport Authority, New Zealand Trade and Enterprise, Infrastructure Commission, Climate Change Commission.</p>
<p><b>'Who are you engaging with?</b></p>	
<p><b>Is our kaupapa relevant at a local, regional and/or national level?</b></p>	<p>The kaupapa is relevant at the local, regional and national levels. It is possible that it is not a priority for all iwi at this time. For example, a recent public consultation on a proposal to increase the waste levy at landfills attracted minimal Māori interest.</p> <p>This is at least partially a reflection of that topic and engagement process. However, the establishment of the experts group is likely to generate further Māori interest.</p> <p>We anticipate that a more general waste strategy will be of more public interest, especially given the potential to create jobs and to tackle some social problems like food security.</p>
<p><b>If regional or local areas are impacted, what are these?</b></p>	<p>All regions are affected, but New Zealand's geography and population distribution mean that not all regions and local areas have access to facilities and ways of managing waste that promote optimal social, cultural, economic and environmental outcomes.</p> <p>The new strategy will help our understanding of where resourcing is most needed and shape investment in those areas.</p>
<p><b>Are there any Treaty settlement commitments or other statutory obligations that require engagement with particular groups?</b></p>	<p>Not to our knowledge.</p>
<p><b>List all identified individuals, iwi, hapū, whānau, or Māori organisations who have an interest in the kaupapa or impacted area.</b></p>	<p>Individuals considered as experts:</p> <ul style="list-style-type: none"> <li>• Gannin Ormsby</li> <li>• Teina Boasa-Dean</li> <li>• Jacqui Forbes</li> <li>• 9(2)(a)</li> </ul> <p>Māori organisations</p> <ul style="list-style-type: none"> <li>• Para Kore – the predominant Māori organisation in this field, with connections across New Zealand.</li> <li>• Āmio – Māori circular economy organisation</li> </ul>

**Method of engagement**

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<p>With reference to the spectrum of engagement methods outlined in the 'Guidelines for engagement with Māori', which method(s) are appropriate for this engagement</p>	<p>Phases 1 involves <b>collaboration</b> with a small group of Māori experts to develop the underpinning conceptual framework for the strategy, which will then inform all other projects in this area. They will hui, as needed, with an additional small group of Māori with relevant knowledge.</p> <p>Phase 2 involves extending that <b>collaboration</b>, with the experts group joining with a sector working group to help develop the more detailed content of the proposed strategy and legislation.</p> <p>Phase 3 involves <b>consultation</b>, with broad public consultation on the proposals.</p>
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## Engagement Strategy

Co-ordination across Government	
<p>Does our kaupapa overlap with any existing engagement processes?</p>	<p>Te Ōhu Māori – the Māori secretariat for the Ministry's Chief Executive's office – has oversight of all engagements across MFE and will have oversight of the development of this strategy. They will provide advice to the CE and the DCE throughout the development of the strategy and during the consultation stage.</p> <p>There may be some crossovers with the Ministry's consultation with iwi on the Emissions Reduction Plan in late 2020.</p> <p>We will discuss with the working group whether they are happy to operate as a sounding board for other parts of our work programme on waste and resource efficiency, to avoid duplication of effort for all.</p>
<p>Is the government currently engaging with any of the identified groups?</p>	<p>Besides 9(2)(a) of Te Arawa Lakes Trust, our understanding is that the other members of the experts group are engaging only with our Ministry. The experts group will advise who would be appropriate for the additional Māori reference rōpū.</p>
<p>Has the government recently engaged with identified groups on similar or other issues?</p>	<p>Early, informal conversations with the individuals likely to make up the Māori experts group.</p>
<p>Given the above answers, what opportunities are there to co-ordinate with existing engagement processes to improve the quality of the Crown's engagements and the experience of groups?</p>	<p>As noted above, MfE is proposing to use this single engagement process for two linked projects, to minimise duplication of effort for all and improve co-ordination. We will discuss with the working group whether they are happy to operate as a sounding board for other parts of our work programme on waste and resource efficiency as well.</p> <p>More generally, the Ministry's partnership managers are aware of the proposed engagement and will advise on opportunities to coordinate with other engagement processes.</p>

## Implementation

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<p><b>Have we involved people from our organisation with the capability to communicate and listen effectively to our audiences?</b></p>	<p>Yes. Te Ōhu Māori and the Ministry's Partnerships Directorate and Communications team are involved in engagement planning.</p> <p>Te Ōhu Māori has supported early conversations with the experts group.</p>
<p><b>Outline briefly the engagement activity(s) planned (e.g. hui, wānanga, consultation on material) for each identified group</b></p>	<p>The experts group will convene and facilitate hui with a small group of Māori with relevant knowledge, to develop the strategy's framing, long-term vision, objectives and principles.</p> <p>The experts group will then merge with a sector working group to develop the substantive content of the discussion paper.</p>
<p><b>Do we have sufficient tikanga Māori capability to participate in, or facilitate, relevant protocols?</b></p>	<p>The project team will have support from members of Te Ōhu Māori and the Partnerships Directorate, including the Senior Advisor for Regional Relationships – iwi/Māori.</p>
<p><b>What is our strategy to manage expectations through the engagement process?</b></p>	<p>We will continue to be clear and open in our discussions with the experts group about the level of influence possible at each stage of the process and the constraints that exist around timing, content (to the extent it is governed by interlocking projects and practical needs), and the practicalities of providing advice to Ministers and Cabinet and working through normal government systems and disciplines (eg, confidentiality of advice, Cabinet responsibility for decisions).</p>
<p><b>Will our engagement activities (e.g. hui, wānanga) reach all stakeholders we need? Do we have other opportunities for contribution (e.g. electronic feedback)?</b></p>	<p>Yes, individuals with expertise during phases 1-2; as many different Māori stakeholders as possible during phase 3.</p>
<p><b>What systems will we have in place to ensure the outcomes of engagement activities are captured accurately and fully?</b></p>	<p>Notes will be taken at all meetings and provided to the experts group for review.</p> <p>Normal MfE systems for capturing and reporting back on the general public consultation.</p>

<p><b>Timeframes</b></p>	
<p><b>What are the government-driven deadlines for finalising engagement?</b></p>	<p>We aim to complete:</p> <ul style="list-style-type: none"> <li>• The discussion document by February 2021;</li> <li>• The final strategy by September 2021;</li> <li>• The legislation passed into law by the end of 2022.</li> </ul> <p>These timeframes are driven by the need to have the strategic, legal and practical systems to administer a large-scale programme of work and investment in place</p>

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by end 2022 as increased revenue comes on stream from the expanded waste levy.

Attach a timeline outlining key dates from current to the finalisation of the engagement process, including time for feedback and evaluation.

Activity	Timelines
Contract and establish experts group	August 2020
Support Māori technical experts group hui with other Māori with relevant knowledge	August-October 2020
Establish and convene advisory group meetings (including experts group) and feedback rounds	August-October 2020
One-off topical workshops	October – November 2020
Discussion paper to Cabinet	February 2021
Public consultation	February – April 2021
Analysis and further policy work, including engagement with advisors as needed	May – August 2021
For the legislation: select committee submissions process	Mid 2022

**Are there any events in the Māori community that might impact on engagement timelines, or impact on the capacity of groups to contribute?**

Not to our knowledge.

**Does the timeline allow sufficient time for Māori groups to engage with material, discuss, and contribute, so that engagement is meaningful?**

Time frames are tight for the entire project. We have endeavoured to structure an overall process that enables meaningful interaction at each phase.

**How flexible is our timeline? Can it respond to unforeseen circumstances?**

The timeline has minimal opportunities for flexibility, because these projects are important fundamentals needed for a much wider programme of work on waste and resource efficiency that is already well underway.

In the case of unforeseen circumstances, such as a second wave of Covid-19, we may have to pivot to virtual, rather than in-person, meetings.

### Communication strategy

*Attach a communication strategy outlining, for each group being engaged, the key messages you will deliver to that group. These messages should be tailored to the particular audience.*



<b>Do our key messages acknowledge the value that each groups' Māori perspective and experience will bring to our kaupapa?</b>	The communications strategy is being developed. It will acknowledge the value of mātauranga Māori as the basis for informing how Aotearoa addresses waste and minimises its social, cultural and environmental harms.
<b>What material are we intending to distribute to inform our engagement?</b>	<p>We have written a short paper inviting the experts to provide advice and guidance for the project, comment on the proposed approach to engagement, and negotiate their terms of engagement.</p> <p>We will support the experts group to prepare appropriate material for any meetings with other Māori experts.</p> <p>We will prepare a full discussion document for the wide public engagement in phase 3.</p>
<b>Is this material in formats that are accessible to the audience?</b>	It will be available in digital format and hard copy.
<b>How will we manage any media interest in our engagement?</b>	<p>FAQs.</p> <p>Our communications team is available to address media queries.</p> <p>Prepare talking points and Q &amp; A for Minister's office.</p>

<b>Risk analysis</b>		
<i>Outline below the risks identified that would impact on a successful engagement process, and the ways to mitigate these risks.</i>		
<b>Risk</b>	<b>Impact on engagement</b>	<b>Mitigation</b>
<p>Advice and guidance by Māori not seen to be clearly reflected in discussion document</p> <p>Low risk</p>	Perception that the document was developed without Māori guidance, and/or that Māori guidance has been watered down in the discussion document, leading to resistance from iwi to engage on options	Discussion document acknowledges those involved in development and reflects their views and language
<p>Lack of interest from iwi/Māori in waste</p> <p>Medium risk</p>	There is currently low Māori input into waste, which may narrow the scope of the wider reference group to a small number of people.	Experts group selects individuals who are known to have an interest in this area and who represent wide viewpoints
<p>Unplanned absences of project team members</p> <p>High risk</p>	Project team not available to attend and support hui	Wider Ministry policy team is kept informed and able to fill in for team members

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Limited resources to exercise manaakitanga Medium risk	Unintentionally undermine mana of experts group and wider reference group	Budget for catering and koha Project team will learn about protocols and be accompanied by Ministry staff who are versed in tikanga Māori
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Feedback and self-review	
How will we report back the results of the engagement to groups?	Notes taken at hui to be circulated to the experts group. Draft discussion document to be circulated for comment.
Include a summary of the process here (internal and external) and the website link.	
When will you be conducting a review of the engagement process?	We will check in with the group during the engagement period on whether key outcomes are being met.
Who will be involved in the review process internally?	Strategy project team, Te Ōhu Māori.
How will you get participants to participate in the review process?	A feedback form template is available to assist with participant reviews.

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