



Waitakere City Maori Community Research Report by Wayne Knox, May 2004



- Summary of Key Findings -

1. Some Overall Partnership Themes

- Long experience of innovation and progressive community development in Waitakere City – especially within Maori Community
 - Local context of working together – eg. within Maori community, between Council and Maori community
 - Many strong local relationships developed
 - Many experienced and skilled local Maori leaders and organisations
 - Many pressing social needs, can't distance social needs from partnership discussions, important that partnerships bring benefits to wider community
- Maori paradigms do not necessarily match those of Pakeha

Partnership		Hononga: alliance; connection; joint; network; relationship
Stakeholders		Whanaungatanga: kinship; relationship
Good Faith		Whanau: family; birth
Governance		Manaakitanga: benediction; homage; blessing; hospitality; providence
Management		Rangatiratanga: dominion; freedom; liberty; ownership
Resources		Kai Hautu: helmsman
Mandate		Taonga: prized possession; treasure; commodity; property
Social Entrepreneur		Mana: authority; autonomy; control; power; prestige
Strategic Broker		Kai Arahi: commander; guide; leader; pathfinder
Formal agreement		Kai Mahi; Kai Takawaenga
Best Practice		Ture: law; commandment. Whakaaetanga: agreement
Risk management		Tikanga: culture; custom; ethic; etiquette
Accountability		Kaitiakitanga
Outcomes		Utu: compensate;
Strategic Direction		Mahi: work. Puawai: to blossom Moemoea: dream

- The term “partnership” is interpreted very differently within the Maori community:
 - Relationships seen perhaps as more important than partnerships
 - Potential for conflict and frustration with many narrow governmental definitions of partnership ie. those limited by legislation or political agendas. In contrast, there are benefits to having clearly defined contractual expectations. In a balanced partnership, both parties will have an opportunity to define expected outcomes and Maori organisations will not be operating from a position of scarcity but strength

- Can't just pick up Maori/Pakeha terminology and put it into partnering documents without mutual agreement from both sides as to what it actually means and implies, need to have shared expectations
 - Also need to recognise and respect Maori intellectual property around terminology, concepts and belief systems
- Need to recognise tikanga Maori and whakawhanaungatanga (nurturing, caring, protecting, guiding, supporting) within partnering situations – especially those which are community based
 - Maori groups need to define how tikanga should be considered/implemented within each partnership setting
- Important to invest in relationship building with Maori prior to any formalisation of partnership = relationships are key to holding partnerships together. Taking the time to get things right will help give meaning to any documentation that is developed and to prevent any gaps arising between strategic direction and implementation, or between decision makers and field workers, for example
- Pakeha need to understand and appreciate the roles of *Mana Whenua*:
 - Take time to understand tribal structures (both traditional and contemporary forms), the importance of tikanga and kawa, the platforms where discussions take place, the roles of kaumātua and kuia in discussions and decision making, role of whānau etc
 - Understand that the process/extent of consultation should be guided by the decision making body on behalf of the tribal organisation
 - both partners should contribute to consultation costs – either monetary or in kind
 - negotiation not just consultation a key part of the process– means being prepared to change your mind, being prepared for and not scared of conflict
 - Partnership with the Crown focused around resolution of Treaty of Waitangi grievances and provision of social services
 - Partnership with local government has tended to be based around the Resource Management Act, and more recently around the new Local Government Act and its implementation eg. LTCCP and community outcomes processes, rating legislation, Maori involvement/participation in decision making
 - Relationships between mana whenua and local authorities vary greatly, with political unwillingness (due to public opinion, uncertainties over resourcing implications and exact nature of relationship sought with mana whenua) appearing to be a main obstacle to forming/deepening local partnerships.

2. About Treaty Partnerships...

- The Treaty has its own mauri
- Engaging in a Treaty partnership rarely seen by Maori or non-Maori as an initial step in a partnering process
- Opinion varied as to whether the Treaty of Waitangi was part and parcel of any partnership in a NZ context
 - Some felt that the Treaty didn't need to be the basis for partnership

- Some felt it was only applicable in specific circumstances eg. in the area of Crown contracts
- Others felt the Treaty should be valued and recognised in all partnership contexts, especially those between Maori organisations and central/local government
- Acknowledgement that Treaty based partnerships have the potential to be able to address power relationships but that legislation provides a relatively fixed range of options eg. Local Government Act requires election processes for Maori representatives, whereas Maori structures for representation may not view elections as the best way of getting the best representatives.
- Power sharing key ingredient for meaningful Treaty based partnership
 - not necessarily about a 50-50 balance
 - will take much time and debate to resolve nationally
 - about allowing Maori structures to transform non Maori structures within the partnership, similar to the way that Maori structures have adapted to suit the majority culture
 - about non Maori organisations and their processes to encompass Maori practices, values and cultural beliefs.
 - also important for both Maori and non-Maori partners to respect each other's autonomy/control
 - sharing power also implies shifting resources and \$\$\$
- Some different types of Treaty Partnerships can be distinguished:
 - Treaty based partnership
 - capital P partnership between Maori (Hapu) and the Crown
 - primarily applicable between crown agencies and Māori organisations,
 - scope has been widened over time eg. WAI claim 414 which gave the right to Te Whanau o Waipareira Trust ,as a pan-tribal organisation, to be recognised as a Treaty partner
 - mostly have a legislative framework, but not always eg. Waitakere City Council regards their relationship with the Maori community in Waitakere as a Treaty based one
 - Treaty influenced partnership:
 - No legislative backdrop for Treaty partnership but commonly recognised that Treaty has a role eg. schools and Maori community via school based marae, whānau groups etc
 - Often a stepping stone towards a treaty based partnership, though such a move needs to be carefully discussed and considered
 - Treaty referenced partnership
 - Treaty references included but they have no significant implication on the relationship/partnership
 - Often a result of not having sufficient understanding of the reasons for acknowledging the Treaty and how it relates to the partnership in question
 - Requires commitment and support from both sides to be more than tokenistic
 - Education, training and general capacity building, at both managerial and organisational levels

- Still a platform for developing more meaningful relationships over time

2.1 Potential for a Waitakere Treaty framework to be developed

- Building on local best practice and relationships
- Could have a section on broad principles as well as more specific expectations for certain sectors eg. Government agencies, local government, community sector organisations, Iwi/Maori organisations etc
- Document would not diminish or undermine rights of mana whenua
- Would need to be a living document, able to evolve with the community over time
- Important that such a template was led by the community – a bottom up initiative
- Document could be held by a central body – most likely part of or aligned to Council ie. Council could take a coordinating role
- In buying into the local agreement, an organisation does not necessarily ascribe themselves to a partnership with any particular partner, but rather to an ethos or way of doing things
- Kaitiaki role would need to be discussed

3. Strategic brokers

- Brokering/coordination roles for Maori even more complex than for Pakeha
 - Greater need for internal consultation
 - Clear mandating processes essential
 - Maori staff expected to be a broker within Maori community, even though it may have nothing to do with their job description or work responsibilities
 - Tricky to balance work commitments with a personal obligation to be responsive to the Maori community
 - Risk to individual mana whenua when an organisation fails to observe appropriate tikanga or fails to deliver what it has promised
- Characterising Maori broker very difficult – can range from rangatahi to kaumātua to wahine māori who turn often verbose words into practical realities
 - Broker's mana acquired by community work, their ability to cope with challenging situations and to exercise their mana for the benefit of the people
 - Organisations need to better understand how they can support the mana of the strategic brokers they are involved with/employ
 - Options for supporting Maori strategic brokers may include job description definition or community advisory groups supporting their position

4. Governance

- The level where all decisions are ratified and strategic partnerships are identified, sought and bound
- Tribal and pan tribal governance structures are often comprised of a mix of people with too little extensive experience in such roles

- Many groups require strengthening in this area – via training, mentoring and support.
 - Having efficient governance processes critical to both to partnerships and performance
 - Whilst participation of stakeholders is key, so is size of body to enable things to get done
 - Capacity of an organisation to function efficiently requires:
 - High degree of confidence in body from its stakeholders
 - Strong leadership
 - Clear definition of relationship between governance and operations
 - Strong mandating, reporting and decision making processes and systems
5. **Mandates**
- Maori community in Waitakere has very close networks, many individuals straddle many networks – can be useful as well as risky
 - Maori organisations generally experienced in ensuring their representatives given appropriate mandate
 - Often a complicated process when many stakeholders involved
 - Challenge for those partnering Maori to understand collectivist approach to mandating
6. **Volunteers**
- Big risk for Maori strategic broker is fatigue – especially for kaumātua
 - Partly caused by complicated division of work and community obligations
 - Limited pool of people to call on
 - Major impact on families – emotionally and financially
 - Need to develop support systems such as alternative representatives, delegation and more resourcing
 - Need to recognise status of voluntary strategic brokers too – it's not just managers/politicians who have mana
 - Non Maori organisations should be strategic is their use of 'rangatira' time
 - Consultation processes must be valuable to participants as well as the consulting organisation
7. **Partnership Agreements**
- Important tool in the partnering process and increasingly being used by Maori organisations
 - Agreements define some principles of relationships, visions, outcomes, so they are usually the first step to more detailed work programmes/tasks etc
 - each partner needs to have a clear sense of each other's individual directions and how this could fit into their own objectives, as well as having a clear sense of what is to be done together
 - Process of developing a partnering framework involving Maori should be guided by tikanga, with areas requiring a culturally appropriate framework led by Maori – this will help lead to a closer partnering relationship with less risk
 - Inclusion of the Treaty in a partnering agreement should be on a case by case basis

- Can include provision to develop Treaty policies and procedures within the agreement framework, with acknowledgement that the detail will be more fully explored at a later stage
- Treaty clauses should only be used after a clear understanding of its implication is established by all parties
- Consideration should be given to the incorporation of Maori specific measures (both outcome and outputs) ie. measures that are developed with an understanding of Maori values and practices, for example: improvements in an individual's physical or mental health can also have positive effects on whānau wellbeing
- Consideration needs to be given to Maori view of intellectual property within the agreement framework
 - Fears about exploitation and control of “shared” information – these fears can be addressed to an extent in the relationship aspect of a partnership, through dialogue, mutual respect and understanding
- Consideration of timeframes and duration of relationship/partnership important
 - Impact of potential changes to political structures/policy frameworks on partnership should be discussed in advance
 - Perception of ever shifting goalposts
 - Explore ways to “protect” relationships for the long term
 - By having a partnership/relationship that endures irrespective of policy and funding shifts ie. allows communities to plan with certainty and more efficiently build their capacity

8. Kawanatanga – Government

8.1 Local Government

- New Local Government Act (2002) charges Councils with “taking appropriate account of the principles of the Treaty of Waitangi and to maintain and improve opportunities for Maori to contribute to local government decision making processes”
 - What this actually means is unclear in practice, will be up to local communities to decide alongside their local authority
 - A hope that Waitakere City Council will take an approach that increases Maori participation and work with Taumata to ensure the best way forward is found
- In general, there is a perception of a positive relationship between Waitakere City Council and Maori community
 - Solid foundation now in place
 - Not a matter of doing lots of new things, but more of the same
 - Still room for improvement and innovation
- Waitakere City Council already has Treaty based partnerships in place with Mana Whenua
 - Mayoral leadership in establishing this way ahead of any legislative prescription is recognised by local iwi
 - Ongoing commitment by the Mayor/Council leadership to partnership with iwi/Maori seen as critical
 - Council expenditure on iwi contracts needs to reflect effectiveness of relationship not just efficiency ie. need to recognise

intangibles/heart/relationship/investment in people not just about payment for tangible services

- Council relationship with Maori community needs to be recognise financial and non-financial investments in “people”
 - Need for more assistance with community capacity building, more direct resources/people to help grow capacity within Maori community
 - Council needs to observe principle of not draining community resources, for example, by prioritising what they consult on or by looking for ways of obtaining community involvement in more sustainable ways
- High community expectations for Council to have a coordination and advocacy role– at local, regional and national levels
 - Council integrity built on years of constant engagement, ongoing participation in Council processes/projects helps build relationships

8.2 Central Government

- Overwhelming cynical view of central government agencies within the Waitakere community
 - Community respond well when government agencies take a “flax roots” approach, such as that often adopted by the Community Development Group of the Department of Internal Affairs.
- Participation seen to be a missing ingredient ie. relationships based on top-down contracting frameworks
 - Build on to the many existing forums in Waitakere, don’t look to create more new forums
- Decentralisation trends both welcomed and feared
 - Māori organisations still building capacity to take advantage of opportunities that are on offer, need more help and time to do this effectively
- Fear that central government initiatives with communities are about devolution of responsibility down to community level, without corresponding resources
- Perception that government departments form relationships and then rename them partnerships
- Frustration with government “silo” mentality – diametrically opposed to Maori holistic approach. This leads to an inability for government agencies to practically act on desired “joined up” intersectoral solutions eg. resistance to co-funding across departmental budgets, outcomes etc
 - Inability for innovative community led solutions to be trialled
 - Rejection of ‘whole of government’ rhetoric by some quarters– Maori would define this quite differently to how government has, especially in terms of the way things happen on the ground
 - Imposed competition between community agencies seen as a barrier to effective service outcomes and best use of available resources

Resourcing

- Human and financial resource constraints acknowledged as a barrier to successful local initiatives
- Lack of relative re-allocation of resources to address socio-economic inequalities also acknowledged

- Strong theme from across Maori organisations in terms of openness to providing for, involving or being responsive to those other than Maori
 - Consistent with holistic approach
 - Consistent with manaakitanga (support, nurturing etc)

A CONCEPTUAL BI-CULTURAL MODEL FOR PARTNERING

MAORI	STAGES	NON-MAORI
<p>Structures/Categories:</p> <p>Whanau, Hapu, Iwi Runanga Trust Incorporated Society Limited Liability Company Marae Whare Wananga Kohanga Reo Kura Kaupapa</p>	<p>1. Approach</p> <ul style="list-style-type: none"> ▪ Ensure contact is made with appropriate level of organisation ▪ Ensure mandate is secured by both parties ▪ Consider what consultation with stakeholders is required 	<p>Structures/Categories:</p> <p>Pakeha Tauiri/Migrant communities Crown Central Government Agencies Local Government Community organisations Businesses Families and individuals Residents and Ratepayers Ethnic Boards and Societies</p>
<p>Challenges:</p> <p>Insufficient resourcing Volunteer fatigue Silo mentality Lack of understanding about non-Maori processes</p>	<p>2. Discuss</p> <ul style="list-style-type: none"> ▪ Mutually design and agree communication processes ▪ Consultation with stakeholders ▪ Scoping of potential partnership 	<p>Challenges:</p> <p>Lack of understanding and appreciation of Maori values and practices Restrictive bureaucracies</p>
<p>Opportunities</p> <p>Provision of support to non-Maori in the area of Treaty and Tikanga Improved social outcomes, health and wellbeing Autonomy and self-direction Increased role in decision making</p>	<p>3. Negotiate</p> <ul style="list-style-type: none"> ▪ Valuing of non-monetary contributions ▪ Commitment to fairness and equal compromise ▪ Consideration of power relationships ▪ Integrated, holistic approach ▪ Develop terms of reference for partnership in consultation with stakeholders 	<p>Opportunities:</p> <p>Development of meaningful relationships and policies Strong local networks Increased efficiency of service provision Strengthened local and national identity Consistency of Approach Improved democratic process</p>
	<p>4. Engage</p> <ul style="list-style-type: none"> ▪ Enter into partnership agreement ▪ Platform for a further contractual relationship ▪ Develop and implement Treaty and Tikanga approaches 	
	<p>5. Relationship</p>	

- Maintain and build an ongoing, positive working relationship

Some Suggested Ways Forward:

Relationship Building

Invest time in relationship building and provide time/space for Maori to:

- Firstly determine whether tikanga has a role in creating successful outcomes for a particular partnership
- Establish their own method of defining and measuring what that might mean for the partnership, including any formal documentation such as contracts, plans, policy
- Design a process for establishing understanding and awareness of the role of tikanga by all partners
- Negotiate the proposed implementation of tikanga with all partners
- Report to all partners against agreed measures

Relationship building does require an investment of time and resources by all partners, but its value should not be underestimated. It should be approached strategically but with goodwill.

Getting Consultation Processes Right...

The process and extent of consultation should be guided by the decision making body on behalf of the participating Maori/Iwi organisation. Consultation is key and requires resources, such as:

- Catering expenses for hui
- Koha for running costs
- Presentation expenses, like equipment and materials
- Effective communication strategy
- Skilled people on both sides of the partnerships
- Travel

Recognising and Involving Mana Whenua in Local Government

- Continual advocacy by Mana Whenua
- Rangatira to rangatira approach
- Internal advocacy by key personnel within Councils
- Proven capacity by Mana Whenua to deal with resource management issues in a professional manner
- Political willingness and commitment to pursuing a relationship
- Positive profiling of Mana Whenua within the wider community
- Internal training and public education regarding the role of Mana Whenua
- Commitment by Mana Whenua to participating in the City's planning, visioning and community outcomes processes

Progressing Treaty Based Relationships

So what can Pakeha organisations do in the meantime?

- Continue to implement Treaty and Tikanga training
- Continue to refine Treaty and Tikanga policies and work on their implementation
- Employ Maori in senior management positions
- Develop and implement a strategy for consulting with Maori
- Develop relationships and networks within the Maori community
- And importantly, openly discuss the issue of power sharing within appropriate frameworks
- When funding is unable to be committed to developing a Treaty partnership, demonstrate alternative forms of reciprocity

And what can Maori organisations do?

- Build robust governance and management systems
- Maintain high levels of professionalism
- Ensure that all people involved in delivery of partnership outcomes are adequately trained
- Seek to educate non-Maori organisations in a constructive manner about how the Treaty can influence partnerships
- Have sensitivity to the position of non-Maori partners regarding their awareness of Maori issues

Supporting Maori Strategic Brokers

What can organisations do to support the mana of strategic brokers they are involved with?

This could include:

- Providing adequate resourcing
- Respecting the role of kaumatua
- Providing for tikanga
- Allowing time for hui
- Appreciating that networking may not have measurable outcomes but is valuable nonetheless
- Meeting from time to time in a Maori context
- Building flexibility into job descriptions and other formal documents such as organisational policy, and the inclusion of Maori concepts like manaakitanga in such documents.

Governance

- Some Maori organisations need strengthening in governance through training, mentoring or more general support

Volunteers

- Growing leadership a key, supporting young leaders and youth based organisations such as Te Roopu Puawai o Waitakere key
- Monetary and non monetary ways to support strategic brokers eg. Scheduling meetings round them, travelling to meet them rather than vice versa, holding award ceremonies to recognise community effort

Waitakere City Council and Maori

Need to strategically build on existing foundation and relationships and refine/strengthen existing processes, including:

- More engagement and participation
- More advocacy
- More coordination
- And, as required by the new Local Government Act, more involvement of Maori in decision making
- Help build and grow existing networks
- Prioritise existing key objectives that Maori have identified in relation to Council

Central Government and Maori

- More local participation and engagement
- More communication between government agencies needed to enable cross sectoral initiatives to be supported
- Need for more collaborative forums that involve BOTH government and community agencies eg. RIF process only involves government agencies in North West Auckland, needs to be expanded to promote relationships and participation
- Need for more agency assistance to help Māori community organisations develop
 - More hands on roles required. ie. helping organisations to do things rather than simply tell them what needs to be done
- More funding for holistic range of services which span sectors and departmental budget allocations
 - Use Waitakere service providers to trial new creative approaches