



He Tiro Whānui e pā ana ki te Tiaki Taiao 2019

Kaitiaki Survey Report 2019



Ministry for the
Environment
Manatū Mō Te Taiao



Te Puni Kōkiri
MINISTRY OF MĀORI DEVELOPMENT



Te Kāwanatanga o Aotearoa
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Tēnā rāwā atu koutou

The Ministry for the Environment and Te Puni Kōkiri thank those of you who participated in the 2019 Kaitiaki Survey. The information you provided has contributed significantly to the evidence base behind the policy advice to the Government about Māori involvement in natural resource management, engagement with Māori by local government, and the impacts of Treaty settlements and Māori-Crown relations in a changing landscape.

The 2019 survey updates valuable baseline information about how Māori are involved in resource management and RMA processes. The findings tell us what the key engagement issues are, and the factors that affect relationships between iwi and hapū organisations, and the Government.

We know iwi and hapū are busy with a lot of important environmental work, and we now have more statistics to prove this, and better understand this sector.

This has been a successful project because so many groups gave their time to take part. We thank you again.

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Executive summary

The Kaitiaki Survey allows the Government to hear directly from iwi and hapū environmental organisations ('groups') about the important issues they face, and potential solutions. It also builds a better understanding about how iwi and hapū are involved in the environmental and resource management system.

Comparisons between the 2012 and 2019 surveys revealed trends in some areas, but little change in others. For example, we saw an increase in groups' reported capacity, yet a decrease in their reported capability. They appear to have seen little to no change in their engagement with central government.

Below are some of the more noteworthy trends and findings.

Settlement status

Whether a group had settled their Treaty grievances with the Crown correlated with responses to a number of questions. This suggests that a possible increase in capacity and capability for post-settlement groups improved their experience of resource management and wider environmental work. Generally, settled groups are in a better position to engage with central and local government on RMA and other environmental issues. They generally have more capacity to engage, better access to RMA expertise, and are less reliant on volunteer time than non-settled groups.

Mātauranga and whanaungatanga

New questions in the 2019 survey asked about groups' expression of mātauranga and involvement of whānau in environmental management. The additions led to further insights.

Perceptions varied about how well the RMA enables the expression of mātauranga. However, the majority thought the RMA enabled its expression poorly or very poorly across all categories. A lack of consideration by councils of iwi management plans and other expressions of mātauranga, a group's own capability or capacity, cultural and institutional bias, and highly variable practice across central and local government, were all cited as contributing factors.

Most groups use several techniques to engage whānau in environmental management – mainly email, social media and hui.

Of the 71 groups that responded, only three did not apply mātauranga in their work.

RMA and wider environmental work

Most groups have two to three people involved in RMA processes, yet some have over 10 involved in their wider environmental work.

Overall, groups spend most of their time responding to resource consents, and on environmental restoration activities.

Perceptions of the usefulness of RMA tools and processes have largely remained the same since 2012. In a new question in 2019, we asked how much time they spent on environmental education. On average, this was 12 per cent of their time.

Most of the work is done on an unpaid or volunteer basis. Fifty-three per cent said that 0–20 per cent of both RMA and other environmental work was paid. This indicates that for most groups at least 80 per cent is unpaid or volunteer work.

Settled groups are more likely to pay their staff than non-settled groups, and to use their own staff's expertise to complete this work.

Effectiveness of tools and processes

The survey showed that iwi management plans are still perceived to be one of the most useful tools to influence planning, and similarly, cultural impact assessments to influence resource consents.

In 2019, we also asked about the usefulness of cultural monitoring frameworks. Seventy-seven per cent of groups considered them to be useful or very useful, but noted they are costly to implement.

Non-settled groups were more likely to state that a resource consent-related tool did not apply to them, or they hadn't used it. The most cited reason for not using relationship tools (eg, memoranda of understanding, statutory acknowledgements, and protocols) was that they did not meet the group's aspirations.

Engagement in RMA processes

As in 2012, the most important factors in the quality of engagement with a council were the council's willingness to engage, and its relationship with a group. Most groups rated the relationship very well or well. Although settlement is not a prerequisite under the RMA for engagement with Māori, non-settled groups were more likely to state that a relationship tool did not apply to them, or they hadn't used it.

The worst rating was for frequency of engagement by central government on national policy statements and environmental standards. Most groups said central government rarely or never engaged with them on these.

In terms of engagement from local and central government across all types of work, groups tended to consider this mostly timely, but inefficient. This is consistent with what we heard in 2012.

Mana Whakahono ā Rohe

The 2019 survey included additional questions about Mana Whakahono ā Rohe agreements (MWaR). The data revealed that 20 groups had initiated a MWaR or were in talks with their council about initiating one. Most groups that had not initiated a MWaR identified steps they felt needed to be taken first. These included developing a relationship first, settling their Treaty claim, and discussing with their people.

Funding

Self-funding and iwi/hapū were identified as the top two sources of funding. Where there was government funding, it tended to be one-off and used for specific projects, such as paying for participation in council structures/bodies, or specific consultations. The greatest need was for funding to increase staffing numbers (ie, capacity building).

Iwi management plans

Most groups had an iwi management plan and had lodged it with their council(s). Those without a plan were much more likely to say that councils engaged poorly, very poorly, or were not engaged at all. However, those with a plan were equally likely to describe their council's level of willingness to engage with them as good or very good.

Capability and resourcing

Two themes throughout the survey were:

- the sizeable effect of council capability on experiences of the RMA
- the impact of scarce resourcing on groups and councils to participate and engage.

The experiences respondents shared with us seem to indicate that a lack of council staff's cross-cultural capability may explain poor RMA engagement, and the difficulty groups have in influencing RMA processes.

On the whole, and consistent with 2012, groups rated their capability to engage in RMA processes as good, but their capacity to engage as much lower.

Introduction

2012 Kaitiaki Survey

The first Kaitiaki Survey was conducted in 2012. We surveyed individuals and organisations that do environmental work and engage in Resource Management Act 1991 (RMA) processes on behalf of iwi or hapū.

The first Kaitiaki Survey Report (the 2012 report) established baseline information about how iwi and hapū were involved in natural resource management, including RMA processes at the time.

The responses outlined in the 2012 report were instrumental in informing the 2017 amendments to the RMA. The report noted that iwi/hapū groups viewed councils' capability to engage their group in RMA processes as generally poor, and a common contributing factor was the quality of the relationship. The messages we heard suggested that between many councils and iwi/hapū groups, there are differences in understanding and expectations about how to engage. These findings supported the development of Mana Whakahono ā Rohe (MWAR). This is a tool for councils and iwi/hapū groups to agree on ways that tangata whenua may participate in RMA decision-making, and to assist councils with their statutory obligations to tangata whenua under the RMA.

2019 Kaitiaki Survey

The aim of the 2019 survey was to support officials' policy advice to ministers. It took place between July and August 2019.

This survey builds on the 2012 findings. It will enable policy makers to understand the impacts of recent changes on Māori participation under the RMA, and the direction and degree of change in relationships between tangata whenua and councils. The 2019 survey also probes deeper into some of the issues in the 2012 report – via additional questions, and comparing the answers from the two surveys, to attempt to explain some of the trends we see. The 2019 questionnaire is in appendix 1.

2019 Kaitiaki Survey Report

It has taken some time to get the 2019 report published, but the Ministry for the Environment (the Ministry) has used the findings to shape policy advice on the resource management reforms and engagement practices.

We also hope the report is useful for councils and iwi/hapū groups to consider and reflect on.

Survey purpose and scope

The Kaitiaki Survey is an important tool for the Ministry for the Environment and Te Puni Kōkiri to hear directly from iwi and hapū about the significant issues they face, and some of the potential solutions. It also helps to build a better understanding about how iwi and hapū are involved in the environmental and resource management system. This information will build and strengthen the evidence base which informs policy advice to the Government.

The survey has five aims:

Aim 1: Build on the 2012 baseline information and identify trends

We want to expand the baseline information on:

- iwi and hapū involvement in the environmental and resource management system. The survey gathered information about how many people are involved in RMA processes and other types of environmental work, what work they do (types and amount), and how it is resourced
- continuing trends – we need more information to identify trends over time.

Aim 2: Identify whether the sector is using new tools/processes and whether these are more useful

We want to:

- compare the value of these new tools, such as Mana Whakahono ā Rohe,¹ against others available
- find out which tools are being used, and the effectiveness of different tools, trends and ideas on best practice
- understand how the sector operates, and the differences and similarities within it.

Aim 3: Track the progress of iwi/hapū-council relationships

We want to understand the nature and health of iwi/hapū-council relationships across the country. These are a critical component of iwi/hapū work in the environmental and resource management system. The 2012 survey highlighted some potential concerns, and the 2019 survey investigated this area in more detail.

Aim 4: Identify opportunities and barriers to improving the sector

We want to find ways to improve iwi/hapū participation in the resource and environmental management sector, and understand the opportunities and barriers to doing this.

Aim 5: Understand whether the Treaty settlement process influences participation in the sector

We want to find out whether groups that have progressed through the Treaty settlement process are better equipped to participate in the environmental and resource management system.

¹ Mana Whakahono ā Rohe is a tool to help tangata whenua and local authorities discuss, agree and record how they will work together under the RMA.

Methodology

This survey builds on the information and knowledge gathered from the first Kaitiaki Survey in 2012. The 2012 and 2019 surveys are similar, but new sections and questions were added to the 2019 survey. These new sections and questions seek new information in line with the five aims for the 2019 survey (see previous section). Appendix 1 sets out the 2019 survey questionnaire.

Survey responses

The survey was sent to 140 iwi and hapū organisations that were (at the time of the survey) recorded on the Te Kāhui Māngai website as an iwi authority for the purposes of the RMA. The online survey was emailed to each authority's RMA contact person, also recorded on Te Kāhui Māngai.

The survey was also sent to 73 iwi authorities from the Ministry's regional relationships contact list. From those 213 initial contacts, there were 11 bounce-backs.

Survey invitations were emailed on 12 July 2019, and the survey closed on 26 August 2019. Seventy-seven groups out of 202 (38 per cent) responded.

The maximum margin of error for this sample is +/- 9 per cent at the 95 per cent confidence level. This means there is a 9 per cent degree of uncertainty that the results reflect real-world trends.

Questions about councils

'Local councils' or 'councils' are the terms we used to mean the different councils (local, regional, city, district or unitary) that are part of local government. For questions about local councils, groups were asked to consider the councils they deal with most often (if they deal with more than one).

Open-ended questions

Asking open-ended questions (rather than requiring a Yes/No answer) gave us a wealth of information and insights. We then analysed the responses and categorised them into themes and sub-themes. These are in tables throughout the report.

Appendix 2 sets out the themes for questions about the quality of relationships.

Appendix 3 sets out the successes and challenges shared by respondents.

Some responses to open-ended questions were outside the scope of the question. We did not include these unless the theme was referred to in three or more responses.

We have tried to include as many quotes as possible, recognising the value of kōrero that directly expresses the hearts and minds of respondents.

Confidentiality

We have maintained participant confidentiality by ensuring no names of individuals or organisations are used in any reporting. The raw data will be kept in a restricted folder at the Ministry for the Environment, and will not be shared with any other organisations or individuals.

Structure of report

The 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, and the scope and quantity of their work.
- Section 2:** Whether and how the groups involve whānau and mātauranga in environmental management, and whether the RMA facilitates or inhibits this.
- Section 3:** The types of environmental work (including but not limited to RMA processes) a group performs, how much time is spent on it, and how much of that time is paid.
- Section 4:** The RMA tools and processes groups use, and how useful they are. This includes tools for planning, consenting, monitoring and relationships.
- Section 5:** Whether groups are aware of Mana Whakahono ā Rohe – iwi participation arrangements, interest in initiating an arrangement, and what assistance would help when joining an arrangement.
- Section 6:** Sources and types of funding, funding needs, and alternative forms of support from local councils.
- Section 7:** Where groups source RMA expertise, and how easy this is to access; if difficult, how often this hinders participation in RMA processes.
- Section 8:** Engagement in RMA processes, and elements of engagement including: the usefulness of 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 9:** Whether a group has lodged an iwi management plan with their council(s), and their perception of how well this is reflected in local plans and policy statements.
- Section 10:** Relationships with local government.
- Section 11:** Successes and challenges.

1. Iwi and hapū environmental organisations – baseline information

The first section of the survey focused on establishing baseline information. We asked for the name of each group, how many people were involved in RMA processes and wider environmental work (to determine group size), whether the group had settled any historical grievances with the Crown through a Treaty settlement, and whether they had a dedicated environmental arm.

1.1 Group size

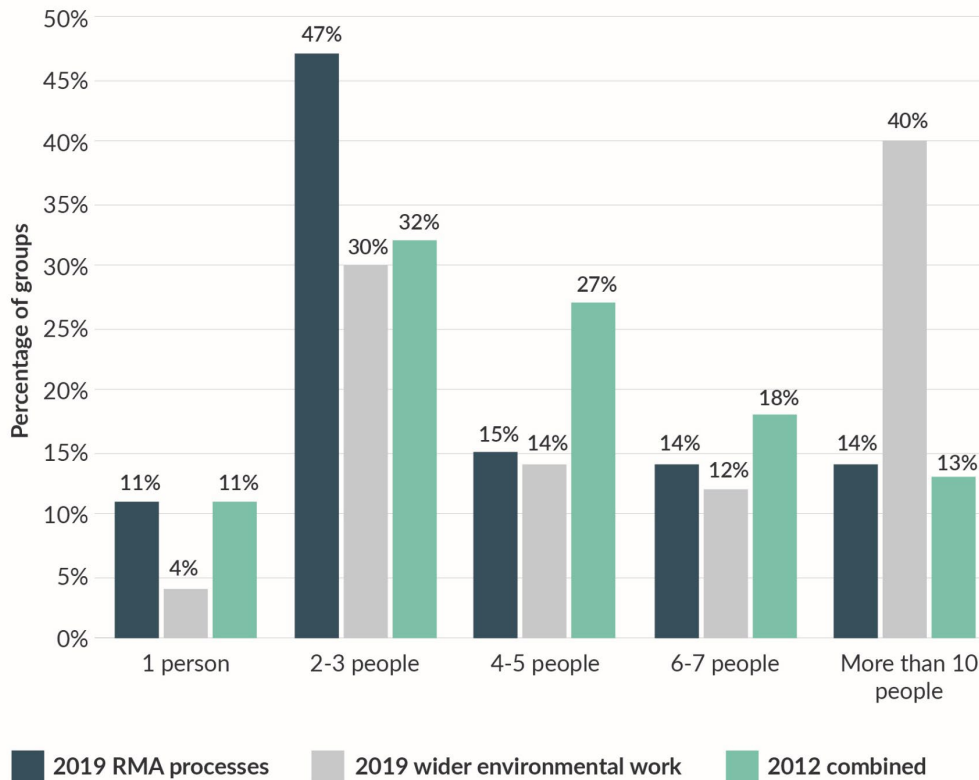
We asked participants how many people were involved in RMA processes and wider environmental work for their group (figure 1). We found:

- most groups (47 per cent) had two to three people involved in RMA processes
- most groups (40 per cent) had more than 10 people involved in wider environmental work
- eight groups (11 per cent) had just one person involved in RMA processes.
- three groups (4 per cent) had just one person involved in wider environmental work
- across all groups, there were more people involved in wider environmental work (368–499) than in RMA processes (282–431).

Figure 1 shows the results. In summary:

- 2019 results are shown for the two types of work
- results from the 2012 survey are also shown, but this is a combined total as the previous survey did not separate the two types of work.

Figure 1: Number of staff involved in RMA and wider environmental work



1.2 Group status

We were interested whether the responses and experiences of iwi/hapū groups differed, depending on whether they:

- were part of a claimant group that had settled their historical Treaty of Waitangi grievances through a settlement (referred to as settled groups)
- had a dedicated environmental arm/team (eg, they were part of a separate Trust or group).

We wanted to understand whether these group categories are better positioned to participate in the resource and environmental management sector. In summary:

- 62 per cent of groups had settled historical grievances with the Crown through a Treaty settlement
- 58 per cent of groups had a dedicated environmental arm/team.

We compared the answers with other answers throughout the survey. If an effect was noteworthy, we included it in the report under that question.

2. Mātauranga and whanaungatanga

This section of the survey asked whether and how the groups involve whānau and apply mātauranga in environmental management, and whether the RMA facilitates or inhibits this.

This section of the report adds new questions to the Kaitiaki survey – questions not posed in 2012.

2.1 Whānau involvement

2.1.1 How whānau are involved

We asked participants an open-ended question about how their group involved whānau in environmental management and decision-making.

This drew a variety of responses, which we put into the following engagement categories: informing, consulting, collaborating, partnering and empowering.²

Table 1 has the full list. In summary:

- most groups (78 per cent) used more than one technique for engaging with whānau
- ‘informing’ techniques (eg, email, pānui, social media, hui) were most commonly used by groups, and made up 53 per cent of the responses (mentioned 63 times). Below are examples:

“We use an engagement planning process early in our planning to determine the approach we will take to any engagement and decision making process. We use a combination of mechanisms including hui and expert panels to support our work. We have direct engagement with hapū and iwi as well as a broader approach through social media”

“We have hui a iwi, panui out to the iwi, organise hikoi and invite members to participate and comment where appropriate. If it involves their whenua we meet face to face and work with them to help them however we can”

- one ‘empowering’ technique was noted – delegating consenting processes to relevant hapū/whānau. This category and technique was the least common (3 per cent), and was mentioned four times
- two groups (2 per cent) said they didn’t involve whānau in environmental management and decision-making:

“Unable to, due to lack of capacity – we just do what has to be done within our voluntary time. We do not have the luxury of taking time or funds to organise meetings to involve whānau”.

² These categories are adapted from the Spectrum of Public Participation, designed by the International Association for Public Participation (see: https://www.iap2.org/resource/resmgr/pillars/Spectrum_8.5x11_Print.pdf).

Table 1: Engagement techniques to involve whānau in environmental management and decision-making

Category	Engagement technique	Count	Total	%
Informing	Hui, face-to-face or live streaming	37	63	53%
	Email, text, mail, newsletters/reports, website	17		
	Social media, website	9		
Consulting	Seeking feedback, by surveys or consultation hui	12	12	10%
Collaborating	Hapū/whānau advisory group representation or kaumatua consulting	7	7	6%
Partnering	Delegated or shared decision-making committees	5	13	11%
	Hapū/whānau aspirations voiced in iwi management plan	5		
	Hapū representation on trust board	3		
Empowering	Consenting processes delegated to hapū/whānau	4	4	3%
Other	Mahi ā wairua/project involvement	6	18	15%
	Group provides dedicated kaitiaki support	5		
	Education programmes	3		
	Site visits/hīkoi	2		
	Group provides employment opportunities	1		
Group doesn't involve hapū/whānau		2	2	2%

2.2 Mātauranga and the RMA

2.2.1 Use and expression of mātauranga in RMA processes

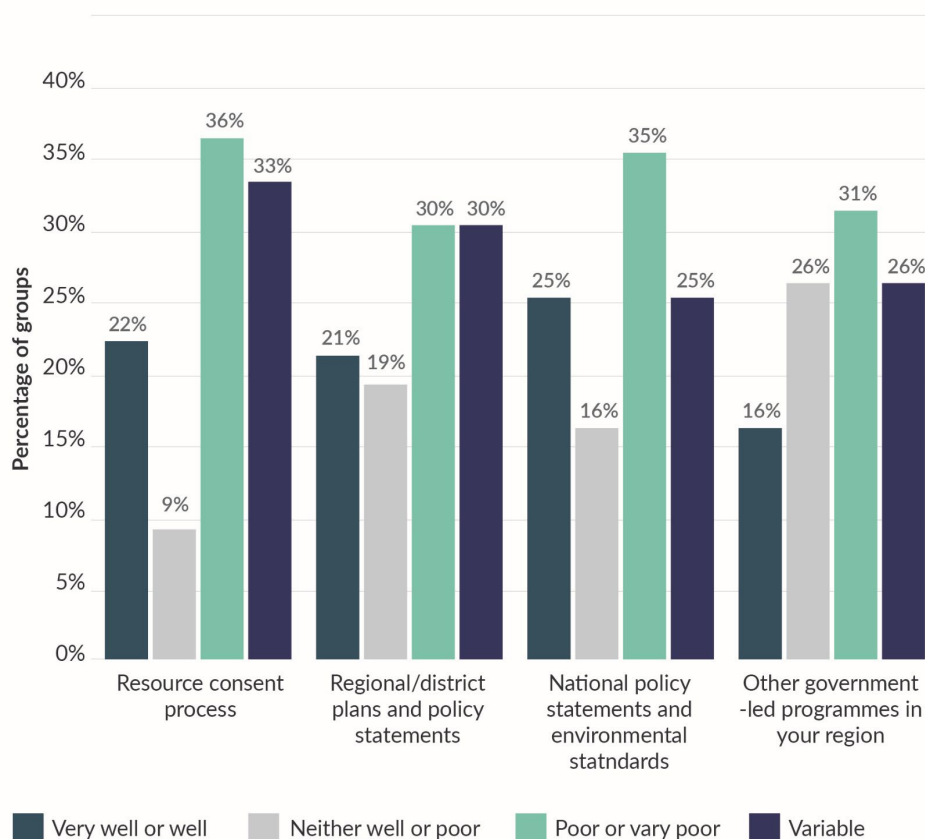
We asked whether groups used mātauranga in environmental management and decision-making, and how well the RMA allows groups to express their mātauranga in:

- resource consent processes
- regional/district plans and policy statements
- national policy statements and environmental standards
- other government-led programmes.

The full results are in figure 2. Some of the results include:

- nearly all groups (97 per cent) used mātauranga in their work. Only three groups did not
- the most common response was that the RMA 'poorly or very poorly' allows the expression of mātauranga (30–36 per cent):
 - regional/district plans and policy statements (30 per cent)
 - national policy statements and environmental standards (35 per cent)
 - resource consent processes (36 per cent)
- the second most common response was that the RMA's ability to express mātauranga was variable (ie, ranging from 25 per cent to 33 per cent for each of the four RMA categories).

Figure 2: How well RMA and other programmes allow for the expression of mātauranga



2.2.2 Comments on the expression of mātauranga

Groups were asked to comment on how well the RMA allowed them to express their mātauranga. Table 2 lists the responses, by theme. In summary:

- 27 per cent of responses cited council failures to correctly implement the RMA's provisions, including:
 - failing to address overlapping interests between iwi
 - failing to seek mātauranga input
 - mātauranga ignored or not fully considered
 - engaging Māori as stakeholders and not Treaty partners.
- the causes of these were cited in 21 per cent of responses. The most common sub-themes were the groups' capability and capacity, and councils not referring to/ignoring/not fully considering expressions of mātauranga
- in a broader theme, five comments were about alleged cultural and institutional bias in councils. Low political willingness was cited as a compounding factor:

"The process I find I am contributing/participating [in] is white supremacy government."
- one respondent described their experience in environmental management as:

"assisting a process to manage already polluted and destroyed resource exploited for commercial capitalist gain at a loss to Māori in terms of mana, mauri, mātauranga and other values, in order, to protect what is left of the resource controlled by a dominant western system".

- a small number referred to the expression of mātauranga as “extremely limited to Part 2 matters...”, a section that was “heavily skewed in favour of development, subdivision”.

Table 2: How well RMA allows for the expression of mātauranga

Theme	Sub-theme	Count	Total
Implementation failure by councils	Councils do not refer to/ignore/do not fully consider iwi management plans or other expressions of mātauranga	5	8
	Councils do not seek groups' expression	1	
	Instance of a deliberate breach of obligations	1	
	Group treated as an 'affected party' as opposed to a Treaty partner	1	
Capability and capacity	Group's lack of capability or capacity	5	6
	Council's lack of capability and capacity	1	
Cultural and institutional bias	Prevents or weakens the expression of mātauranga	4	5
	Councils lack cross-cultural science	1	
Issues with RMA legislation	Development and subdivision values take priority	2	5
	Expression of mātauranga is not enabled beyond Part 2 of the RMA	1	
	The RMA doesn't address inter-iwi overlapping interests	1	
	Timeframes for input limit expression	1	
Other	Expression by central and local government is highly variable	4	5
	Expression depends on communication and good relationships	1	
Politics and power	Expression is subject to local political will	2	3
	Expression depends on how much mātauranga aligns with outcomes sought by external groups	1	
Result of poor expression	Places excessive monitoring requirements on groups	1	1

2.2.3 Other ways mātauranga is expressed

We asked groups to indicate how they incorporated mātauranga into environmental management and decision-making. We offered four categories to choose from: cultural planning documents, kawa (eg, karakia), cultural monitoring frameworks, and 'other' (respondents could specify). Figure 3 shows the results. In summary:

- percentage of groups that used each category were:
 - cultural planning documents (76 per cent)
 - kawa (eg, karakia) (77 per cent)
 - cultural monitoring frameworks (76 per cent)
 - other (55 per cent)
- the 33 responses to 'other' were categorised by theme. The most common practices through which groups incorporated mātauranga were:
 - cultural impact assessments
 - education programmes
 - presentations and wānanga
 - tikanga frameworks.

Table 3 shows the full list of responses.

- A number of respondents also referred to the critical role of kaumatua, kaitiaki, hau-kainga, cultural advisers, and mana whenua as a source of mātauranga advice and support.
- One group gave a detailed description of the method and principles with which they incorporated mātauranga: “the mana motuhake of each individual marae hapū is respected within a collective body that is enabled by key expectations [for] how we will work with each other to resolve potential conflict using the principles of whakawhanaungatanga and kotahitanga to achieve collective tino rangatiratanga.”

Figure 3: Tools to incorporate mātauranga in environmental management and decision-making

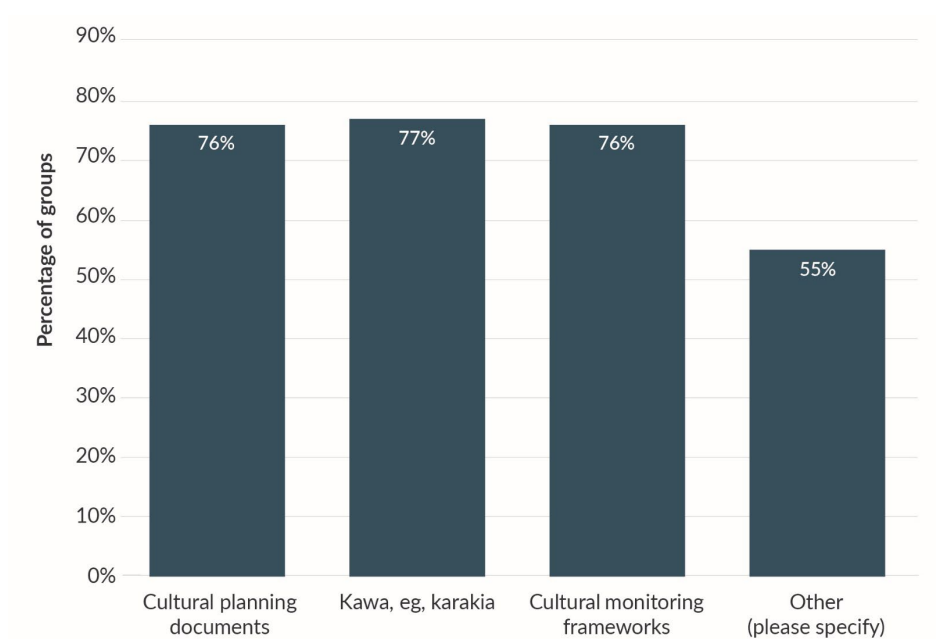


Table 3: Other ways that groups incorporate mātauranga in environmental management and decision-making

Themes	Sub-themes	Count	Total
Tools/practices	Cultural impact assessments	4	20
	Education programmes/presentations/promotion/wānanga	4	
	Tikanga frameworks	4	
	Cultural monitoring	3	
	Working groups	2	
	Whānau trust activities	1	
	Iwi management plans	1	
	Direct engagement with external developers and project managers in the rohe	1	
Sources of mātauranga	Kaumatua/kaitiaki/hau-kainga/cultural advisers/mana whenua advice	8	10
	Historical documents	1	
	Te Maramataka	1	
Principles/ideology	Holistic and integrated concepts of 'environment'	2	3
	Whakawhanaungatanga and kotahitanga to resolve internal conflicts	1	

2.2.4 Effect of Treaty settlement status on the expression of mātauranga

We compared groups' responses with whether they had settled their historic Treaty grievances with the Crown. In summary:

- non-settled groups were more likely to indicate that the expression of their mātauranga was poor or very poor (figure 4)
- settled groups were more likely to indicate that the expression of their mātauranga was variable (figure 5)
- regardless, few settled groups (11–19 per cent) rated the expression of their mātauranga in resource management very well or well (figure 6).

Figure 4: Poor/very poor expression of mātauranga, by activity and group

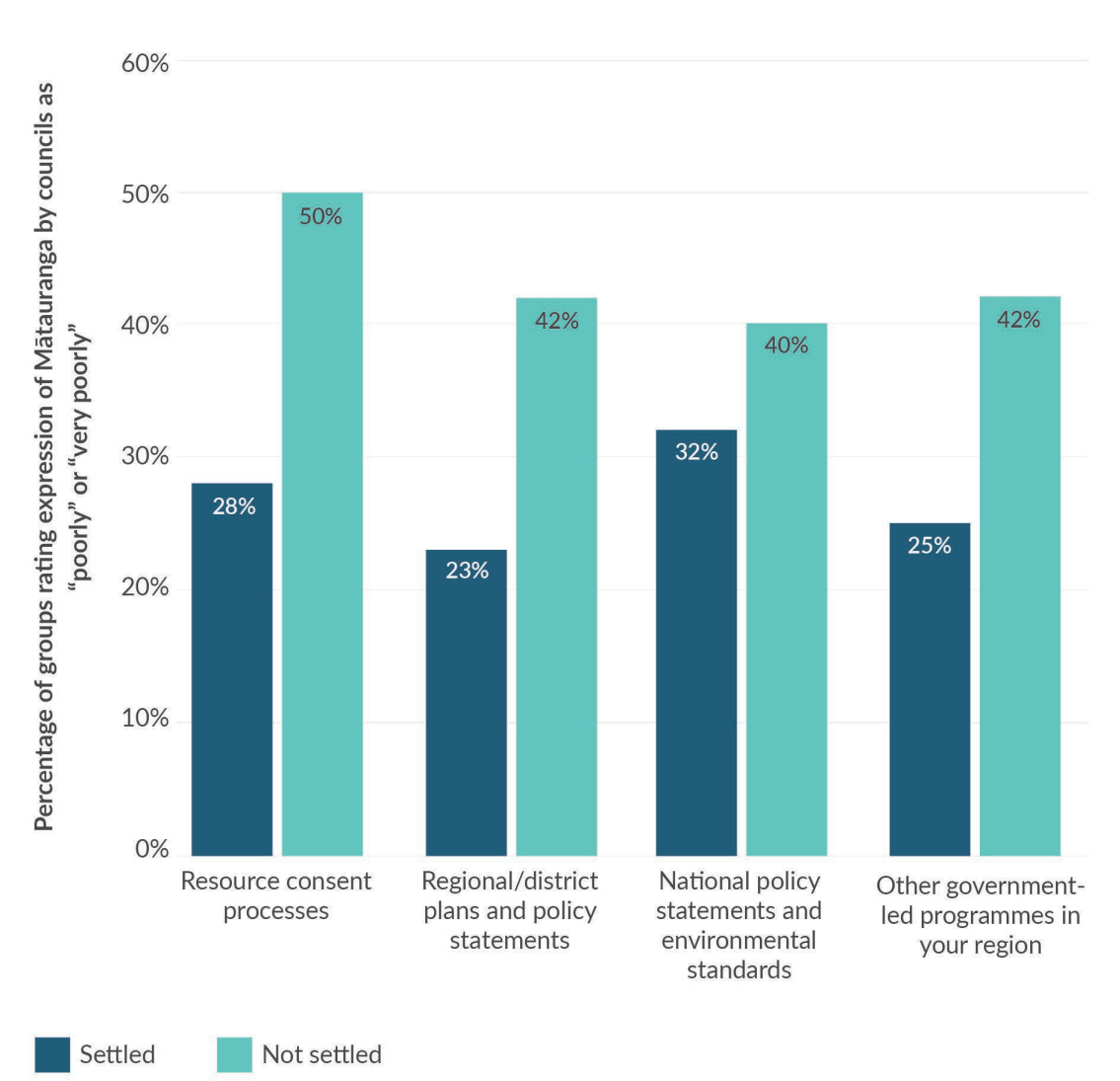


Figure 5: Variable expression of mātauranga, by process and group

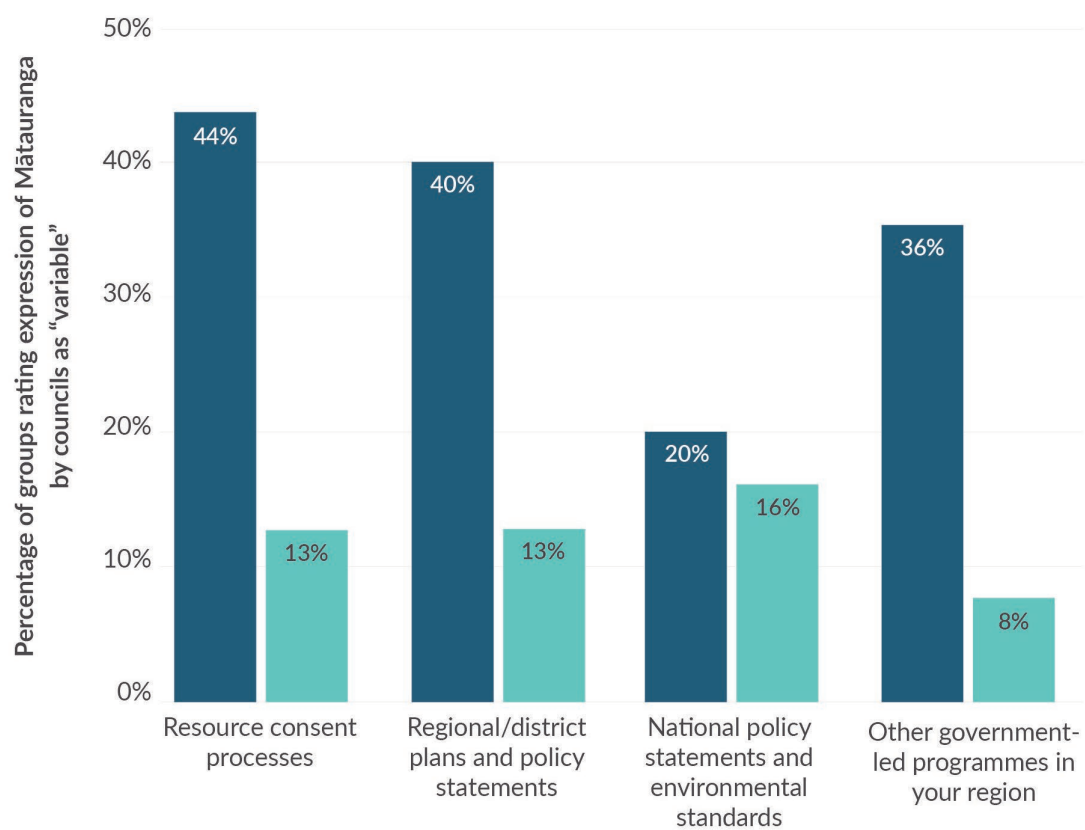
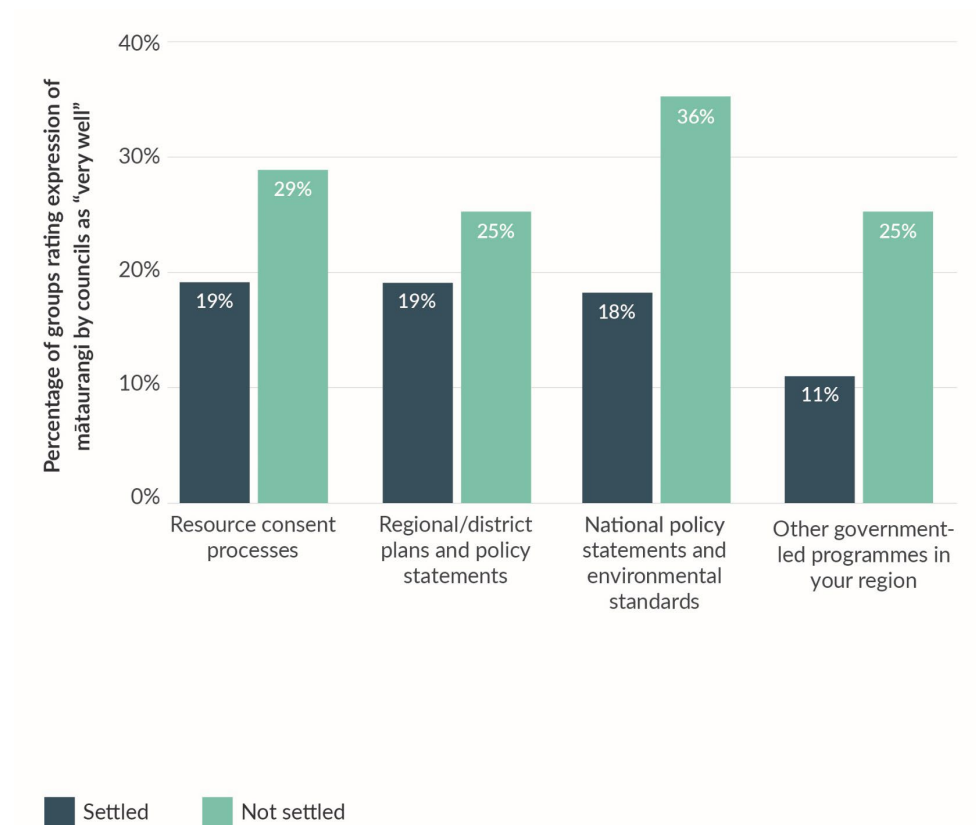


Figure 6: Very well/well expression of mātauranga, by process and group



3. Nature of the work

This section of the survey focused on the types of environmental work, and the time spent on each. The work is in two categories: RMA processes and wider environmental work.

3.1 Time spent on RMA and other environmental work

We asked groups how much time they spent on this work. They could choose from five categories of RMA work, and seven categories of wider environmental work.

In 2019, we added 'Environmental education' as a category of wider environmental work. In summary:

- across all types of work, groups spent the **most hours per week** on three processes (descending):
 - responding to resource consents (eg, submission, consultation and hearing processes)
 - developing plans and policies
 - working with consent applicants/applications (eg, providing technical and cultural input for consents and cultural impact assessments).
- in contrast, groups spent the **least amount of time** on:
 - RMA dispute resolution processes
 - management of the marine environment
 - environmental education.
- for RMA work, they spent the most time on responding to resource consents. For other environmental work, they spent the most time on restoration
- the amount of time spent varied a lot between groups. For example, 12 groups spent **1–5 days a year** on iwi/hapū management plans, while just as many groups spent more than **15 hours a week** on this.

3.2 How much work is paid versus voluntary

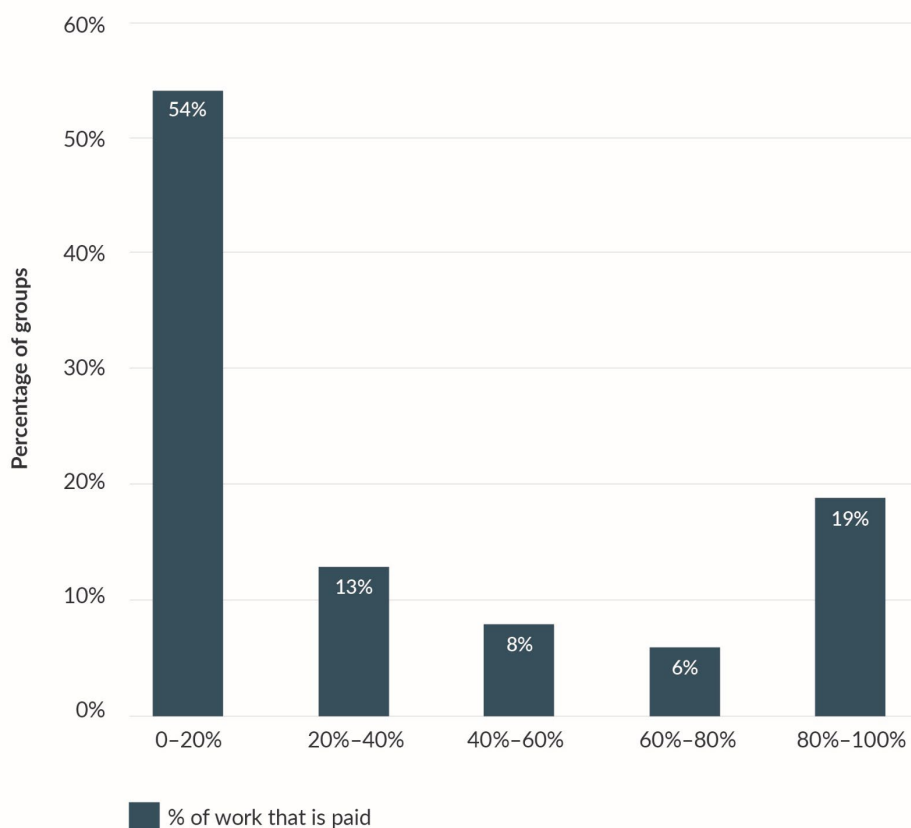
We asked groups about payment for their work. In summary:

- for most (53 per cent), only 0–20 per cent of both RMA and other environmental work was paid. This indicates that for most, the other 80 per cent+ of their work is voluntary:

“Almost everything we do as an organisation, on behalf of our whānau, marae, hapū and iwi is done voluntarily. Submissions, advocacy, wananga to break down the RMA and make it understandable for our people, training and education, kaitiaki monitoring, research, capacity and capability building, report-writing etc is all unpaid. When we seek funding support from LGA's we are turned down or told that there are no funds available. There is almost no funding support for the work we do for our people.”

- 25 groups (19 per cent) said 80–100 per cent of both RMA and other environmental work was paid (figure 7).

Figure 7: Groups with paid RMA and environmental work



There is no significant difference between the proportion of paid versus volunteer work, for RMA work and other environmental work.

There has been no significant change in the proportion of paid versus volunteer work between 2012 and 2019.

As might be expected, settled groups report less voluntary and more paid work than non-settled groups, across all work.

Settled groups – 48 per cent said:

- 0–20 per cent of RMA work was voluntary, indicating that the other 80 per cent+ of their work is paid
- 38 per cent of wider environmental work was voluntary, indicating that the other 62 per cent+ of their work is paid.

For **non-settled groups** these numbers rise significantly – 72 per cent said:

- 0–20 per cent of RMA work was voluntary
- 73 per cent of wider environmental work was voluntary.

4. RMA tools and processes

In this section of the survey, we asked respondents to rate the usefulness of various RMA tools and processes, including:

- planning tools and processes
- consent-related tools
- monitoring tools
- relationship tools/agreements.

If a group hadn't used a tool, they were asked why. These responses were categorised into themes (tables 4–6).

4.1 Planning tools and processes

We asked about the usefulness of the following:

- iwi/hapū management plans
- consultation
- commenting on draft plans
- submissions on regional/district plans
- attending regional/district plan hearings.

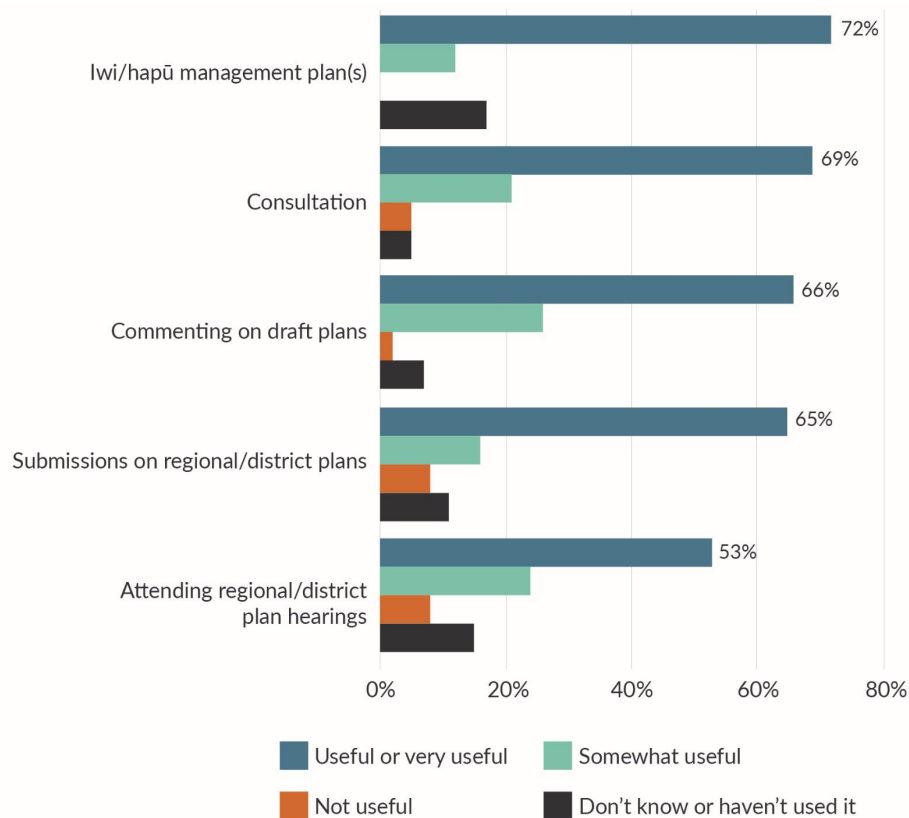
4.1.1 Usefulness

Respondents rated iwi/hapū management plans as useful or very useful (72 per cent), followed by consultation (69 per cent).

Although planning tools and processes were considered useful, there were comments that the degree of usefulness depended on the capability of council staff to implement them.

“eg, making an applicant demonstrate how they have taken into account an IMP or when developing policy or plans; submissions on plans and attending hearings are only useful when the staff reports are prepared by staff with a high level of understanding of issues Māori”.

Figure 8: Usefulness of planning tools



4.1.2 Unused planning tools and processes

Groups that selected 'NA/haven't used it' were also asked why. In summary:

- the most common reason was that councils were not properly implementing the tool or process:

"Commenting on draft plans ... is somewhat useful but our experience tells us that commenting often falls on deaf ears and no real change, improvement or growth occurs for our whānau, hapū, marae and iwi."

- respondents often cited resourcing constraints as a reason, or that the tool/process was inadequate in some way:

"The only time parts of our submission appear in regional/district plans is when there are 'feel good' stories that show a positive light."

"There are no operative iwi management plans – if they were in place they have no real statutory authority – only generate more consultation which does not help iwi much."

Table 4: Reasons for not using some RMA tools

Themes	Sub-themes	Count	Total
Perceived inadequacy	Council not properly implementing tool/process	3	5
	No interest from council in joint decision-making	1	
	Consultation does not have the intended outcome	1	
Resourcing	Capacity	1	3
	Capability	1	
	General resourcing	1	
Other	Mandate issues	1	1

4.2 Resource consent tools/processes

We asked about the usefulness of the following:

- pre-application consultation with applicants
- submissions on consent applications
- cultural impact assessments or cultural value reports
- standard consent conditions
- consent hearings
- appeals
- court/council-run mediation.

4.2.1 Usefulness

The three top-rated tools/processes were:

- cultural impact assessments, seen as useful or very useful (74 per cent)
- standard consent conditions (62 per cent)
- pre-application consultation with applicants (61 per cent).

The most useful resource consent tools/processes have remained the same as in the 2012 survey.

The greatest change since 2012 was in submitting on consent applications. The useful/very useful response dropped from 65 per cent to 54 per cent. One group described the process as “frustrating”:

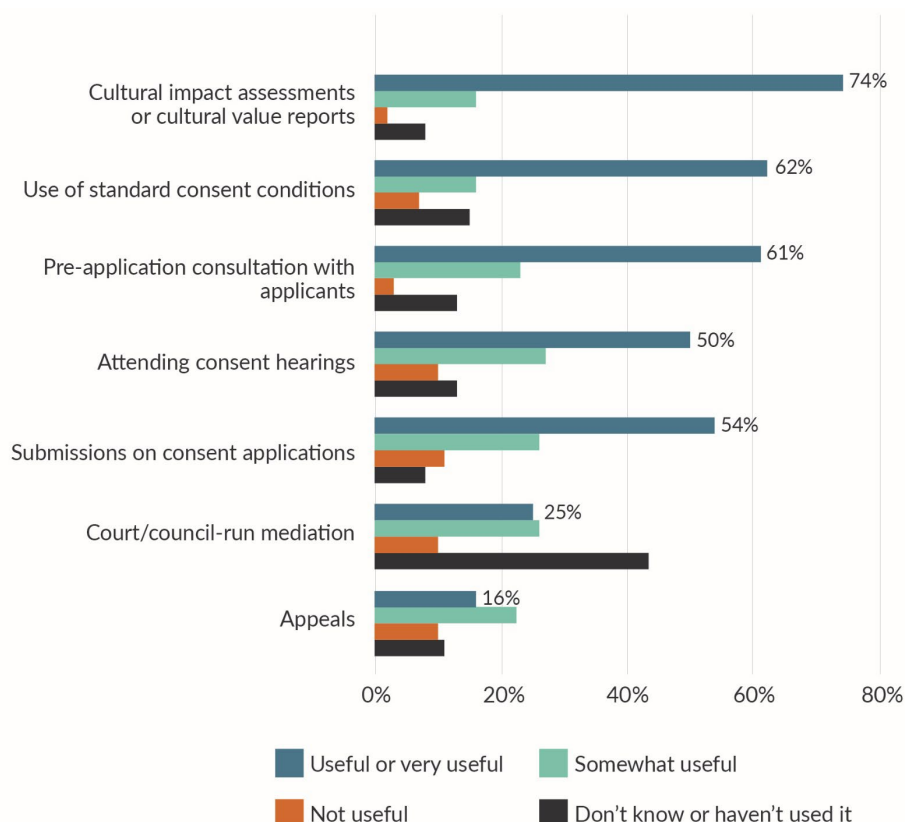
“We receive resource consent applications that are incompletely filled in, no data on monitoring of current consent, no information about whether the consent is a replacement or a reduction/increase on take. We feel as though they just need us to tick a box.”

One group’s perception of standard consent conditions contradicted the consensus that they were either useful or very useful, alluding to council staff capability or willingness influencing their usefulness:

“There is a difficulty in council staff incorporating those requests into the final decision which makes them less useful. [Similarly,] CEA’s [Cultural Effects Assessments] are useful but again it requires processing officers understanding the recommendations and including those in the consent conditions.”

For 18 per cent, appeals were not applicable, or they hadn’t used them; 16 per cent said the same for court/council-run mediation.

Figure 9: Usefulness of RMA consent tools



4.2.2 Unused resource consent tools

Groups that selected ‘NA/haven’t used it’ were also asked why.

The reasons were: resourcing constraints (time or funding); no opportunity; no need (or a reduced need) to use them. On resource consents, one respondent noted:

“We find this most frustrating. We receive resource consent applications that are incompletely filled in, no data on monitoring of current consent, no information about whether the consent is a replacement or a reduction/increase on take. We feel as though they just need us to tick a box.”

Table 5: Reasons for not using some resource consent tools

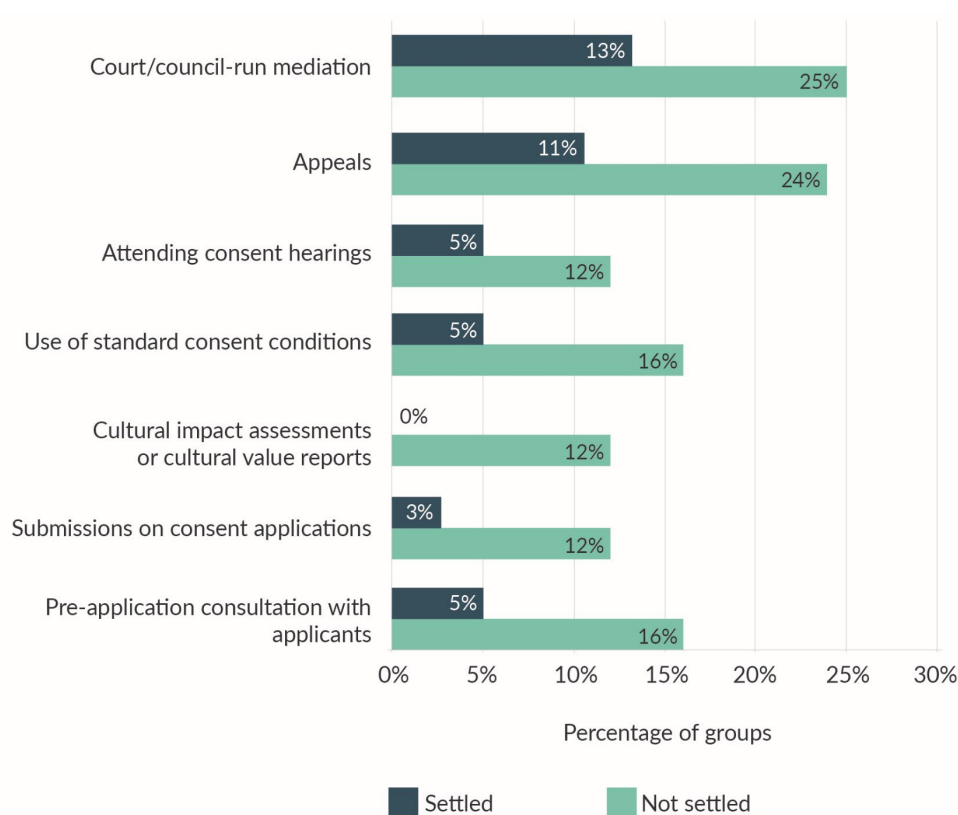
Themes	Sub-themes	Count	Total
No need for the tool	No need for mediation or appeals as group is investing in relationships	2	5
	Not needed	2	
	Increasingly less need	1	

No opportunity provided	Council doesn't engage the group for pre-application consultation	2	4
	Engagement for pre-application consultation is too late to effectively respond	1	
	'Council malevolence'	1	
Lack of resourcing	Group's lack of capacity or capability	2	2

4.3.3 Effect of Treaty settlement status on resource consent tools/processes

Non-settled groups were more likely to say a tool/process did not apply to them, or they hadn't used it (figure 10).

Figure 10: Non-applicable/unused resource consent tools, by group



4.3 Monitoring tools

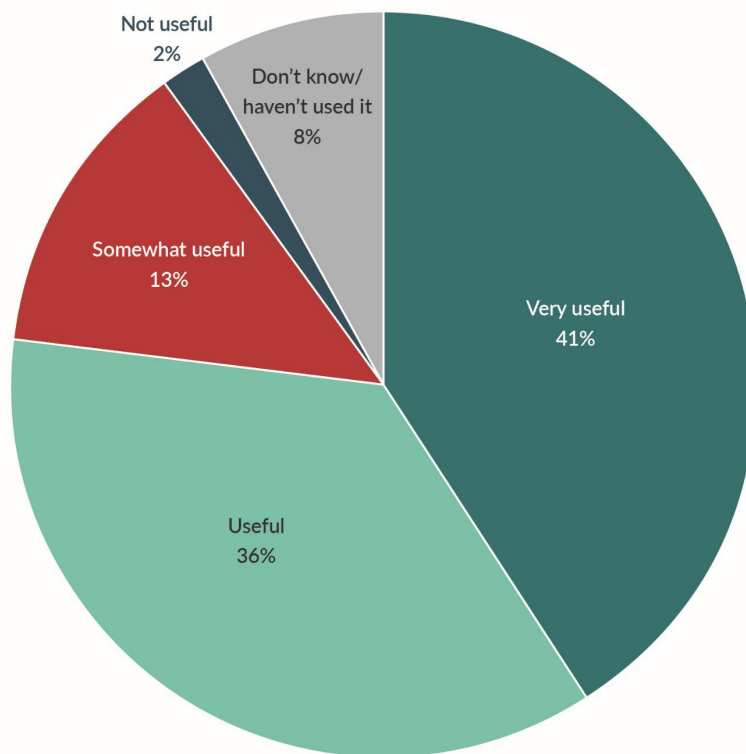
We asked about the usefulness of cultural/environmental monitoring (eg, Cultural Health Index). In summary:

- for 77 per cent of groups, the monitoring tools were either useful or very useful
- the 'not applicable/haven't used' groups cited the high costs of designing and implementing monitoring frameworks as a key reason. They also noted that this resourcing should be provided:

"To establish cultural monitoring programmes is hard work. No support or resourcing from authorities. Very hard work".

"These [methods] are people-resource hungry – therefore costly with respect to benefits".

Figure 11: Usefulness of cultural/environmental monitoring



4.4 Relationship tools/agreements

We asked about the usefulness of:

- relationships agreements such as memoranda of understanding, statutory acknowledgements, protocols and accords
- iwi/Māori representation on council committees
- consultation on the appointment of iwi commissioners (new category for the 2019 survey)
- joint management agreements (JMAs) with local councils.

4.4.1 Usefulness

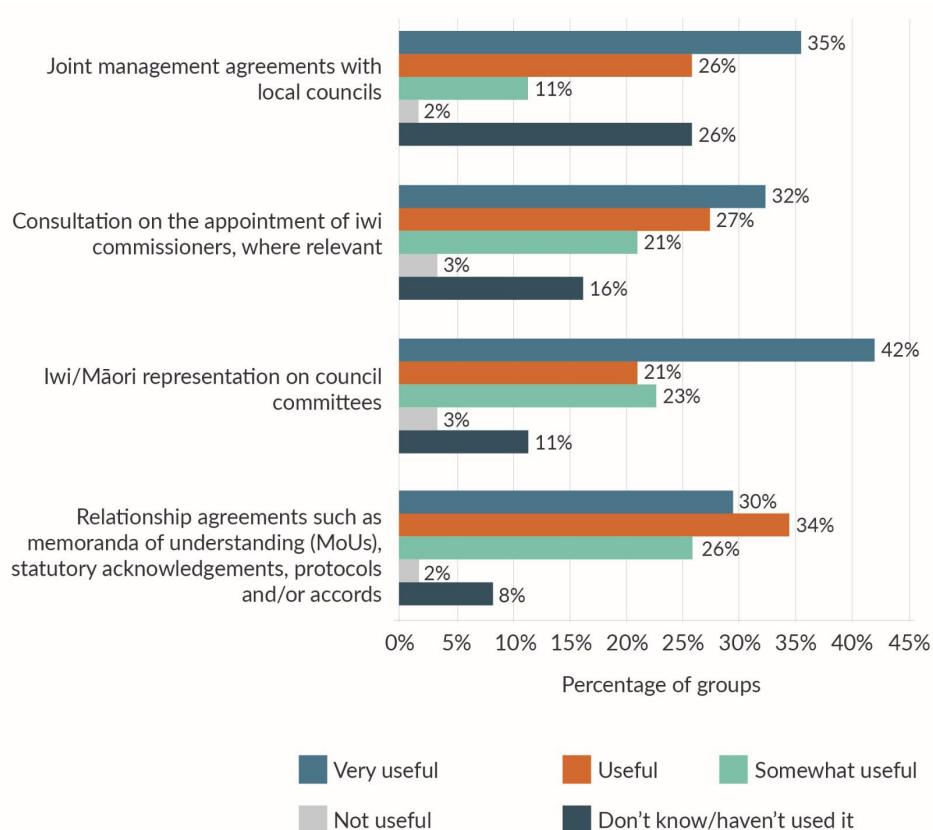
Most groups (between 59 per cent and 64 per cent of groups) found the relationship tools/agreements available very useful or useful.

The three most useful relationship tools/agreements were:

- iwi/Māori representation on council committees: very useful (42 per cent)
- JMAs: very useful (35 per cent)
- consultation on the appointment of iwi commissioners: very useful (32 per cent).

For 26 per cent of groups, JMAs were either not applicable, or they hadn't used one.

Figure 12: Usefulness of relationship tools/agreements



4.4.2 Unused relationship tools/agreements

Groups that selected 'NA/haven't used it' were asked why. Below are their reasons.

- They cited resourcing constraints, or thought the tool was inadequate:

"Time is needed to be able to exercise these. We are a small team and we have to prioritise what we do. We also do not want to be spending time doing things that do not deliver a benefit to our people".
- Another recurring message was that Māori representation on committees and hearing panels was not as effective as it could be. The reasons included dominant western cultural paradigms dictating who was appointed to committees, and Māori representatives being unable to challenge majority views.

Table 6: Reasons for not using some relationship tools/agreements

Themes	Sub-themes	Count	Total
Perceived inadequacy	Poor council relationship/willingness	4	8
	Options don't provide enough power/influence to challenge the majority	2	
	Accords and JMAs aren't delivering outcomes	1	
	Cultural bias limits who can sit on committees	1	
Resourcing	Internal capacity and capability	3	4
	Cost of participation	1	
Other	Group hasn't settled yet	1	1

4.4.3 Effect of Treaty settlement status on the usefulness of relationship tools

Non-settled groups were more likely to say a relationship tool was not applicable to them or they hadn't used it (figure 13).

Figure 13: Non-applicable/unused relationship tools, by group

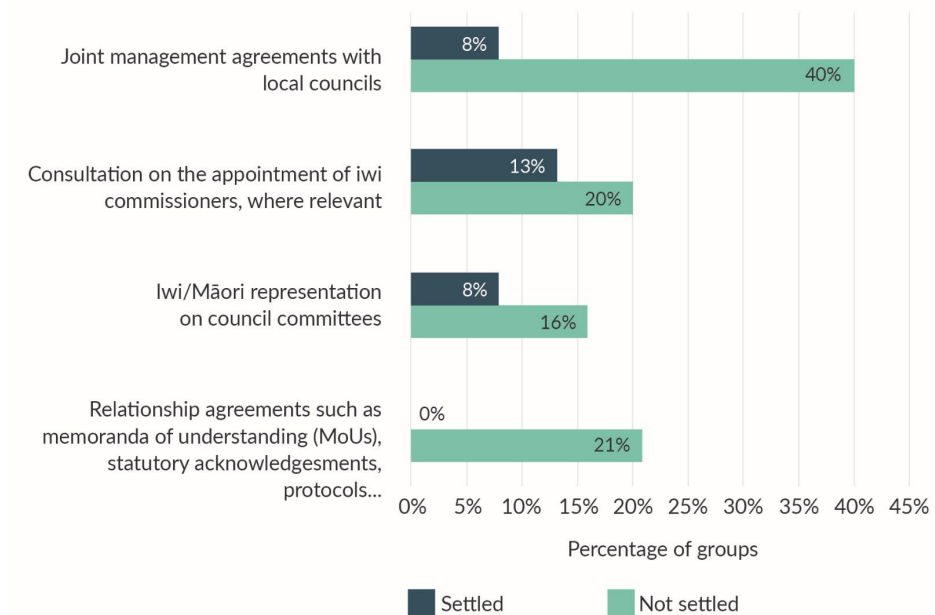


Table 7: Usefulness of RMA tools and processes

Tool/process	Useful/ very useful (%)	Somewhat useful (%)	Not useful (%)	Don't know/ haven't used (%)
Cultural/environmental monitoring (eg, Cultural Health Index)	77	13	2	8
Cultural impact assessments or cultural value reports	74	16	2	8
Iwi/hapū management plans	71	12	0	17
Consultation	69	21	5	5
Commenting on draft plans	65	26	2	7
Submissions on regional/district plans	65	16	8	11
Relationship agreements such as memoranda of understanding (MoUs), statutory acknowledgements, protocols and accords	64	26	2	8
Iwi/Māori representation on council committees	63	23	3	11
Standard consent conditions	62	16	7	15
Pre-application consultation with applicants	61	23	3	13
Consultation on the appointment of iwi commissioners	60	21	3	16
JMAs with local councils	60	12	2	26
Submissions on consent applications	54	26	11	8
Attending regional/district plan hearings	53	24	8	15
Attending consent hearings	50	27	10	13
Appeals	44	23	10	23
Court/council-run mediation	38	26	10	26

5. Mana Whakahono ā Rohe

Mana Whakahono ā Rohe agreements (MWaR) are a relatively new RMA tool that came into force in 2017. They are designed to assist tangata whenua and local authorities to discuss, agree and record how they will work together under the RMA. Importantly, they give an iwi authority certainty that when they initiate a MWaR, the local authority must respond, start negotiations, and conclude the MWaR within 18 months (unless the parties mutually agree otherwise).

We asked groups whether they were aware of MWaR; whether they had considered initiating one (and if not, why not); and what assistance they would find most valuable in developing a MWaR.

Sixty groups responded:

- 49 groups (82 per cent) were aware of MWaR
- 14 (23 per cent) had considered initiating a MWaR, or were in talks with their council about initiating one
- 6 (10 per cent) reported they had initiated a MWaR
- 23 (38 per cent) had not considered initiating a MWaR.

Question 19 asked, 'What assistance would be valuable in helping you to develop a MWaR?' This included five categories of assistance, plus 'other':

- funding
- templates/examples of best practice
- council expertise
- guidance
- Ministry for the Environment expertise
- other (please specify).

Funding was named by 16 groups (27 per cent) as the most valuable form of assistance. However, 23 groups (38 per cent) also chose 'other'. Of this group, nine said all the options would be valuable. Groups that chose 'other' also noted external factors that might help, including:

- broader policy reform
- building/improving cross-cultural capability and understanding
- improving existing relationships
- better implementation of the RMA by councils.

There were 23 groups (38 per cent) that had not considered initiating a MWaR. The reasons are set out in table 7. Some of the comments include:

"This process incorporates western values ... it marginalizes hapū or iwi authority over their rohe, when all that is needed is to sit down and have a conversation with the right people and a cup of tea."

“We could burden ourselves with responsibilities and costs that we can't service ... there is a risk that if we enter into an agreement now, we have to wait 6 years to adapt to changes and we just aren't ready yet to understand what that future might look like”.

Many reasons for not initiating a MWaR did not respond directly to the question, but were still insightful. For example, one group suggested there was value in running a pilot, saying they were “waiting to see what the benefits/outcomes are from an actual working example”.

Figure 14: Responses to: ‘Have you considered initiating a Mana Whakahono ā Rohe?’

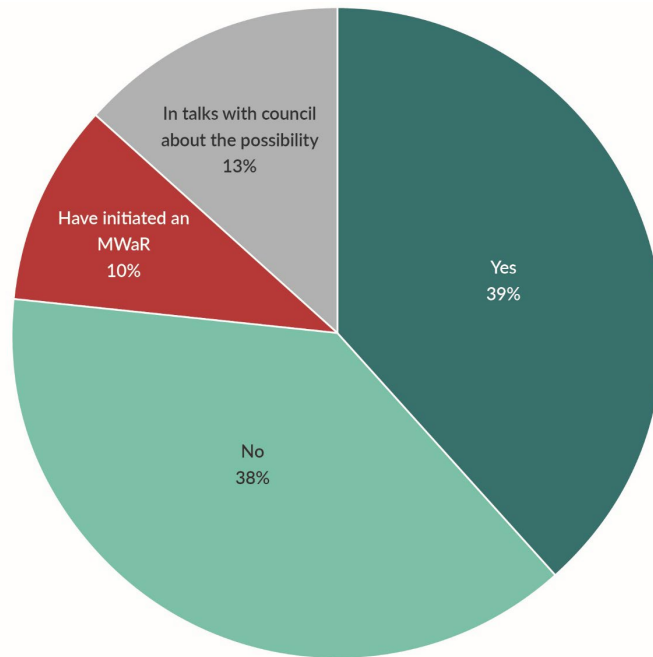


Figure 15: Assistance rated most valuable for a MWaR

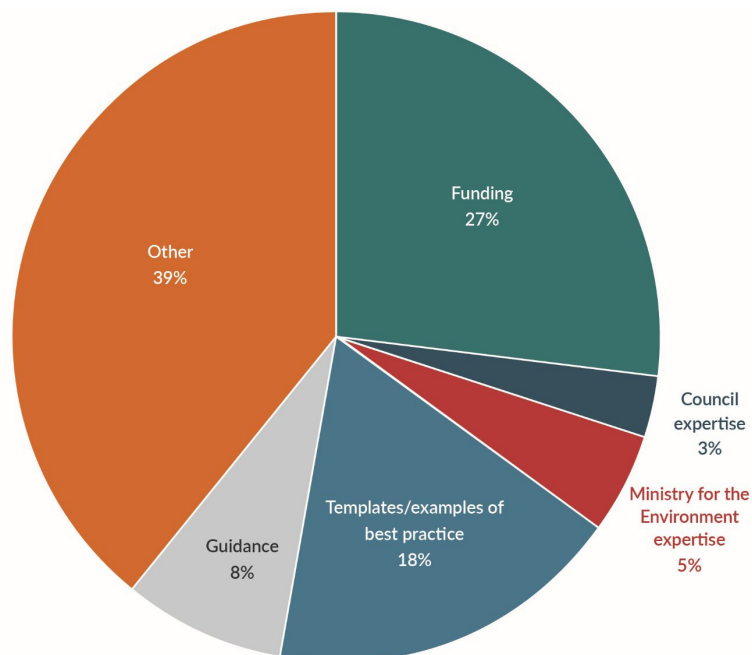


Table 8: Reasons for not initiating a MWaR

Themes	Sub-themes	Count	Total
Precursors to initiating a MWaR	We want to discuss with our people first	4	10
	We want to see successful examples first	2	
	We want to develop an iwi management plan first	1	
	We want to develop a relationship first	1	
	We want to prepare a foundation first	1	
	We want to settle our Treaty claim first	1	
Perceived inadequacy	Duplicates existing relationships/redress mechanisms	2	6
	Council have a negative attitude towards sharing power	2	
	The scope for a MWaR is not holistic enough	1	
	Concern that a MWaR will take away the voice of hapū	1	
All/most of the above	All/most of the above sub-themes	4	4

6. Funding for groups

This section of the survey asked about how groups are funded, and the sources and type of funding. We also asked what groups most needed funding for, and what other types of support they received from their local council.

6.1 Sources of funding

Question 22 asked participants to identify their top two sources of funding, from the following categories:

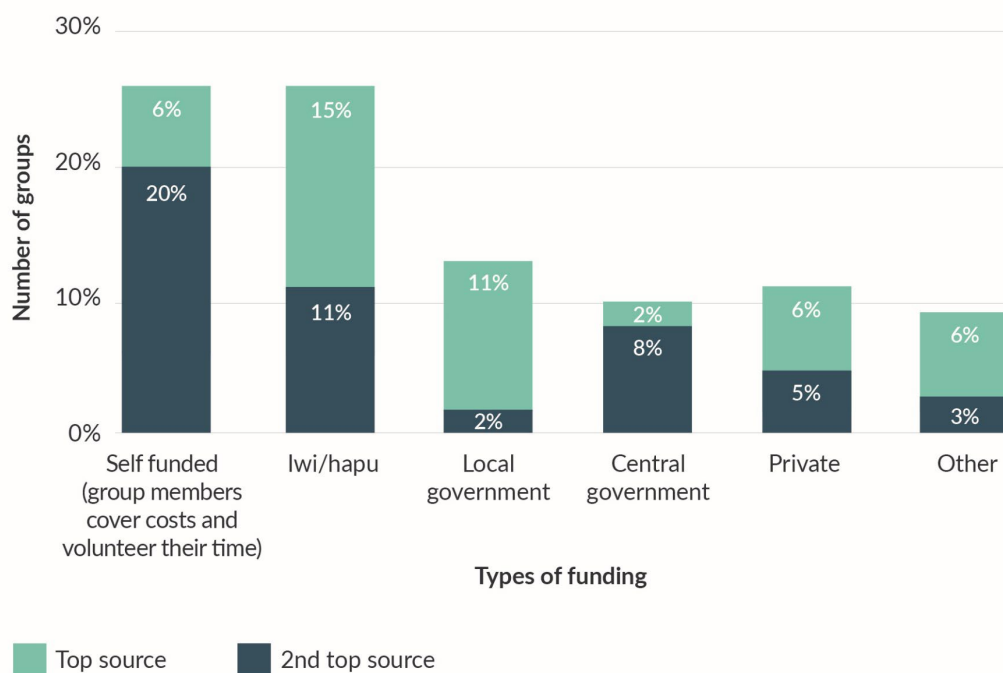
- self-funded (group members cover costs and volunteer their time)
- iwi/hapū
- local government
- central government
- private
- other.

The top sources of funding were:

- self-funded (61 per cent)
- iwi/hapū (32 per cent).

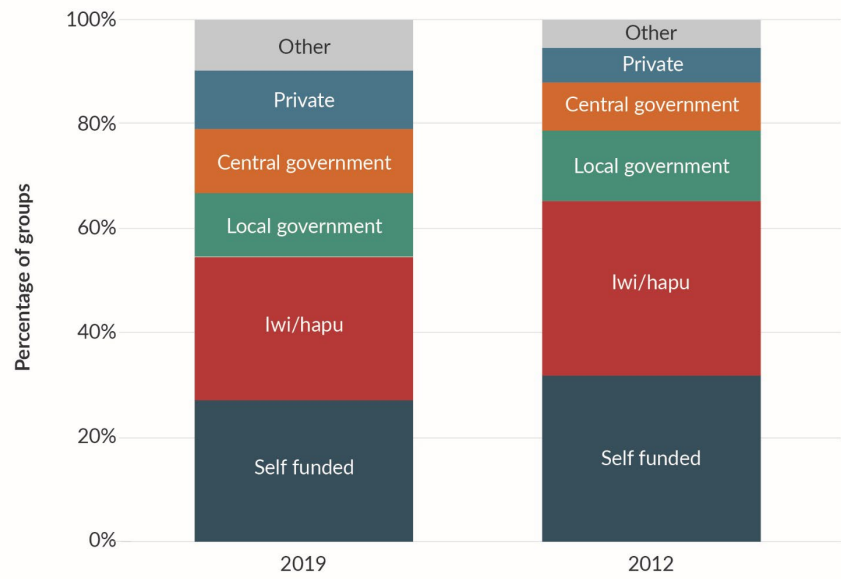
For 54 per cent of groups, self-funding and iwi/hapū were their first or second top sources.

Figure 16: Funding by top two sources of funding



The top sources of funding don't appear significantly different from 2012 survey data (figure 17).

Figure 17: Sources of funding: 2019 and 2012



Question 23 asked if the groups received any government funding, and what it was used for. We received responses from 52 groups. The three top uses for government funding were:

- specific projects (56 per cent)
- participating in council structures/bodies (33 per cent)
- specific consultation processes (31 per cent).

Most groups (57 per cent) said the type of funding was generally one-off (ie, for a specific project or event).

Figure 18: Use of government funding

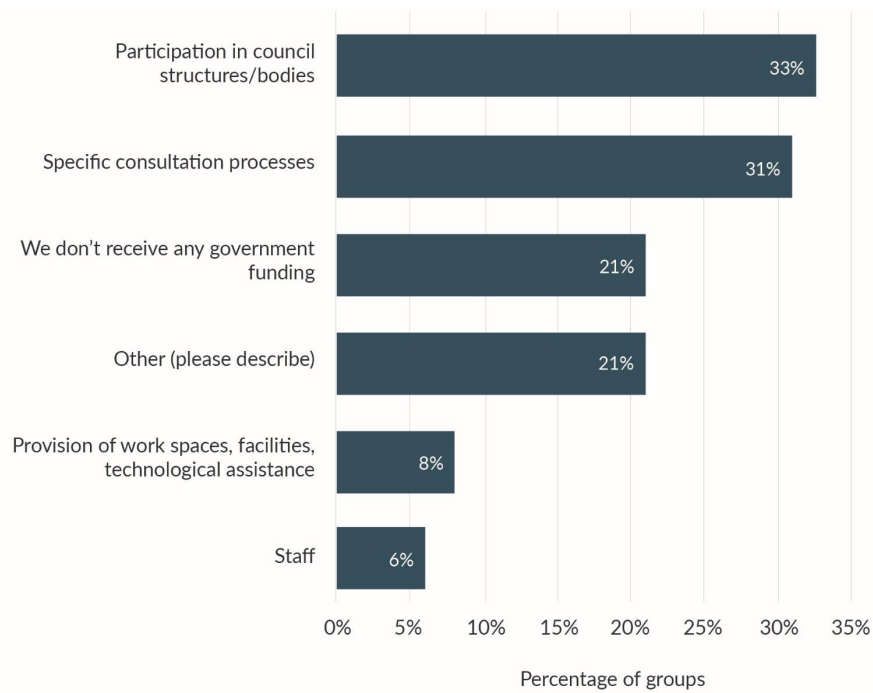
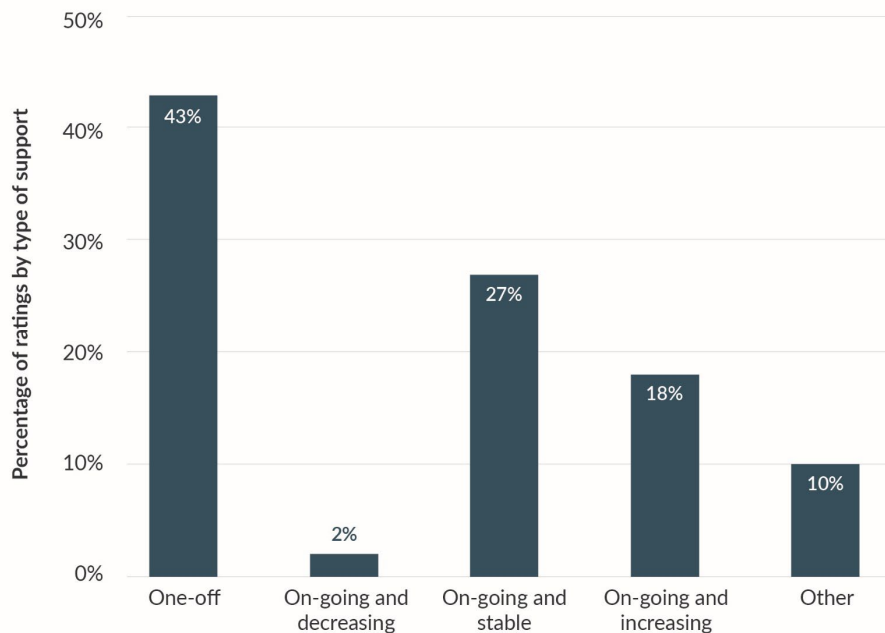


Figure 19: Type of government funding



6.2 Funding needs and priorities

Groups were asked what they most needed funding for. Table 9 below shows the responses, by theme. Figure 20 shows the percentage of responses, by theme.

Capacity

The most pressing need was to build capacity (46 per cent). This included:

- RMA capacity:

“[We most need funding] to properly execute our kaitiaki responsibilities as opposed to agents of the Crown.”

- operations/management
- consultation/engagement:

“We are constantly being ‘consulted’ on matters by government (local and central) and we are expected to provide thorough advice and comment using volunteers or our meagre resources.”

In 2012, the most common priorities for funding were:

- wages, staff costs and paying for people’s time (37 per cent)
- iwi and hapū environmental plans, projects and initiatives (eg, environmental restoration, enhancement and monitoring) (23 per cent)
- building staff capability (eg, training, professional development, scholarships) (17 per cent).

Implementation

The second most pressing need was implementation (14 per cent). This included:

- environmental conservation and restoration
- land asset maintenance and development (includes marae papakainga)
- general implementation.

Capability

For the 11 groups that prioritised capability, their needs were:

- geographical information systems
- policy and planning
- mātauranga and science
- strategy.

One described the sector as reactive, which makes planning for capacity difficult:

“Though we are a charitable organisation that sits within a reactive space it is hard to determine what and how much mahi is going to come through our doors within that financial year to ensure staff security.”

Another commented that the high capacity costs demanded by the sector ultimately returned little value to their group:

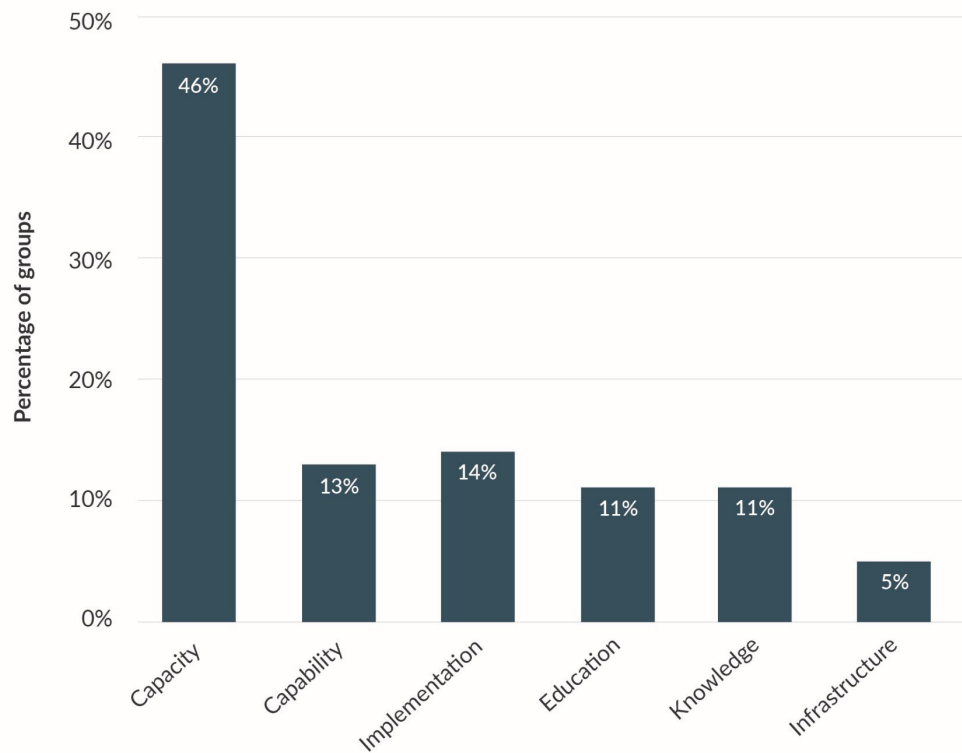
“There are high costs to participation and little to no deliverable outputs back to the iwi members. We are constantly in a reactive state and not driving forward with taiao projects”.

Table 9: Funding needs

Themes	Sub-themes	Count	Total
Capacity	Dedicated RMA capacity	12	39
	General capacity	12	
	Consultation/submissions/government participation capacity	8	
	Operations/management/coordination	7	
Implementation	Environmental conservation and restoration	7	12
	Land asset maintenance and development (includes marae papakainga)	3	
	General implementation	2	
Capability	General	3	11
	Mātauranga/science	3	
	Planning	2	
	GIS	1	
	Strategy	1	
	Policy	1	
Education	General training/secondments	5	9

	RMA education	4	
Knowledge	Enhance/restore/build mātauranga/research	4	9
	Surveying and monitoring	3	
	IMPs	2	
Infrastructure	Tools, equipment and technology	3	4
	Transportation	1	

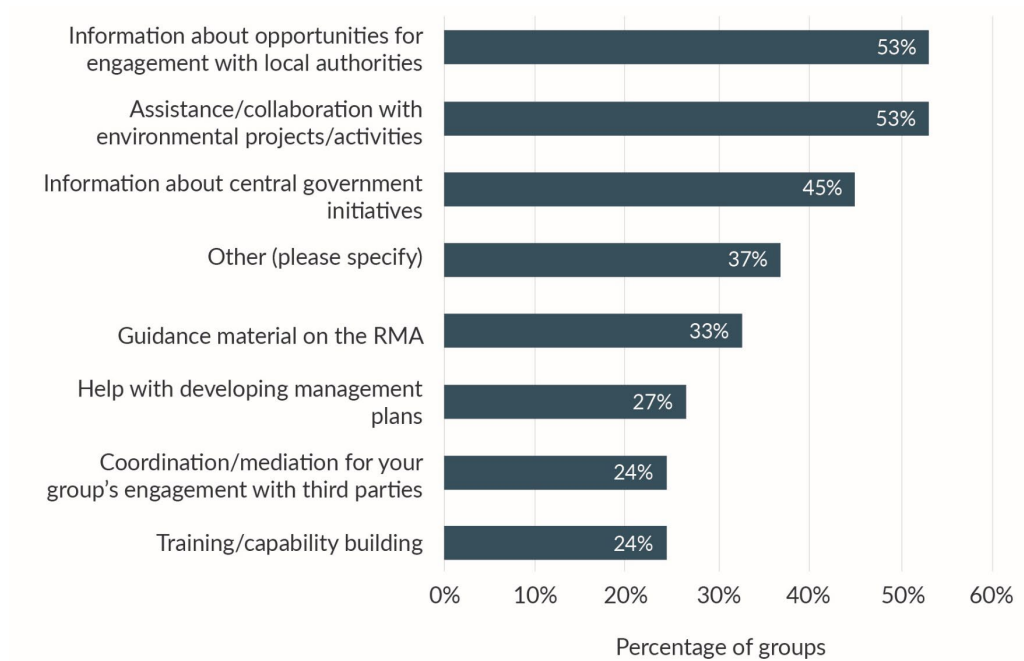
Figure 20: Funding needs by theme



6.3 Other council support

Question 26 asked what other types of council support helped with RMA and environmental work. Figure 21 shows the responses to this multiple choice question.

Figure 21: Other types of council support



Other types of council support included:

- governance training
- contract work
- project oversight
- access to council processes.

Three groups felt that access to council funding was only conditional on whether the purpose of funding met council objectives, and that this was unacceptable to them.

Another three noted their council provided none of these types of support to them.

Importantly, one group commented they “probably give as good as they get”, recognising that groups also support councils in a number of ways.

7. RMA expertise

This section of the survey asked where groups get their expertise from, how easy it is to get, and how much a lack of expertise hinders participation.

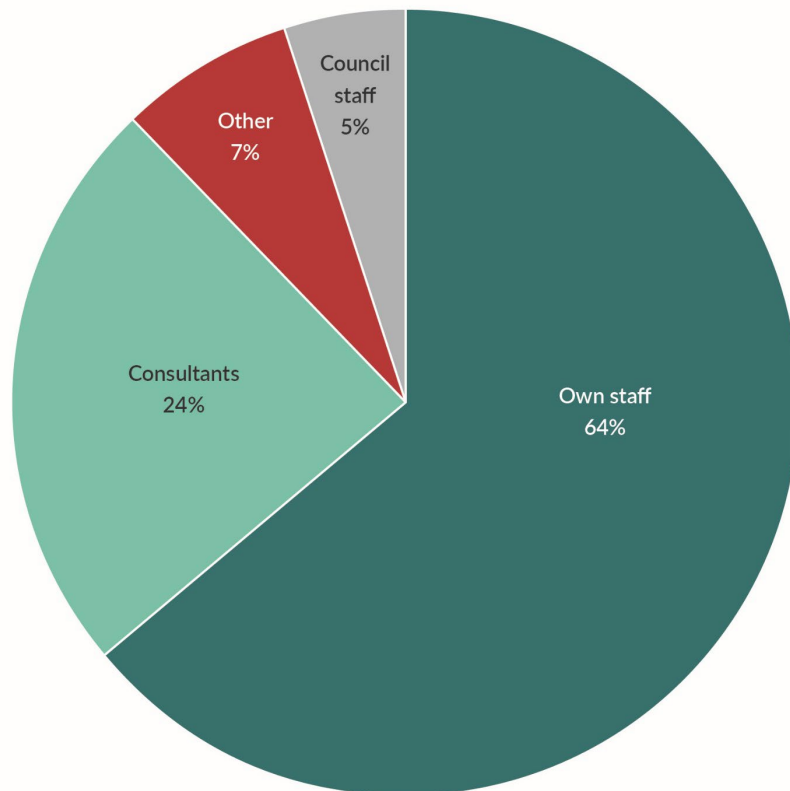
We added new questions about difficulties accessing expertise. A consistent message we hear from iwi/hapū is that while RMA capability or expertise is necessary to participate fully in the RMA, it can be difficult to acquire.

7.1 Sources of RMA expertise

The majority get their expertise from their own staff (64 per cent).

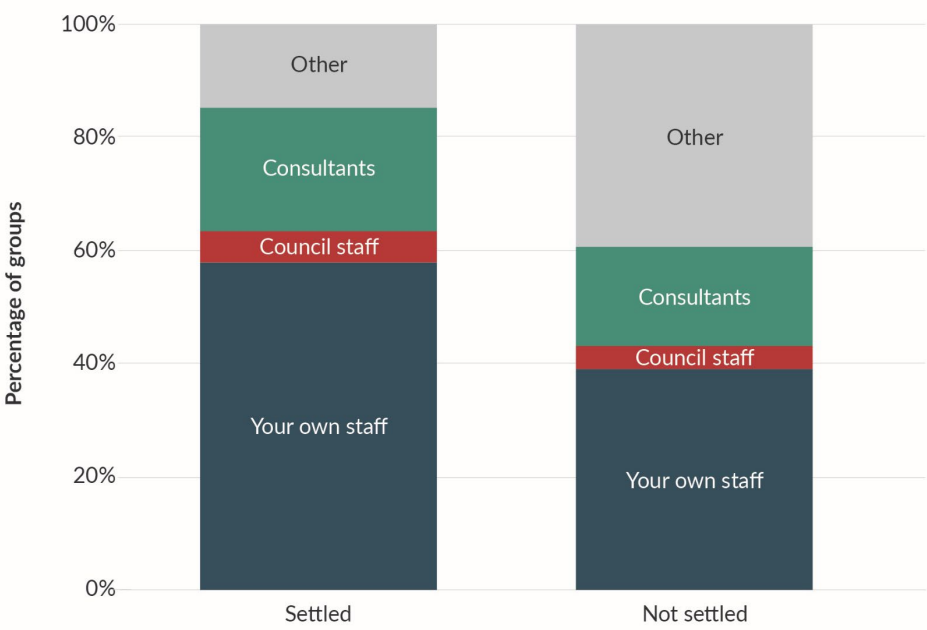
Twenty-four per cent get their expertise from consultants.

Figure 22: Sources of RMA expertise



As might be expected, settled groups use their own staff's expertise more than groups yet to settle.

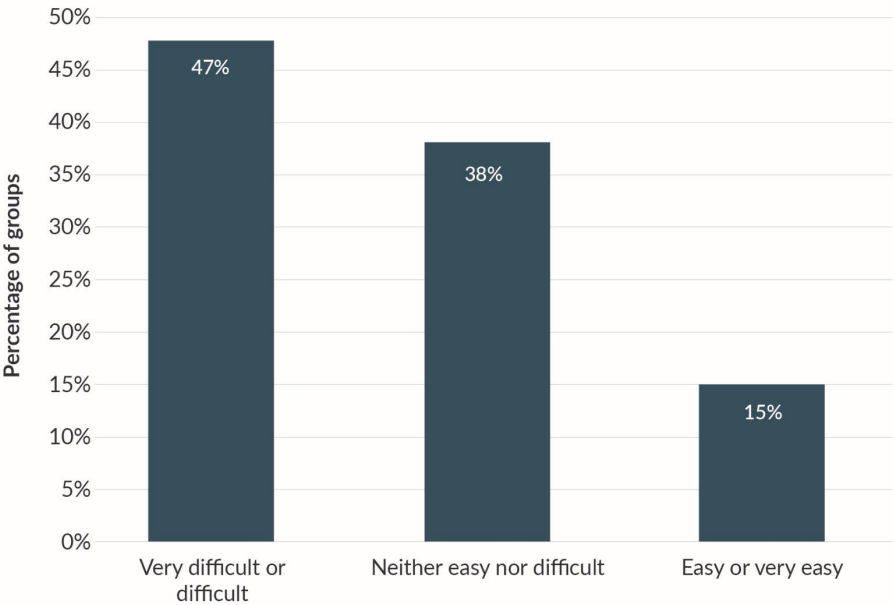
Figure 23: Sources of RMA expertise, by group



7.2 Accessing RMA expertise

Accessing RMA expertise was considered difficult or very difficult by almost half of groups (47 per cent). Only 15 per cent found it easy or very easy.

Figure 24: Access to RMA expertise

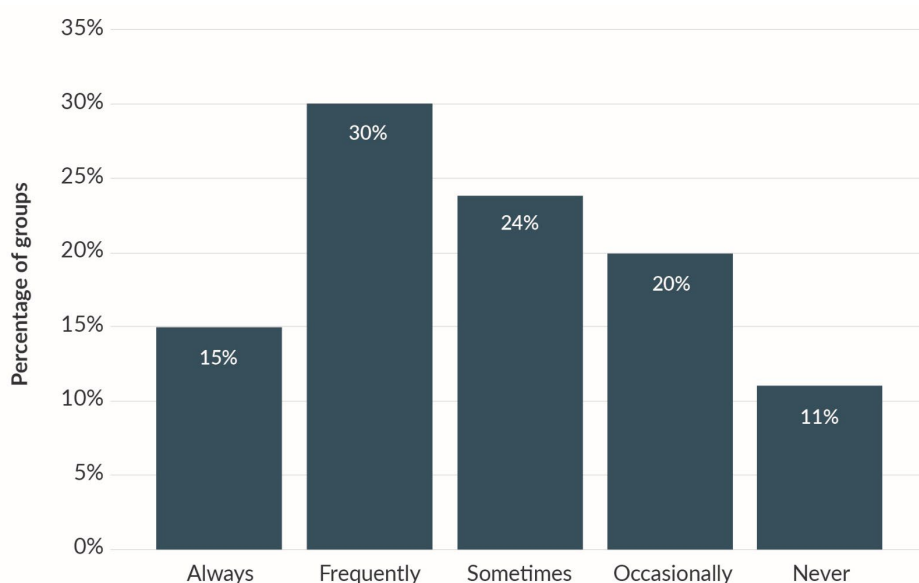


Question 29 also asked how often a lack of RMA expertise is a barrier to participating effectively in RMA processes. About 45 per cent of groups found it always or frequently a barrier.

“Councils pay experts to provide them with advice but we have to find funds to pay consultants and use our own volunteers to advise on Council plans, etc.”

“Due to lack of capacity, being able to access people with RMA expertise to provide research capability, can be difficult.”

Figure 25: How often a lack of RMA expertise hinders participation



We also asked groups to explain their responses to question 29. Table 10 lists their responses, by theme.

Most responders described other factors as being more of a barrier – such as the broader ineffectiveness of the resource management system to combat environmental degradation:

“I get the expertise, but the measure of effectiveness for the community I serve, amounts to very little to nothing helpful based on the evidence of continued environmental degradation in the form of pollution one way or another.”

RMA capacity was also cited as more of a barrier than RMA expertise – as in this detailed response:

“I do the same job as a council – consents, policy, plans (coastal, water, air, land), compliance, monitoring quasi-judicial, oversee budgets, search for funding, reporting (iwi, hapū, whānau & sometimes councils and other funders), administration, etc. Same (if not more) than that of a council who spread the efforts across maybe 40 or more staff. [This is] totally unfair. [It is] a total imbalance of power and resourcing. We actually fill the gap for councils’ lack of capacity re: Māori issues with plan & policy development, integrating mātauranga, etc. So we do part of their job for them.”

Table 10: Explanations about lack of RMA expertise

Themes	Sub-themes	Count	Total
Other factors beyond RMA expertise	The capacity to cope with volume, rather than expertise	4	9
	The effectiveness of the system to combat environmental degradation	3	
	The council interpreting expertise in a way that is beneficial for mana whenua	1	
	We have other priorities (Treaty settlement)	1	

Themes	Sub-themes	Count	Total
Other	Availability is variable	4	5
	Lack of expertise is an added drain on capacity	1	
Causes of lack of expertise	Isolated location	1	3
	Limited skill set among people	1	
	Limited skill set at whānau level	1	
Why it is a barrier	Developing RMA expertise is a huge investment	1	1

8. Engagement in RMA processes, and environmental initiatives

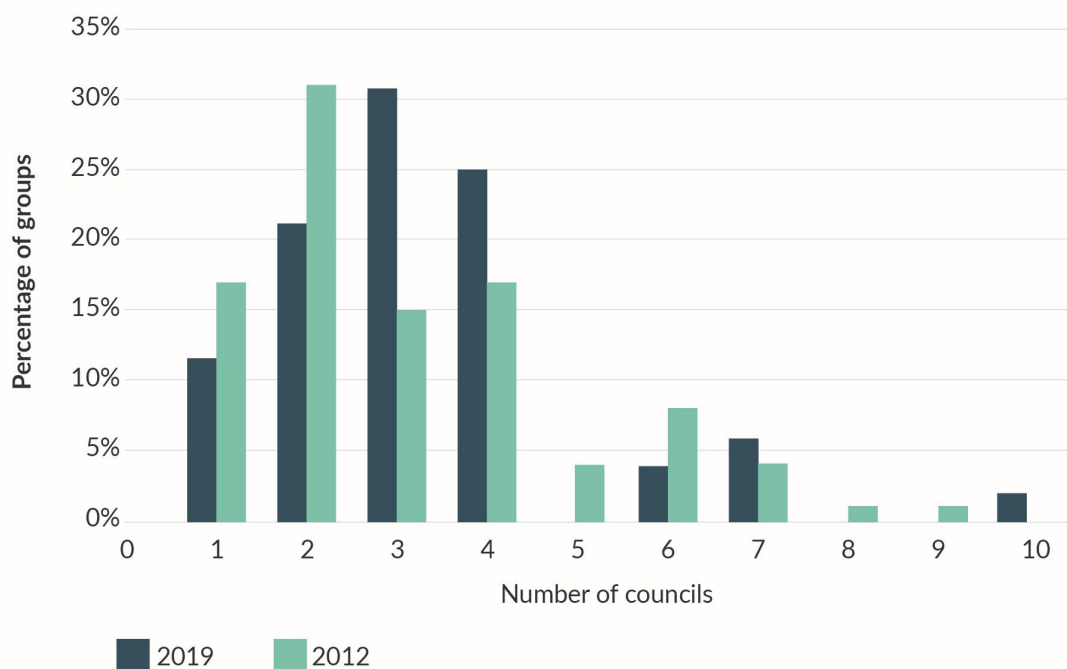
A large part of the survey focused on engagement in RMA processes, and other environment-related council programmes and projects. The aim was to compare the key issues against those in 2012. We also asked groups whether councils coordinated or collaborated on their engagement with them.

8.1 Council engagement

Question 30 asked groups how many different councils (including regional, city, district and unitary councils) they engaged with for their RMA work. Figure 26 compares the results with the 2012 survey. In summary:

- it is now more common for groups to engage with three councils rather than two
- groups whose rohe spans a wide area may engage with up to 10 different councils
- although the distribution has changed, there is no net change in the number of councils that groups engage with.

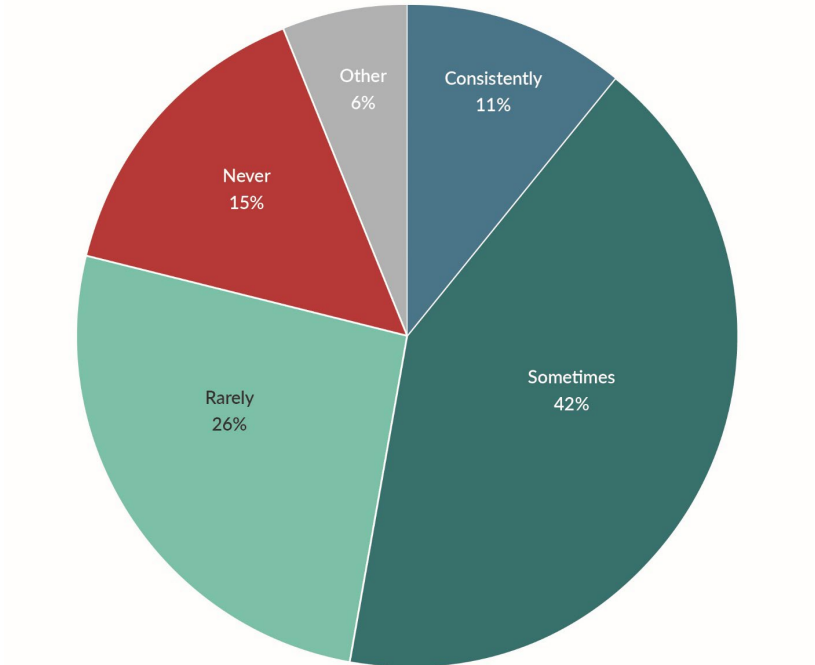
Figure 26: Number of councils that groups engage with: 2019 and 2012



Question 31 asked groups how often councils collaborated or coordinated their engagement with them. Figure 27 shows the results. In summary:

- for 41 per cent of groups, this never or rarely occurred; for 42 per cent it occurred sometimes.

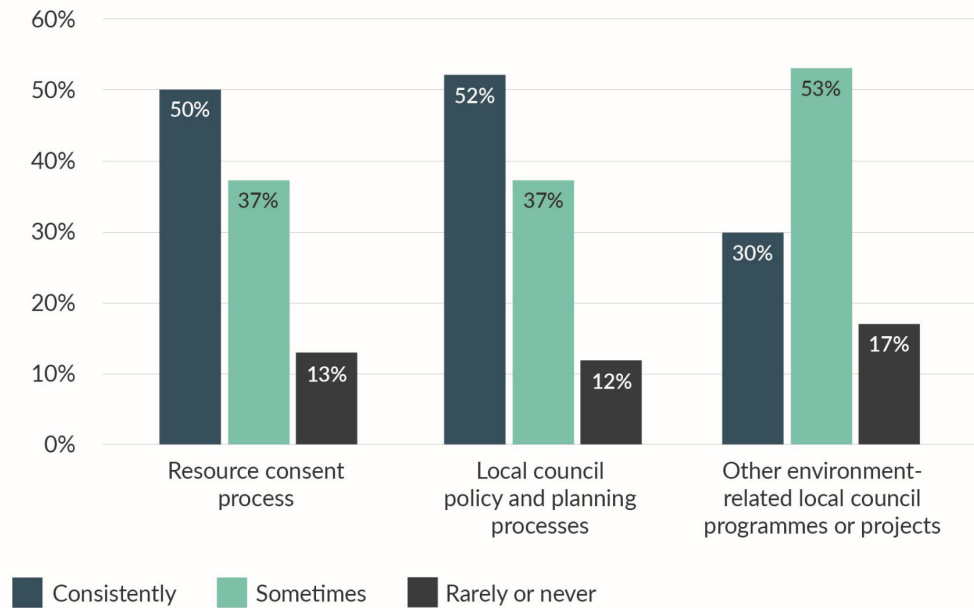
Figure 27: Frequency of council coordination on engagement



8.2 Frequency of council and central government engagement

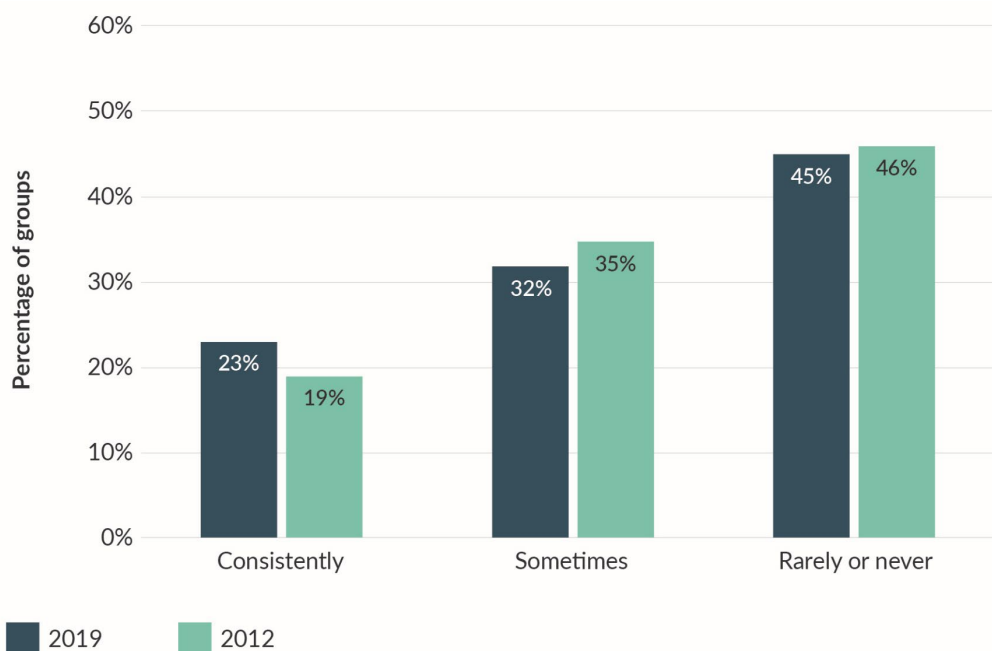
Question 32 asked groups how often their councils engaged with them in different processes. Figure 28 shows the results.

Figure 28: Frequency of council engagement



Question 33 asked how often central government engaged with them on national policy statements and environmental standards. Figure 29 compares the results with the 2012 survey.

Figure 29: Frequency of central government engagement: 2019 and 2012



Engagement by central government on national policy statements and environmental standards was rated worst – 45 per cent of groups indicated that it rarely or never occurred.³

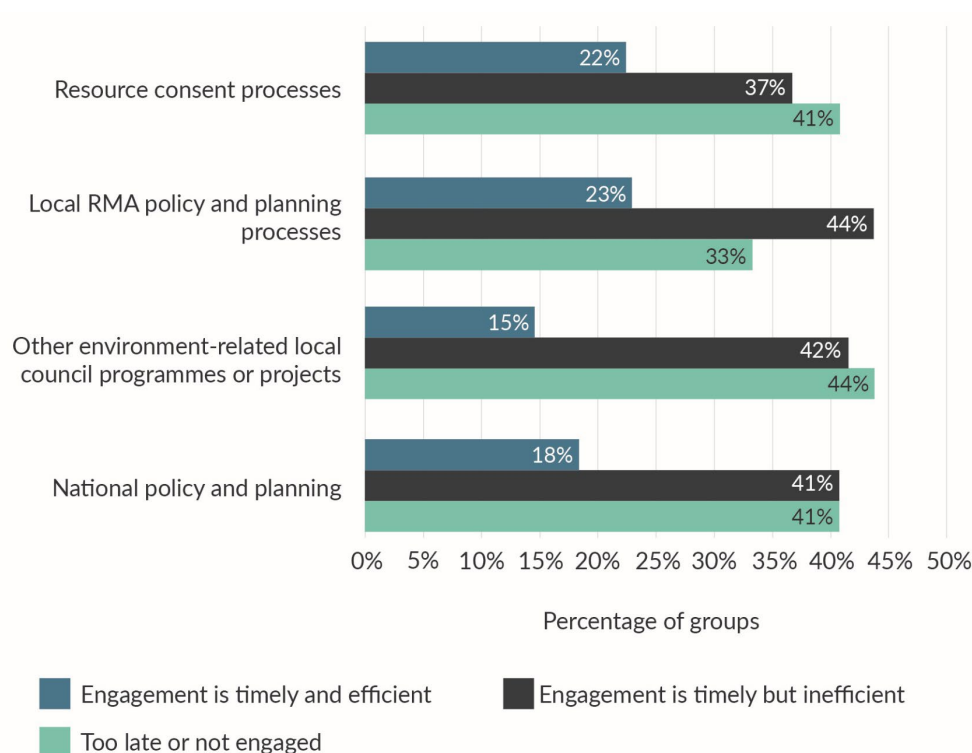
³ Between the 2012 and 2019 Kaitiaki surveys, the Ministry for the Environment engaged on seven national direction instruments. The Ministry holds itself accountable for engaging effectively with iwi, hapū, whānau and Māori groups, and these results will inform our future approaches to engagement.

8.3 Timeliness and efficiency of engagement

Question 33 asked groups to describe the timeliness (ie, early engagement) and efficiency (good use of time) of local or central government's engagement with them. Figure 30 shows the responses. In summary:

- across all work, groups tended to rate the engagement as mostly timely but inefficient (37–44 per cent). This is consistent with what we heard in 2012
- they rated engagement on resource consents processes, local council programmes and projects, and national policy and planning as too late or non-existent
- they rated engagement in local RMA policy and planning processes as better than in other areas. However, 33 per cent still rated it as too late or non-existent. This is consistent with what we heard in 2012.

Figure 30: Timeliness and efficiency of local and central government engagement



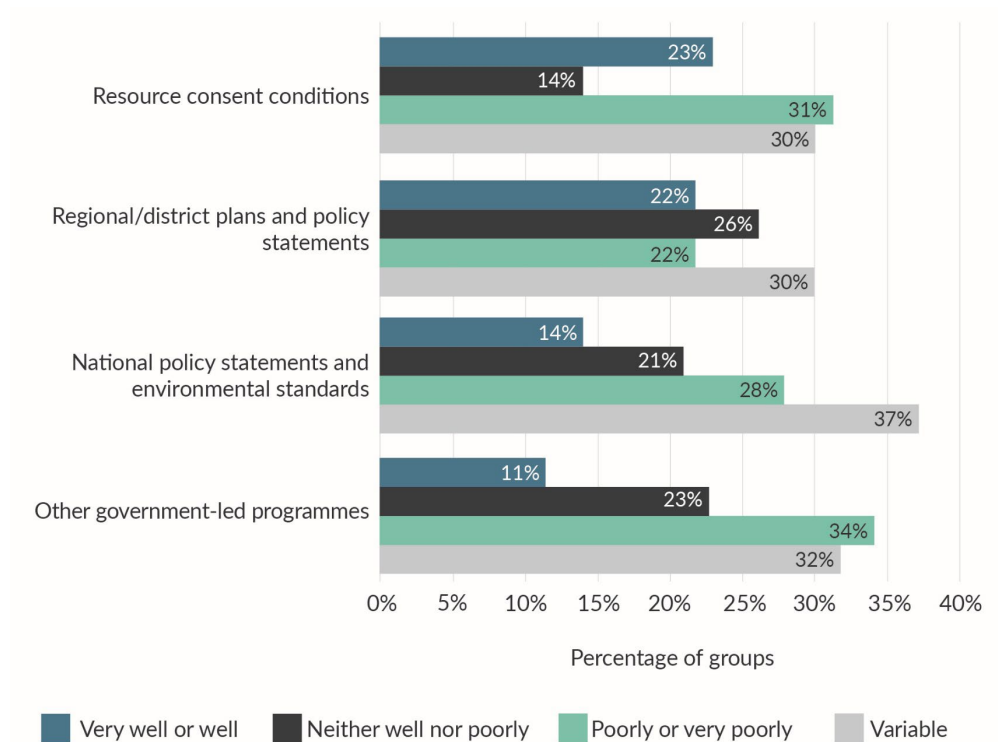
8.4 Effectiveness of engagement

Question 35 asked groups to rate the effectiveness of their engagement by considering how well or poorly their input was reflected in:

- resource consent conditions
- regional/district plans and policy statements
- national policy statements and environmental standards
- other government-led programmes.

Based on feedback from the 2012 survey, 'variable' was added as an option. Figure 31 shows these results.

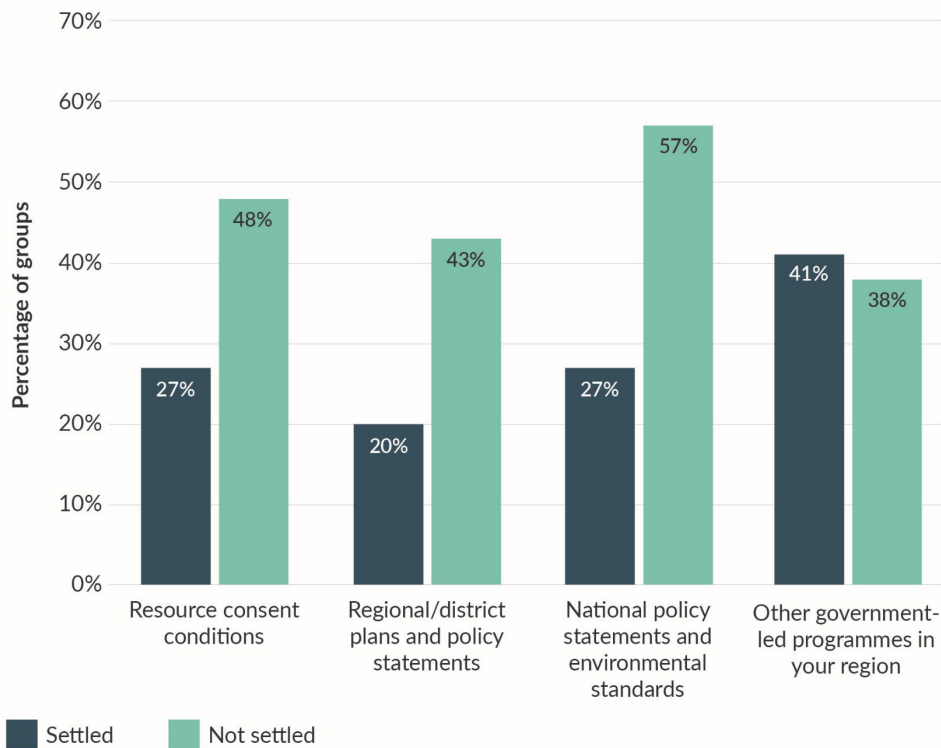
Figure 31: How well the processes reflect input



In summary:

- the perceived effectiveness of engagement on national policy statements and environmental standards, and other government programmes was considered poorer or more variable than other engagement
- non-settled groups were more likely to report that decision-making reflected their input poorly or very poorly; or that they weren't engaged (see figure 32).

Figure 32: Processes that reflect input poorly/very poorly/weren't engaged, by group



As part of question 35, groups could add comments. These described the factors that contributed to how well their input was reflected. Factors included the staff the group dealt with, the interpretation of their input, and their capacity to provide input.

One group noted that, due to their frustration with the lack of influence in the RMA system, they declined opportunities to participate:

“We stopped responding to water consents, even those being discretionary activities as Council always granted them anyway. Moumou taima [a waste of time].”

One particularly insightful comment was that early engagement could improve their influence:

“I think the pressure we apply influences but would rather work together at the conceptual stages of a lot of the planning so that we can see ourselves in the process from the outset rather than see ourselves retrofitted or tacked on to certain parts. Working together would be more efficient. Working together means sharing some of the resourcing and treating us like partners not public or stakeholders.”

Another group described the lengths that are sometimes required to have the desired level of influence:

“[Influence] varies but mostly is successful or nearer to desired outcomes when we appeal to the Environment Court”.

8.5 Influence on decisions about local environmental management

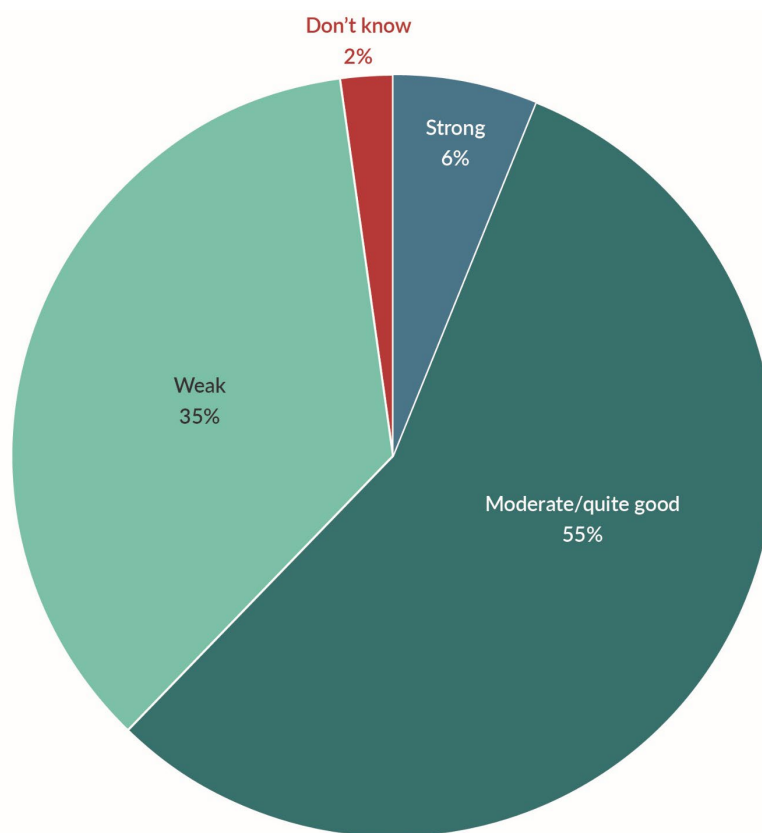
Question 36 asked groups to rate their influence on decisions about local environmental management. They could choose from the following categories:

- strong
- moderate/quite good
- weak
- no influence
- don't know.

Three groups (6 per cent) rated their influence as strong; 28 groups (55 per cent) as moderate/quite good; and 19 groups (35 per cent) as weak (figure 33).

Of the 19 groups that said their influence was weak, four said they could engage in RMA processes well or very well.

Figure 33: Influence on decisions about local environmental management



8.6 Capacity and capability for engagement

Questions 37 and 38 asked groups to rate their capacity and capability for engagement in RMA processes. Question 39 asked them to rate their council's knowledge and skills to engage with them in RMA processes.

The 2019 results are in figure 34. Comparisons with the 2012 survey are in figures 35–37.

Consistent with the 2012 survey, groups rated their capability to engage in RMA processes higher than their capacity:

- 61 per cent rated the **capability of their group** to engage in RMA processes as 'well' or 'very well'. In contrast, 18 per cent of groups rated it as 'poorly' or 'very poorly'

- 27 per cent rated the **capacity of their group** to engage in RMA processes as 'well' or 'very well'. In contrast, 35 per cent of groups rated it as 'poorly' or 'very poorly'
- 24 per cent rated the **capability of their councils** to engage with them as 'well' or 'very well'.

Engaging in RMA processes:

Compared with what we heard from groups in 2012:

- In 2019, they rated their **capacity higher**: 8 per cent more groups rated it as 'well' or 'very well' in 2019. Also, 26 per cent fewer groups rated it as 'poorly' or 'very poorly'.
- In 2019, they rated their **capability lower**: 14 per cent fewer groups rated it as 'well' or 'very well' in 2019, and 9 per cent more groups rated it as 'poorly' or 'very poorly'.

Figure 34: Group/council capacity and capability to engage in RMA processes

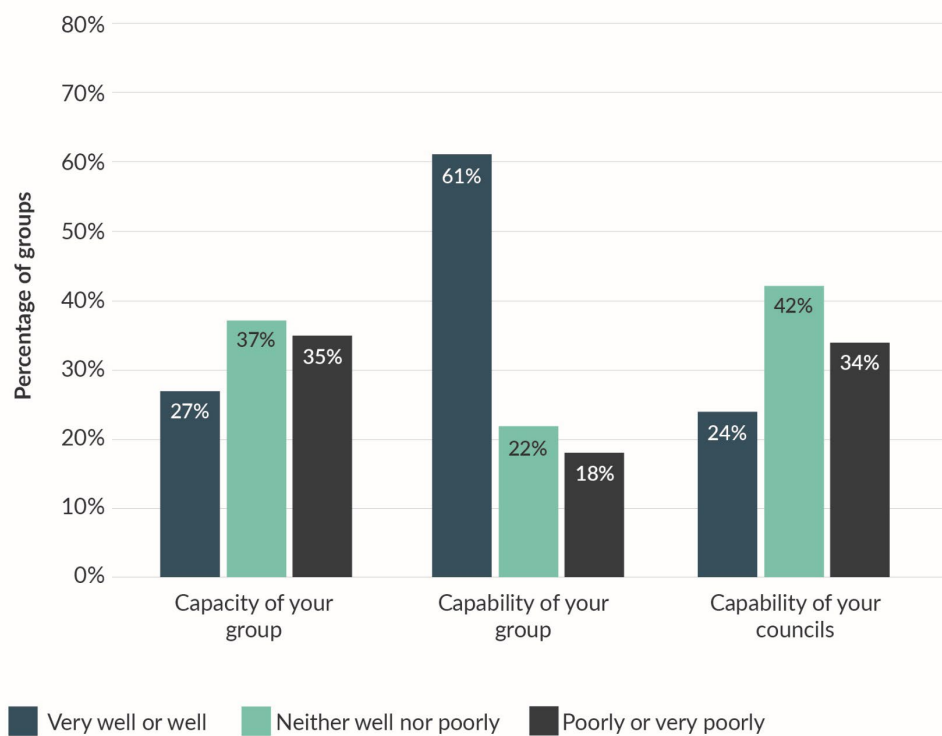


Figure 35: Groups' capacity to engage in RMA processes: 2019 and 2012

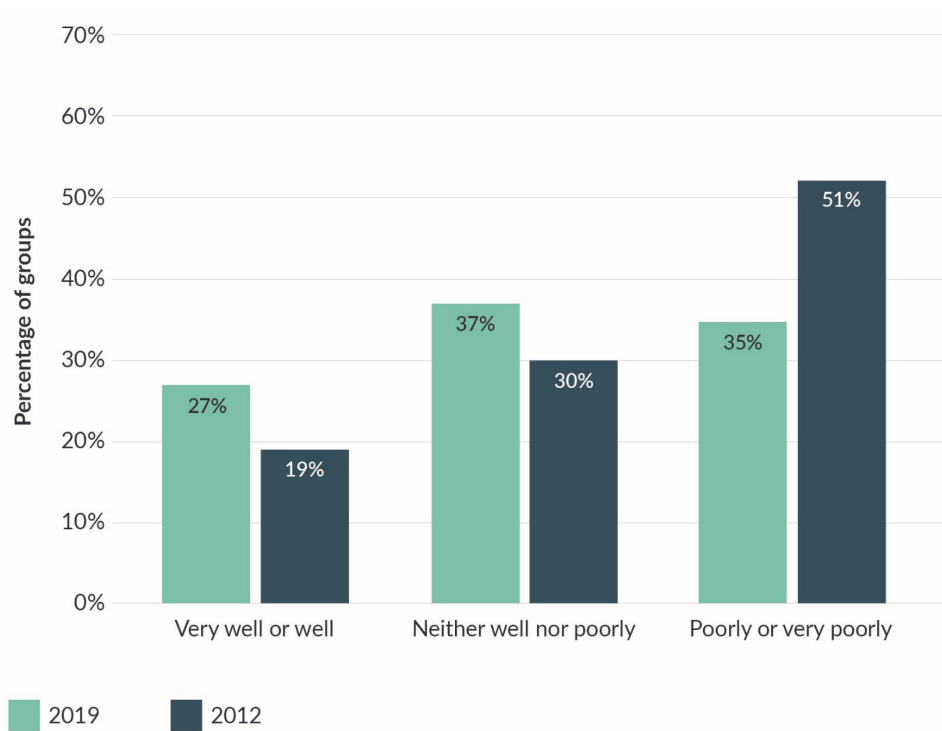


Figure 36: Groups' capacity to engage in RMA processes: 2019 and 2012

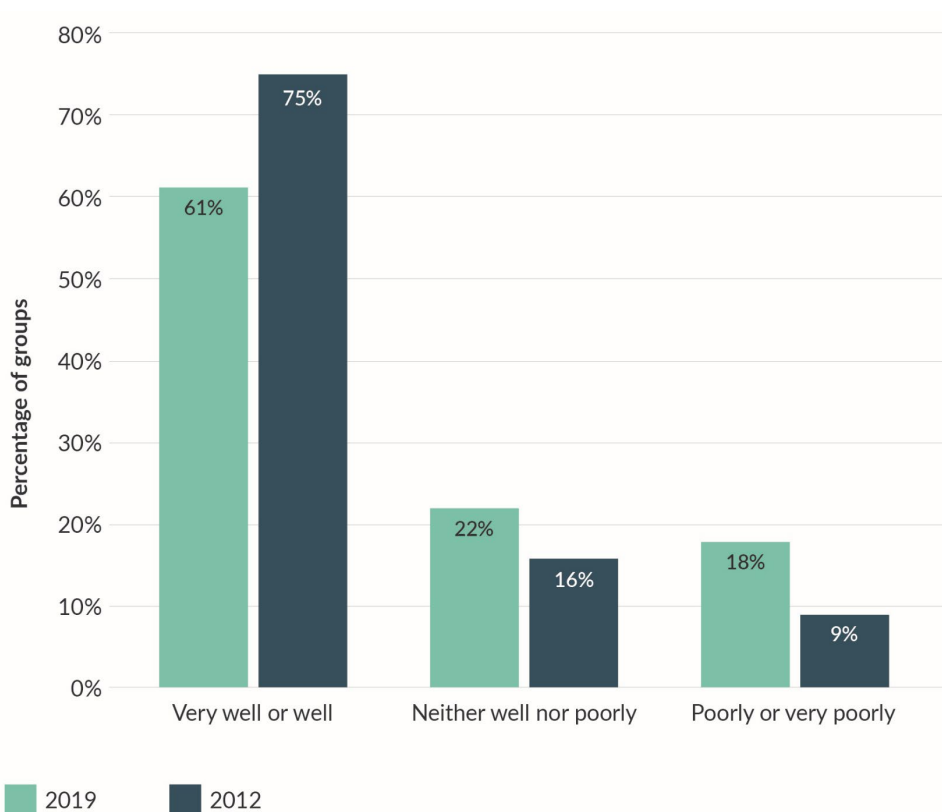
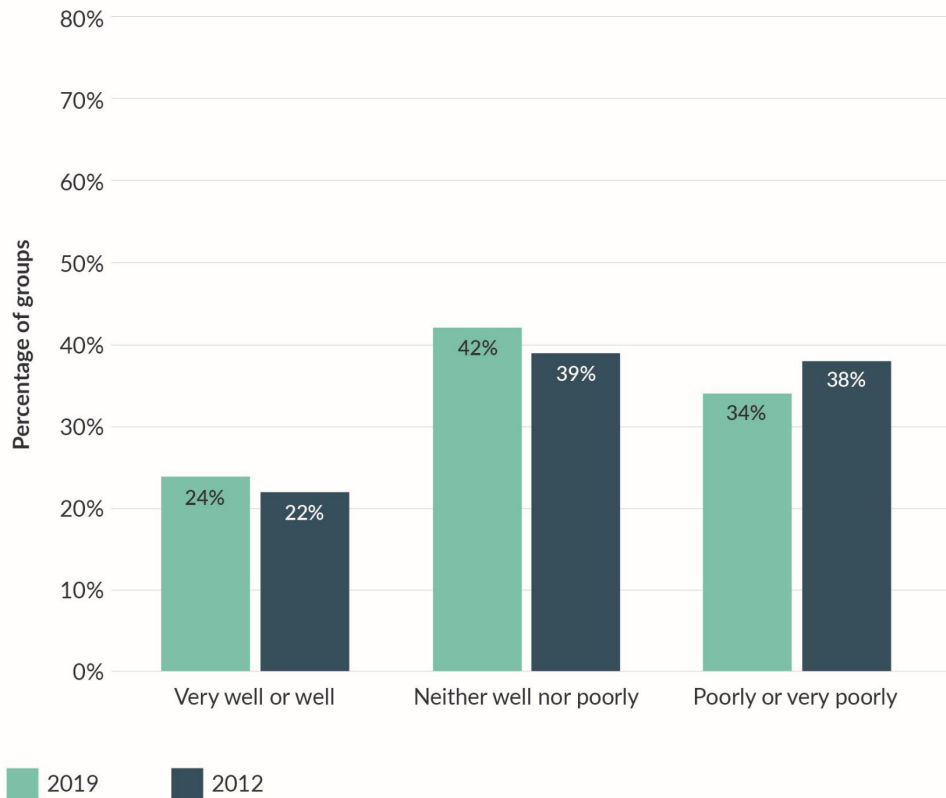


Figure 37: Councils' capability to engage groups in RMA processes: 2019 and 2012



8.7 Factors in councils' ability to engage

Question 40 listed six factors that affect how councils engage with groups. We asked groups to rank these in order of importance.

This question was brought over from the 2012 survey, with two new factors:

- expertise in te reo Māori or te ao Māori
- understanding of Te Tiriti o Waitangi.

In 2019, the two factors rated most important by the largest number of groups were:

- council's willingness to engage (28 per cent)
- council's relationship with the group (22 per cent).

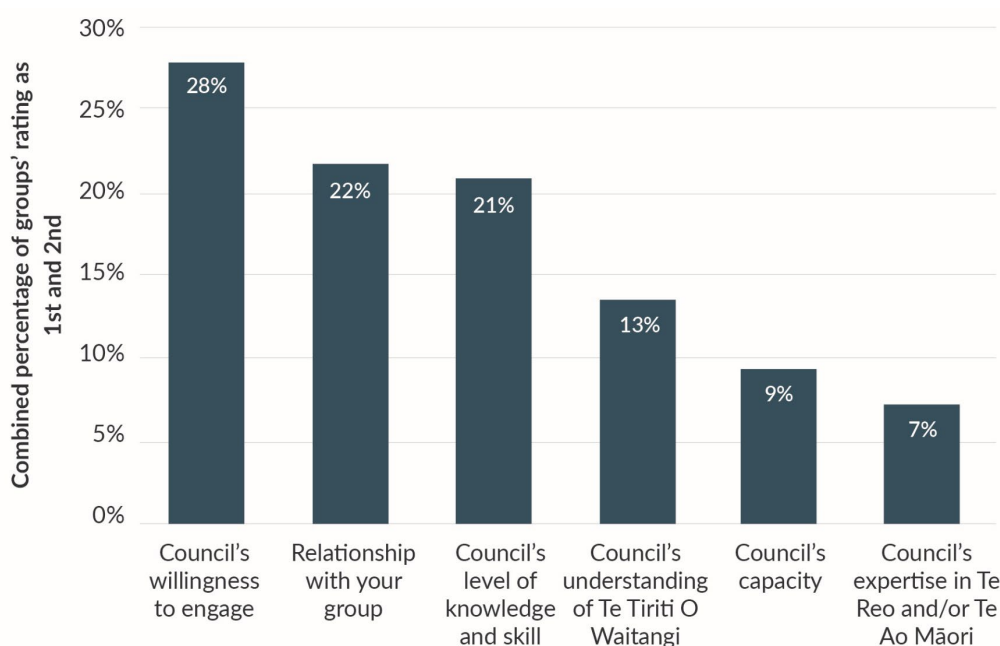
This is consistent with what we heard in 2012. These two factors were rated as more important than expertise in te reo and te ao Māori, or understanding of Te Tiriti.

The factors ranked as being the second most important were:

- council's willingness to engage (32 per cent)
- council's level of knowledge and skills (30 per cent).

Figure 38 shows the average rating for the six factors ranked as most and second most important.

Figure 38: Factors in councils' ability to engage, ranked by importance



Question 41 asked groups to comment on which of these factors would most improve council engagement with their group, and why. Table 11 lists the themes that emerged. In summary:

- nine responses alluded to cultural and institutional bias inherent in councils:

“Councils are notoriously racist and white”, “there is obvious resentment from individual staff against iwi/cultural input as this is something they don’t understand”.
- a number cited willingness as the key to better engagement:

“There still needs to be a willingness to foster genuine participation (partnership) rather than the traditional plan-consult paradigm”.
- in terms of practical suggestions, most recommended time and investment to build a relationship, understanding of their group, and early engagement:

“It would be great if council are strategically looking at the mahi ahead of them like annual plan and long term plan then our organisation could be sitting with them triggering what will affect mana whenua and where we would like to have input and what that looks like. This is also to ensure that we have enough capacity and capability within our organisation to be able to deliver effectively”.

Table 11: What would most improve council engagement

Themes	Sub-themes	Count	Total
Council attitude and understanding	Racism/cultural biases/lack of cultural understanding as a barrier	9	20
	Willingness to engage is the key to enabling other factors	6	
	Council awareness of RMA sections 6, 7 and 8 obligations and Te Tiriti o Waitangi	4	
	Council awareness of Mana Whakahono ā Rohe	1	
Improved relationships	Genuine partnership at all levels of decision-making	4	11

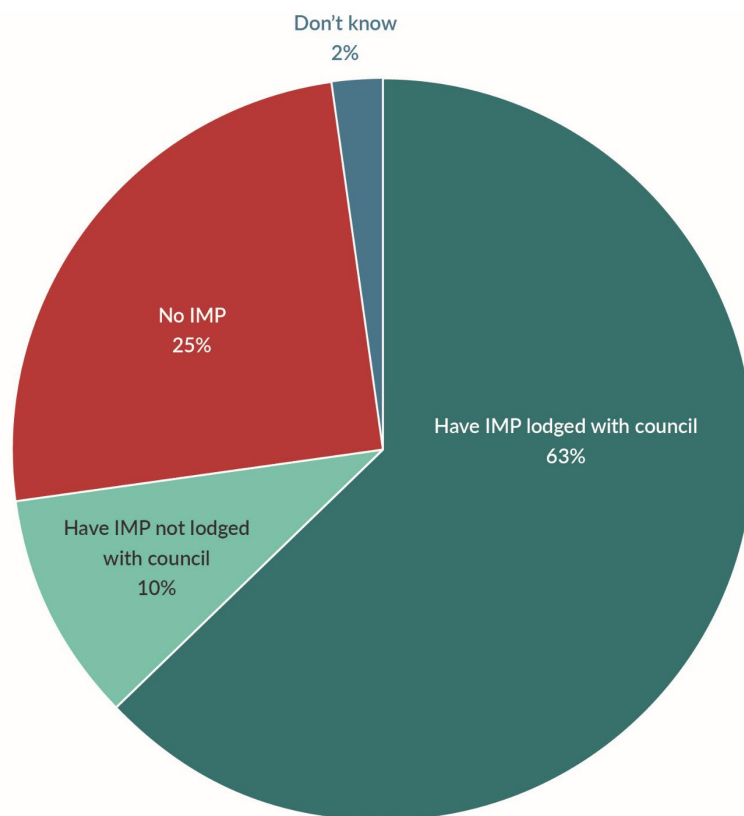
	Relationships that go beyond legislative requirements (not simply to tick a box)	3	
	Trust as a key component of relationships	2	
	Prioritising relationships at hapū level	1	
	Relationships based on Māori values	1	
Practical suggestions	Investment/time to listen/get to know the group's needs or priorities	4	
	Early engagement	1	
	Provide the group with capacity to hold their council more effectively to account	1	
	Dedicated involvement in the long-term and annual plan	1	
	Council KPIs that translate fulfilment of the group's rights, interests and values into processes and outcomes	1	
			8
Council staff retention	Council turnover negatively affects the relationship	2	2

9. Iwi management plans

This section of the survey – questions 42 to 45 – focused on iwi management plans (IMPs). Question 42 asked groups whether they had an IMP, and 37 groups (63 per cent) said they did. This is a 20 per cent increase on 2012.⁴

Question 43 asked whether the IMP was lodged with their council; 63 per cent of the groups had lodged their plans (figure 39).

Figure 39: IMPs and lodgement with councils



We considered whether having an IMP correlated with some responses to other questions in the survey. While there may be a correlation, we should be cautious about inferring causation, as there may be other factors at play.

Groups with an IMP

These groups were more consistently engaged than those *without* one in:

- resource consent processes (59 per cent versus 31 per cent)
- local council policy and planning (57 per cent versus 31 per cent)
- other environment-related local council programmes (37 per cent versus 8 per cent).

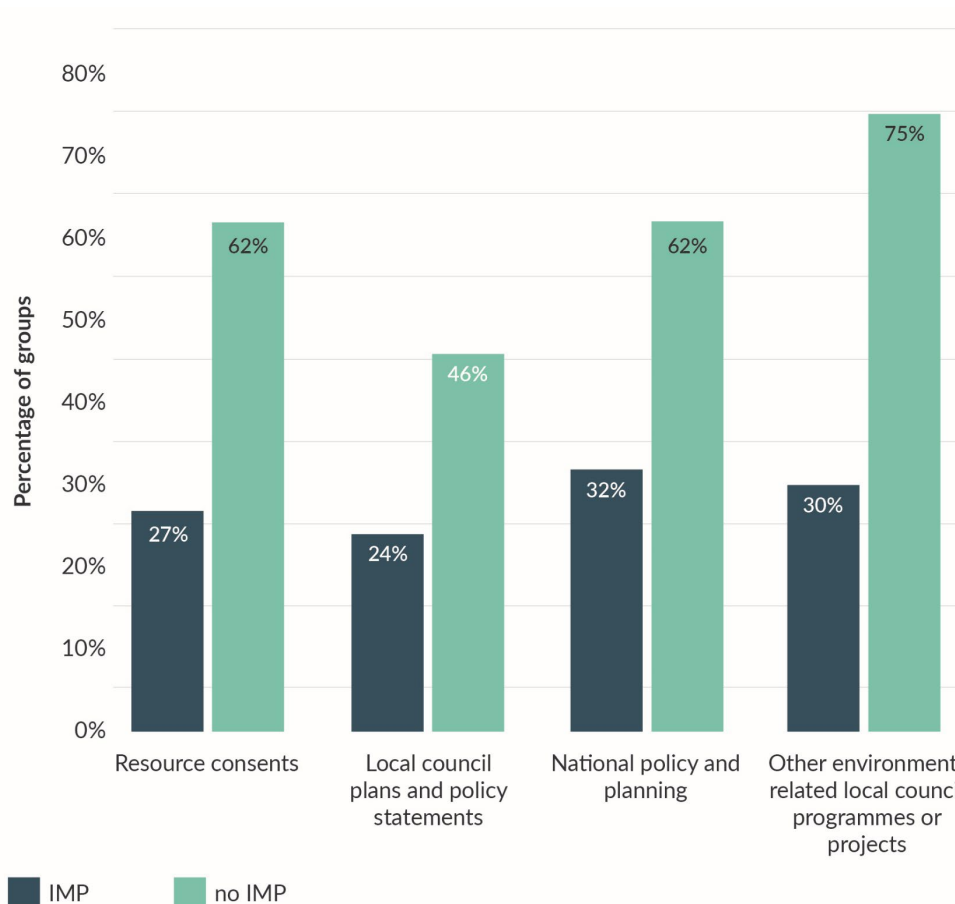
⁴ The Ministry for the Environment monitors lodging of IMPs with councils as part of the National Monitoring System (NMS). In the 2019/2020 NMS survey, 240 unique iwi, hapū or marae management plans were lodged with councils.

Groups without an IMP

For these groups, compared to those *with* an IMP:

- their ability to express their mātauranga in regional/district plans and policy statements was more variable (45 per cent versus 24 per cent)
- 77 per cent said the Government engaged their group in national policy and planning either rarely or never (versus 32 per cent)
- they were much more likely to say their input was reflected poorly, very poorly, or that they were not engaged at all (figure 40).

Figure 40: Poor/very poor reflection of input, by process and group (IMP/no IMP)



Fifty-seven per cent of groups with an IMP described how their relationship was going with the local councils as 'very well' or 'well' (versus 33 per cent).

Despite these comparisons, all groups described their council's level of willingness to engage on environmental and RMA issues almost equally as very good or good (61 per cent and 58 per cent – a difference of only 3 per cent).

Question 44 invited groups that **had not lodged** their IMP with a council, to explain why. Responses included:

- the plan is awaiting approval from iwi members (3 groups)
- the plan is still in development (2 groups)
- the plan has been lodged but is being reviewed by council (2 groups).

- the council is not interested or is not using the IMP (3 groups):

“We lodged our plan in 2016, yet we still have issues with council, and staff still do not know who we are or where our rohe is.”

In 2019, a new IMP question asked how well groups felt their plan had been reflected in local plans and policy statements. Seven groups responded:

- neither well nor poorly (4 groups)
- poorly or very poorly (3).

10. Relationships with local government

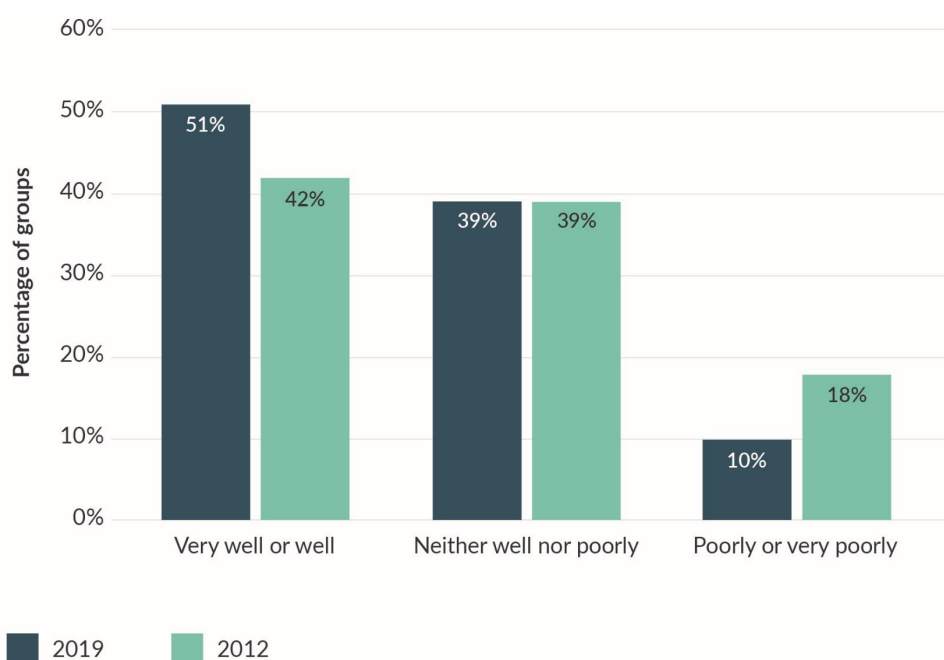
This section of the survey – questions 46 to 50 – aimed to understand groups’ relationships with their local councils.

10.1 Relationship quality

Ratings of the quality of their relationship with local councils improved slightly since 2012 (figure 41).

There was an 8 per cent decrease in groups that rated their relationship with their local council(s) as going ‘poorly’ or ‘very poorly’. At the same time, there was a 9 per cent increase in groups who rated their relationship with their local council(s) as going ‘well’ or ‘very well’.

Figure 41: Relationships with councils: 2019 and 2012



10.2 Relationship quality factors

Question 47 asked what made the relationship good or poor, and the responses were categorised into themes. Appendix 2 includes a table of the factors affecting the relationship.

Of the 12 groups that identified factors that made for **poor relationships**, themes included:

- perceived incompetence (4):

“We provide a lot of information to council, engage in good faith. [The] turnover of staff in council [means that they] ignore previous information [we’ve provided], and are not aware of MOU’s or other agreements.”

- poor engagement (4):
“Engagement and consultation tends to only be sought with our group when the local councils require it to meet legislative requirements”.
- poor attitude (4):
“Lack of good faith and underlying racism”.

Of the 29 groups that identified factors that make for **good relationships**, themes included:

- positive attitude (14):
“When council acknowledges the value of our contributions ... and is committed to doing things better and keep politics out of it”
- good engagement (12):
“Early engagement, involving us in decision-making processes that affect us and ensuring we are on the same page”.
- competence (2)
“Seeing action come out of issues raised”.

One group cited their impending Treaty settlement as the factor they felt would improve the quality of the relationship.

Six groups said that whether a relationship was good or poor would depend on:

- the particular council they were dealing with (4)
- the council staff member the group might be dealing with (1):
“We are always consulting with local councils, but it is always someone different.”
- the issue being discussed (1).

Some groups also voiced frustration with the effort and work required to keep the relationship positive:

“I understand that there are many different challenges and changes within each council with their staff, and it is a continuous check in to the councils [for us] to ensure that their staff is educated enough when this should be a part of their own induction.”

“Us as mana whenua [are] continually reminding council who we are and their obligations under the RMA”.

10.3 Willingness to engage

Question 48 asked groups to rate their council's willingness to engage with them on environmental/RMA issues. Question 49 asked them to rate their own willingness to engage with councils on these issues. Figures 42 and 43 show the responses to these questions.

Figure 42: Councils' willingness to engage: 2019 and 2012

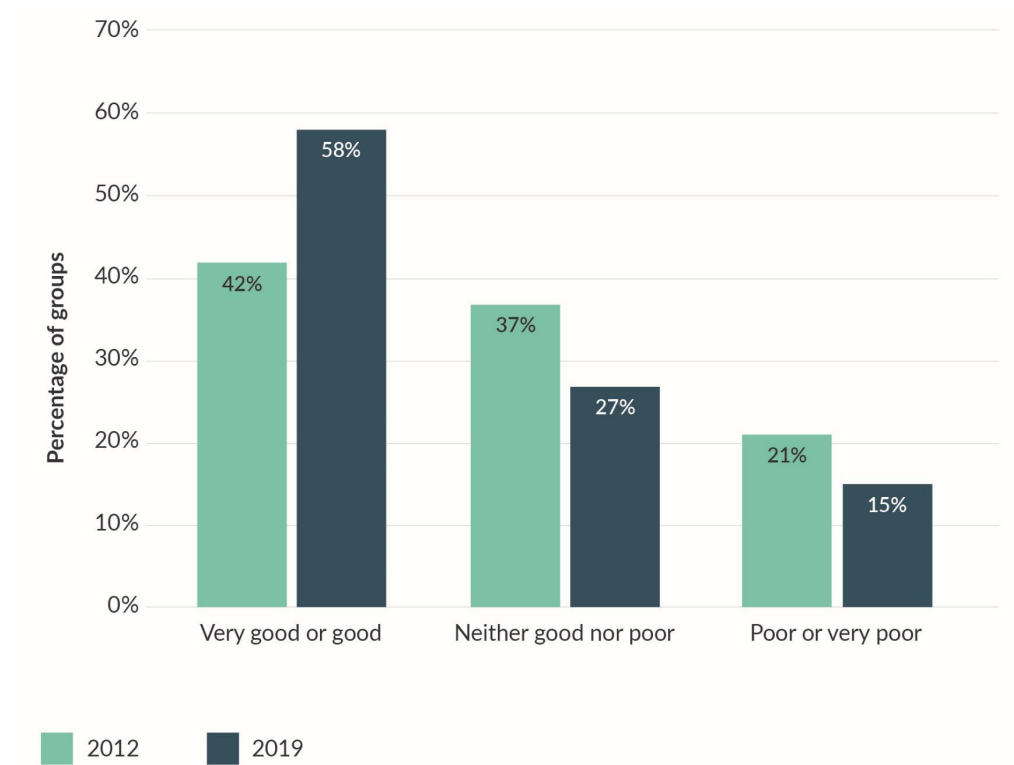
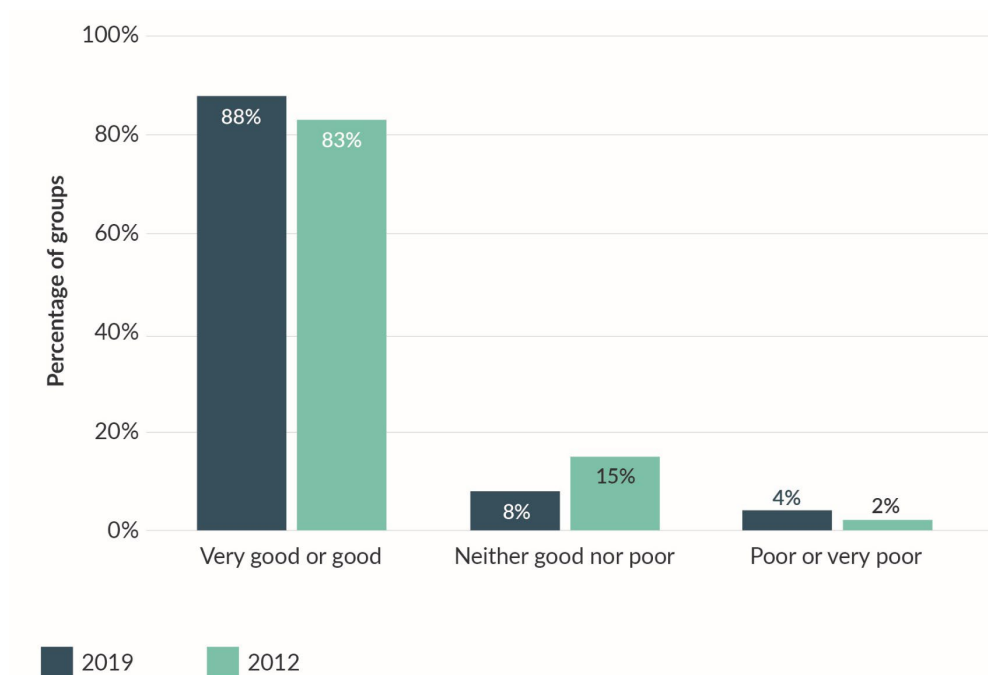
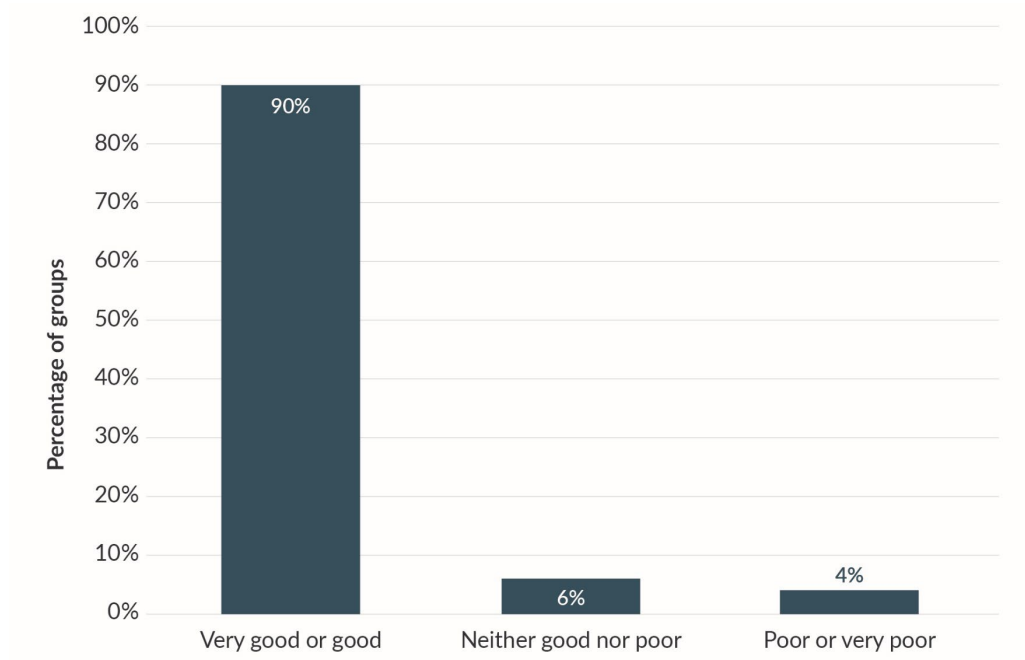


Figure 43: Groups' willingness to engage: 2019 and 2012



In 2019, we also asked groups to rate their willingness to engage with other iwi/hapū in their area (figure 44).

Figure 44: Groups’ willingness to engage with other iwi/hapū



In summary:

- overall, the perceived willingness of councils to engage has increased by 16 per cent, with 58 per cent of groups rating this as very good or good
- there was little change in groups’ willingness to engage with their council. Notably however, they still rate their own willingness (88 per cent) as greater than that of their council (58 per cent)
- groups rated their willingness to engage with other iwi/hapū higher than their willingness to engage with their local council.

11. Success stories and challenges

As in the 2012 survey, question 51 asked groups whether they have been involved in any environmental management activities that had been really successful, or produced positive results. In the 2019 survey, we also asked whether they had been involved in any such activities that had been stressful or had failed. The aim was to find out what types of work they were doing, and what was working well and not so well.

To analyse the results, we grouped the stories and examples into themes and types of initiatives. See appendix 3 for the full table of results.

11.1 Success stories

Thirty-five groups had been involved in efforts that were really successful or produced positive results.

The most common themes were:

- restoration and conservation projects – considered positive because they were funded by local or central government, and were iwi-led
- collaborations – considered positive because they helped advance a relationship, empowered the group, or acknowledged the group's mana
- mātauranga research/cultural mapping – considered positive because they contributed to the group's knowledge.

Some responses were particularly insightful about what positive relationships with councils can look like:

“There have been successes in environmental collaborations with some LGA's but the reason they were successful is because there are some staff members who understand that the hapū/LGA relationship is the important factor in our collaborations. Specific staff members mean the difference in how we (our organisation and hapū/rūnanga) engage, participate and enjoy the collaborations. When we call the LGAs we ask for those specific people because they are known, trusted and trustworthy. They have taken the time to build a rapport. They are honest and clear in their intentions. If they can't do something or are restricted by policy, procedure or legislation then they tell us. They communicate these things and we respect that. Sadly these people are in the minority at all LGAs. Unfortunately most LGA staff members hide behind policy, procedures and/or legislation because it's too hard or time-consuming to build a meaningful working relationship with our organisation/hapū/marae/iwi”.

One group shared the positive impact of investing in relationship-building beyond a strict agenda:

“[The] hapū [were] able to express their grievances to council and [for] council to acknowledge their long history of hurt. Ngā hapū then engaged openly with council developing trust. Hard going but really nice”.

Another group described the positive results when:

“[Council were] prepared to sit down and go through with their planners and our experts to make policy and process more culturally robust.”

11.2 Stories of challenges and stresses

Thirty-two groups had been involved in initiatives that had been stressful or had failed. The most common themes were:

- specific environmental issues – particularly the mismanagement of freshwater
- the RMA not delivering on the group’s aspirations – particularly consenting processes, consents progressing despite the group’s opposition, and not providing for recommendations
- relationship breakdowns – particularly where collaborations failed to progress to action, or there was a failure to consult.

The most commonly raised issues were with the freshwater management system (35 per cent):

- failing to meet the group’s aspirations despite engagement:

“There are many instances that we feel we have been repeating the same mātauranga for the past 100 years and local council won’t listen”.

- failing to consult:

“Council has allowed stream diversion without consent or consulting iwi to open the riverbed for quarrying on our tūpuna, maunga and awa”.

- balancing section 6 matters under the RMA:

“Tangata whenua are not satisfied with the way the process has evolved for a major plan change in our area. We can demonstrate where policy, limits, standards and objectives are failing to meet national guidelines ... and yet the drive is so obvious – more water for economic growth”.

11.3 Improving engagement in RMA processes

In the final section of the survey, question 54 asked groups to think broadly about their engagement in RMA processes, and to tell us what, if anything, they thought should happen to improve engagement.

To analyse the results, we grouped the stories and examples into themes and sub-themes (table 12).

The themes were broad, suggesting there are varied solutions, for a variety of contexts. The most common topics were:

- engagement and relationships: timeliness of engagement, specifically, providing information beforehand
- education for council staff on Māori values, local history and cross-cultural competency, and the history and partnership arising from Te Tiriti
- changes to consent processes, specifically timeframes and earlier engagement:

“Earlier notification of RMA applications, or additional time to be available, to allow for timely arrangements to be made for full and extensive reports to be completed”.

Some responses were particularly insightful about what is needed:

“In some respects hapū and iwi members engaged in this space hold superior knowledge and experience as they bring both world views to the table. This is not expected of council staff, they are only expected to know their area of expertise, they make no effort to learn and understand the world view or systems of Māori however they are in control of the process, the decisions and the resources.”

“The plans look good, but when it comes to interpret those plans, we find we are still being excluded, their council staff interpretation is what counts.”

Table 12: Groups’ recommendations for improving engagement in RMA processes

Themes	Sub-themes	Total	Count
Engagement and relationships	Information provided beforehand/earlier engagement	4	11
	Active listening	2	
	Engagement progresses to action	1	
	Better designed consultation	1	
	Transparency	1	
	General	1	
	Trust and respect	1	
Education for councils	Council staff education, Māori values, local history, cross-cultural competency	5	7
	Te Tiriti partnership and history	2	
Resourcing for groups	To support engagement	5	5
Changes to consent processes	Longer timeframes and earlier engagement	4	5
	Pre-lodging engagement	1	
Holism	An overarching te ao Māori perspective	3	3
Education for group	Resource management training	3	3
Power-sharing	Environmental monitoring	1	3
	Transfer of decision-making powers	2	
Resourcing for councils	To support engagement	1	1
How to resource groups	Hapū to receive resourcing rather than iwi authorities	1	1
How to resource councils	Develop an official database of iwi to inform/engage with	1	1
Other	A Treaty settlement enabling better relationships	1	3
	Resolving the issue of rates on Māori land	1	
	Better inter-iwi coordination	1	

13. Next steps

The 2019 survey is a great source of information for both the Government and iwi/hapū groups, and builds on the baseline data from the 2012 survey. It will be invaluable for informing government policy on the environmental and resource management system, in particular the resource management system reforms announced by the Government in February 2021.⁵

The 2019 survey will provide even more value if agencies:

- properly consider and seek to understand the results, and
- incorporate this information and learning into policy and practice.

The Government must also continue to build on the 2012 baseline information by holding further, and more regular, surveys in the future (perhaps every four to five years), to learn more and to monitor trends.

There are other questions and topics we would like to explore further. For example, we would like to learn more from groups that are working well and developing good relationships with their councils, so we can find out the factors that make these groups more effective. We are also interested in identifying:

- how to best expand and develop the capacity of iwi/hapū groups to engage in the system, and
- ways to create more efficient and effective processes and forms of government engagement.

As part of the 2019 survey, we also asked:

- participants for their thoughts on future surveys
- other government agencies for ideas about improving future surveys.

We are currently assessing this feedback and looking at potential tweaks to future surveys. We will keep participants and interested agencies informed about our research and any opportunities to be involved.

⁵ See <https://www.beehive.govt.nz/release/rma-be-repealed-and-replaced>

Appendix 1: Kaitiaki Survey 2019 questionnaire

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. Responses will be analysed at a national level, so your responses cannot be traced back by local councils to your 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.

Kaitiaki Survey

Your group and your environmental work

1. What is the name of your iwi/hapū authority or group that represents an iwi/hapū for the purposes of the RMA? (*Required)

2. How many people are involved in RMA processes for your group?

- ☐ 1 person ☐ 6 - 10 people
☐ 2 - 3 people ☐ More than 10 people
☐ 4 - 5 people

3. How many people are involved in wider environmental work for your group?

- ☐ 1 person ☐ 6 - 10 people
☐ 2 - 3 people ☐ More than 10 people
☐ 4 - 5 people

4. Has your group settled any historical grievances with the Crown, through a Treaty Settlement?

- ☐ Yes
☐ No

5. Does your group have a dedicated environmental arm? E.g., a separate Trust or group?

- ☐ Yes
☐ No

Mātauranga and whanaungatanga

6. How does your group involve whānau in environmental management and decision-making?

7. Does your group use mātauranga in environmental management and decision-making?

- ☐ Yes
- ☐ No

8. How well does the RMA allow you to express your group's mātauranga in:

	Very well	Well	Neither well nor poorly	Variable	Poorly	Very poorly
Resource consent processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional/district plans and policy statements	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
National policy statements and environmental standards	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other government-led programmes in your region	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comment

9. If your group incorporates mātauranga into environmental management and decision-making, how does your group do this? (Select all that apply)

- ☐ Cultural planning documents
- ☐ Kawa, e.g., karakia
- ☐ Cultural monitoring frameworks
- ☐ Other (please specify)

What environmental work does your group do?

10. Estimate how much time your group spends on RMA processes. 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. (Choose the description that best describes how much time you spend)

	Not at all	1-5 days per year	6-10 days per year	11-15 days per year	1-5 days per month	6-10 days per month	11-15 days per year	1-5 hours per week	6-10 hours per week	11-15 days per week	More time
Plan and policy development (e.g. submissions, consultation and hearing processes for regional and district plans and policy statements)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Working with consent applicants - providing technical and cultural input into consents and cultural impact assessments	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Responses to resource consents (e.g. submission, consultation and hearing processes)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Resource consent applications for iwi/hapū (i.e. where iwi/ hapū are the applicants)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
RMA dispute resolution processes (e.g. Environment Court processes and mediation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

11. How much of the time your group spends on this RMA work is paid rather than volunteer hours?

<input type="radio"/> 0 - 20%	<input type="radio"/> 60% - 80%
<input type="radio"/> 20% - 40%	<input type="radio"/> 80%-100%
<input type="radio"/> 40% - 60%	

12. Estimate how much time your group spends on wider environmental work

	Not at all	1-5 days per year	6-10 days per year	11-16 days per year	1-5 days per month	6-10 days per month	11-16 days per month	1-5 hours per week	6-10 hours per week	11-15 hours per week	More
Iwi/hapū management plan development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Environmental monitoring (eg, monitoring the health of the environment)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Heritage protection (eg, wāhi tapu protection and registration with the Historic Places Trust)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Environmental restoration activities (eg, tree planting, clean-ups, pest management)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Environmental education (eg, holding hui or wānanga to educate people about environmental issues/work)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Management of the marine environment (eg, fishing permits, Mātaitai/Taiāpure mahi, Aquaculture Undue Adverse Effects test, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

13. How much of the time your group spends on this wider work is paid rather than volunteer hours.

☐ 0 - 20%
 ☐ 60% – 80%
 ☐ 20% – 40%
 ☐ 80% – 100%
 ☐ 40% – 60%

Kaitiaki Survey

What tools and processes do you use?

This is a group of questions on tools and processes that can be used in RMA-related work. Please rate the usefulness of the tools/process your group has used.

14. Planning tools/processes

	Not useful	Somewhat useful	Useful	Very Useful	Don't know	N/A Haven't used it
Iwi/hapū management plan(s)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Consultation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Commenting on draft plans	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Submissions on regional/district plans	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Attending regional/district plan hearings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If you selected "N/A Haven't used it", for any of the above tools and processes, please tell us why you haven't used it.

15. Resource consent related tools

	Not useful	Somewhat useful	Useful	Very useful	Don't know	N/A Haven't used it
Pre-application consultation with applicants	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Submissions on consent applications	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Cultural impact assessments or cultural value reports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Use of standard consent conditions (eg, accidental discovery protocols for wāhi tapu/taonga)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Attending consent hearings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Appeals	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Court/council-run mediation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If you selected "N/A Haven't used it", for any of the above tools and processes, please tell us why you haven't used it.

16. Monitoring tools

	Not useful	Somewhat useful	Useful	Very Useful	Don't know	N/A Haven't used
Cultural/environmental monitoring (eg, Cultural Health Index)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If you selected "N/A Haven't used it", please tell us why you haven't used it.

17. Relationship tools/agreements

	Not useful	Somewhat useful	Useful	Very useful	Don't know	N/A Haven't used it
Relationship agreements such as memoranda of understanding (MoUs), statutory acknowledgements, protocols and/or accords	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Iwi/Māori representation on council committees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Consultation on the appointment of iwi commissioners, where relevant	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Joint management agreements with local councils	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If you selected "N/A Haven't used it", for any of the above tools and processes, please tell us why you haven't used it.

Kaitiaki Survey

Mana Whakahono ā Rohe

Mana Whakahono ā Rohe: Iwi Participation Arrangements was introduced through the 2017 Resource Management Act (RMA) amendments. The policy helps tangata whenua and local authorities to discuss, agree and record how they will work together under the RMA. A key feature of the legislation is that it enables an iwi authority to compel a local authority to negotiate a permanent relationship agreement with them.

18. Are you aware of Mana Whakahono ā Rohe?

- ☐ Yes
☐ No

19. What assistance would be valuable in helping you to develop an MWaR?

- ☐ Funding ☐ Templates/examples of best practice
☐ Council expertise ☐ Guidance
☐ MfE expertise
☐ Other (please specify)

20. Have you considered initiating a Mana Whakahono ā Rohe (MWaR)?

- ☐ Yes
☐ No
☐ We have initiated an MWaR
☐ We are currently in talks with Council about the possibility of initiating an MWaR

21. What is the primary reason for not doing so?

- ☐ Not enough time
- ☐ Not enough resourcing
- ☐ Don't understand it well enough
- ☐ Other (please specify)
- ☐ It's not a priority for us
- ☐ It's not useful for our group

Kaitiaki Survey

How is your group funded?

22. Show the top two sources of funding for your group by typing 1 (most), and 2 (second most).

1	Self funded (group members cover costs and volunteer their time)
2	Iwi/hapu
3	Local government
4	Central government
5	Private
6	Other

23. If government (local or central) provides your group with any funding, please indicate what it is for.

- ☐ Payment for your group's participation in council structures/bodies
- ☐ Funding for your group's staff
- ☐ Funding for specific consultation processes
- ☐ Other (please describe)
- ☐ Funding for specific project/s
- ☐ Provision of work spaces, facilities, technological assistance
- ☐ We don't receive any government funding

24. What is the nature of the funding support?

- ☐ One-off
- ☐ On-going and increasing
- ☐ Ongoing and decreasing
- ☐ Ongoing and stable
- ☐ Other (please describe)

25. What does your group most need funding for?

26. What types of support (other than funding) does your local council provide to assist your group's RMA and environmental work? *Select all that apply.*

- | | |
|--|--|
| <input type="checkbox"/> Information about opportunities for engagement with local authorities | <input type="checkbox"/> Assistance/collaboration with environmental projects/activities |
| <input type="checkbox"/> Information about central government (i.e. national policy statements/initiatives, etc.) | <input type="checkbox"/> Training/capability building |
| <input type="checkbox"/> Guidance material on the RMA (i.e. roles, responsibilities, etc.) | <input type="checkbox"/> Help with developing management plans |
| <input type="checkbox"/> Coordination/mediation for your group's engagement with third parties (i.e. consent applicants) | |
| <input type="checkbox"/> Other (please specify) | |

Kaitiaki Survey

Your group's RMA expertise

27. Where do you mainly get your RMA expertise from?

- ☐ Your own staff
- ☐ Council staff
- ☐ Consultants
- ☐ Other (please specify)

28. How easy or difficult do you find it to access RMA expertise?

Very difficult	Difficult	Neither easy nor difficult	Easy	Very easy
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

29. How often is a lack of RMA expertise a barrier to your group participating effectively in RMA processes?

Always	Frequently	Sometimes	Occasionally	Never
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please explain your answer

Kaitiaki Survey

Engagement in RMA processes

30. How many different councils (including regional, city, district and unitary councils) do you engage with for your RMA work?

(For the rest of this section, if you engage with more than one council, please consider "local council" to mean the council/s that you deal with most often.)

31. Do the different councils you engage with in your region coordinate or collaborate on their engagement with you for your RMA work?

- ☐ Consistently
- ☐ Sometimes
- ☐ Rarely
- ☐ Never
- ☐ Other (please specify)

32. How often does your local council engage your group in:

	Consistently	Sometimes	Rarely	Never
Resource consent processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Local council policy and planning processes (e.g. development/review of regional and district plans and policy statements)?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other environment-related local council programmes or projects (engagement not explicitly required by legislation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other (please specify)	<input type="text"/>			

33. How often does central government engage your group in national policy and planning (e.g. development of national policy statements and environmental standards)?

- ☐ Consistently
☐ Sometimes
☐ Rarely
☐ Never

Kaitiaki Survey

Timeliness and efficiency of engagement

34. Please describe the timeliness (ie, early engagement) and efficiency (ie, good use of time) of local or central government's engagement with your group for:

	Engagement is timely and efficient	Engagement is timely but inefficient	Engagement is too late	Not engaged
Resource consent processes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Local RMA policy and planning processes (e.g. development/review of regional/district plans and policy statements)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
National policy and planning (e.g. development of national policy statements and environmental standards)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other environment-related local council programmes or projects (engagement not explicitly required by legislation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Kaitiaki Survey

Your group's influence on decision-making

35. Describe how well or poorly your group's input is reflected in:

	Very well	Well	Neither well nor poorly	Variable	Poorly	Very poorly	Not engaged
Resource consent conditions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional/district plans and policy statements	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
National policy statements and environmental standards	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other government-led programmes in your region	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comment

36. Overall your group's influence on decision-making about local environmental management is:

- ☐ Strong
 ☐ No influence
- ☐ Moderate/quite good
 ☐ Don't know
- ☐ Weak

Comment

Kaitiaki Survey

Capacity and capability for engagement

37. How would you rate the capacity (time, money, and resources) of your group to engage in RMA processes?

Very well	Well	Neither well nor poorly	Poorly	Very poorly
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

38. How would you rate the (capability) knowledge and skills of your group to engage in RMA processes?

Very well	Well	Neither well nor poorly	Poorly	Very poorly
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

39. How would you rate your local council's knowledge and skills to engage your group in RMA processes?

Very well	Well	Neither well nor poorly	Poorly	Very poorly
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

40. What do you think are the most important factors that affect a council's ability to engage tangata whenua groups?

Please rank the factors from 1 – 6 (e.g. 1 = most important, 2 = 2nd most important, 3 = 3rd most important etc.)

⋮	<input type="text"/>	Level of knowledge and skill (of council staff)
⋮	<input type="text"/>	Capacity (time, money, number of staff)
⋮	<input type="text"/>	Relationship with your group
⋮	<input type="text"/>	Willingness to engage
⋮	<input type="text"/>	Expertise in Te Reo and/or Te Ao Māori
⋮	<input type="text"/>	Understanding of Te Tiriti o Waitangi

41. Which of these factors would most improve council engagement with your group specifically? Why?

Kaitiaki Survey

Iwi Management Plans under the RMA

42. Does your group have an Iwi Management Plan(s)?

- ☐ Yes
- ☐ No
- ☐ Don't know

43. Is/are the plan(s) lodged with your council?

- ☐ Yes
- ☐ No
- ☐ Don't know

44. If the plan(s) is/are not lodged with your council, please explain why not?

Kaitiaki Survey

45. If your plan has been lodged with your council, how well has your plan been reflected in local plans and policy statements?

Very well	Well	Neither well nor poorly	Poorly	Very poorly
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Kaitiaki Survey

Relationship with local government

46. In general, how would you describe your group's relationship with your local council?

Very well	Well	Neither well nor poorly	Poorly	Very poorly
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

47. What makes the relationship good or poor?

48. What is your local council's level of willingness to engage with your group on environmental/RMA issues?

Very good	Good	Neither good nor poor	Poor	Very poor
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

49. What is your group's level of willingness to engage with your local council on environmental/RMA issues?

Very good	Good	Neither good nor poor	Poor	Very poor
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

50. What is your group's level of willingness to engage with other iwi/hapū in your area on environmental/RMA issues?

Very good	Good	Neither good nor poor	Poor	Very poor
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Kaitiaki Survey

What are your success stories?

51. Has your group been involved in any particular environmental management activities/projects in collaboration with your local council or central government that have been really successful and/or have produced positive results? If yes, please describe below.

52. Has your group been involved with any particular environmental management activities/projects that have been really stressful or have failed? If yes, please describe below

53. Would you be willing to share your stories 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

Kaitiaki Survey

Your perspective on how to improve engagement

54. Thinking broadly about your engagement in RMA processes, please tell us what, if anything, your group thinks needs to happen to improve engagement?

55. If you have any other comments to make in relation to this survey, please make these below.

56. Are you happy for us to contact you if we have any follow up questions?

☐ Yes

☐ No

Appendix 2: Relationship quality factors

Factors in a poor relationship

Themes	Sub-themes	Count	Total
Perceived incompetence	Staff turnover and poor historical knowledge management	2	5
	Council not investing in capacity to change	1	
	Planners not understanding obligations	1	
	Not confronting overlapping interest claims	1	
Poor engagement	Infrequent or no contact	2	4
	Lack of timely engagement/early engagement (good)	2	
Poor attitude	Lack of good faith/indifference	2	3
	Racism	1	

Factors in a good relationship

Themes	Sub-themes	Count	Total
Good attitude	Towards shared understanding (cross-cultural competency)	5	14
	Willingness to engage	3	
	Respect	2	
	Trust	2	
	Shared project mahi	1	
	Acknowledge value groups can bring	1	
Good engagement	Engagement goes beyond problems and legislative requirements (eg, relationship-building for own sake)	2	12
	Transparent communication	2	
	Communication with hapū	1	
	Keep politics out	1	
	Consistent singular point of engagement	1	
	Regular engagement	1	
	Consistent messaging	1	
	Representation on council committees	1	
	Holding council to account on their obligations	1	
	Empowerment	1	
Competence	Good seeing action from issues raised	1	2
	Seeing effort from both parties	1	
Other	An impending Treaty settlement	1	1

Other considerations

Sub-themes: Dependencies	Total	Count
The council the group is dealing with	4	6
The council staff member the group is dealing with	1	
The issue being discussed	1	

Appendix 3: Themes from stories of success and challenges

Stories of success

Themes	Sub-themes	Count	Total
Restoration/conservation	Council/central funding	6	7
	Iwi-led	1	
Collaboration	Relationship understanding	1	5
	Empowered	1	
	Listened to	1	
	Knowledge recognised	1	
	Creating space to build relationship	1	
Mātauranga research/cultural mapping	Builds knowledge	3	3
Review of council processes	Willingness	1	2
	Advances cross-cultural understanding	1	
IMP review	Willingness	1	1
Advice/guidance	Builds knowledge	1	1
School environment programme	Rangatahi engagement	1	1
Advisor appointment	Unique partner recognition	1	1
Working group	Direct collaboration	1	1
Stakeholder group		1	1

Stories about challenges

Themes	Sub-themes	Count	Total
Specific environmental issues	Freshwater management	11	14
	Unimpeded environmental degradation	2	
	1080	1	
RMA not delivering on aspirations	Unsuccessful consent proposals, recommendations not provided for	3	9
	Consenting processes	3	
	Plan doesn't meet aspirations	2	
	Issues progressing to Environment Court	1	
	Ineffective involvement in plan change	1	
	Unsuccessful appeals	1	
Relationship issues	Failure to consult	2	5
	Collaboration failed to progress to action	2	
	Engagement exhaustion	1	
Iwi/hapū tensions	Inter-iwi disagreements	1	2
	Mana whenua disputes	1	
Wider system issues	Stress from environmental Treaty negotiations	1	1