

In confidence

## Māori Crown relationships

ELT owners: Karen Jones, Group General Manager Te Waka Kōtuia  
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### Whāinga | Purpose: For discussion

This paper provides context on the current state of the Waka Kotahi approach to Māori Crown relationships, to support a workshop discussion at the July Board meeting on how we progress this important kaupapa.

### Take matua | Key points

Te piko o te māhuri, tērā te tupu o te rākau.

*The way in which the young sapling is nurtured, determines how the tree will grow*

- Waka Kotahi is on a journey to mature our Māori-Crown relationships. The considerable progress we have made in recent years and our aspirations for the future have been recognised by both our Māori partners and Te Arawhiti | The Office for Māori-Crown Relations. We acknowledge the need for ongoing growth to ensure we are a genuine and authentic Treaty partner and are committed to this maturity.
- New internal and external research (summarised in this paper) has added to calls to strengthen our approach to partnering, and ELT recently agreed to strengthen the outcomes reporting of Te Ara Kotahi | Our Māori Strategy. The recent cyclone event response and recovery has also challenged our traditional ways of working at the cultural level.
- Our approach to relationships and engagement currently differs between the project, regional and national levels and depends on the different expectations and needs of the iwi/hapu around the country – considering the significance of the issue for Māori and the level at which they prefer to engage. There is no one-size-fits-all approach.

### He kōrero mō tēnei kaupapa | Background

#### Te Tiriti o Waitangi

Waka Kotahi recognises and respects Te Tiriti o Waitangi and will work with Māori as partners to build strong, meaningful and enduring relationships to achieve mutually beneficial outcomes.

Waka Kotahi is responsible for delivering an integrated transport system. We have an important role to play in finding opportunities to better respond to Māori aspirations while delivering transport solutions.

We invest time and effort that reflects the importance of this partnership. Both Treaty partners benefit from working closely together, focusing on long-term outcomes and building strong and enduring relationships.

## Legislative context

The Land Transport Management Act 2003 provides principles and requirements to facilitate participation by Māori in land transport decision-making processes, to recognise and respect the Crown's responsibility to take appropriate account of the principles of the Treaty of Waitangi.

The Public Service Act 2020 makes clear that the role of the Public Service includes supporting the Crown in its relationships with Māori under the Treaty, which includes developing and maintaining capability to engage with Māori and to understand Māori perspectives. While these provisions do not apply to Waka Kotahi as a Crown entity, Waka Kotahi has reflected them in Te Ara Kotahi.

## Public sector context

In 2019, Cabinet agreed partnership principles for public sector agencies to use in forming partnerships with Māori. These principles support future-focused partnerships that respond to the needs/interests of Māori communities as well as the Crown. Please refer to Attachment 1 for a copy of the resulting principles from Te Arawhiti and note that the workshop with you will use the principles as a frame for discussion.

## Waka Kotahi context

Waka Kotahi appointed its first Senior Manager Māori in 2017, who was responsible for developing Te Ara Kotahi. Te Ara Kotahi sets out how we work with and respond to Māori as the Crown's Treaty partner and what this means for how we do business. It recognises and uplifts our commitment to the Treaty and its ngā uara (values) and ngā mātāpono (principles) to guide how our people interact with our Treaty Partners.

Te Mātangi | the Māori Partnerships team was established in 2019 to ensure the delivery of Te Ara Kotahi and its supporting action plan. The team's role is also to support the wider business in engaging with Māori, and ensure our people have the guidance and capability to deliver mutually beneficial outcomes for Māori and Waka Kotahi. Te Mātangi started as a team of four FTE but has grown to currently comprise six regionally based Pou Ārahi, two nation-wide Pou Ārahi and one Tumuaki | Senior Leader, given the value of the mahi and level of support required both internally and externally.

Outside of Te Mātangi, other resources across the organisation also support the commitment of Waka Kotahi to the Treaty and how we deliver our obligations under Te Ara Kotahi:

- Two strategic advisors to the Board and ELT - [section 9\(2\)\(a\)](#) (Te Amokura) and [section 9\(2\)\(a\)](#) (Maarama Consulting)
- Two advisors in the Pumanawa Tangata | People Group support Waka Kotahi employees to uplift their cultural competency.
- Multiple iwi engagement roles are embedded in projects and alliances around the country, with other specialist iwi engagement or Māori advisory roles in Te Rōpū Waeture | Regulatory Services, Te Waka Kōtuia | Engagement and Partnerships and the NZ Upgrade Programme.

## Kia mōhio mai koe | What you need to know

Waka Kotahi and Māori engage at project, regional and national levels – with the approach to engagement differing between the three levels.

### Waka Kotahi has traditionally been set up for relationships with iwi/Māori at the project level

Hononga ki te iwi | Our Māori Engagement Framework provides guidance on engaging with Māori to support Māori aspirations and the strategic objectives of Te Ara Kotahi.

Hononga ki te iwi can be applied to all Māori engagement across Waka Kotahi but is targeted at the project/programme level. The nature and extent of the resourcing to facilitate engagement depends on the size and scale of the individual project or programme - and is funded by the project or programme. As the regional Pou Ārahi are an integral part of the Regional Leadership Teams and are actively engaged in iwi engagement on infrastructure delivery projects in their region, Waka Kotahi is currently set up well for relationships with iwi/Māori at a project level.

Examples of partnering success on projects include the Waikato Expressway and Te Ahu a Turanga | Manawatū -Tararua Highway (see Attachment 1).

The approach of Te Ahu a Turanga to Māori-Crown partnership is considered a benchmark for how Waka Kotahi should partner with iwi in a genuine and effective manner across its numerous projects. Te Ahu a Turanga is being used as an exemplar for partnership over different project phases for the proposed alliance model for cyclone recovery. While relationships in Te Taikāwhiti and Te Matau a Māui (Gisborne and Hawkes Bay) are still being formed, iwi have been unable to engage fully in the process due to competing priorities that require significant resource.

## Strategic relationships occur at both the regional and national level

### Regional relationships

At a regional level, Waka Kotahi relationships with Māori go beyond projects and programmes and focus on broader outcomes. This includes development opportunities (such as strategic transport planning and investments) and improving the performance of the land transport system and its outcomes for Māori. The Pou Ārahi and Directors of Regional Relationships (DRRs) are the key relationship holders between Waka Kotahi and Māori, leading the development and maintenance of strategic relationships with Māori within their region. Both these roles form part of the Regional Leadership Teams who champion Waka Kotahi in the regions and strengthen our presence in local communities by ensuring we work in partnership with local government, iwi, communities, and other stakeholders to develop and sustain trusted relationships.

Important regional strategic functions that relate to Māori include:

- Formalising and monitoring the health of Waka Kotahi relationships with iwi/hapū
- Establishing relationship agreements where appropriate
- Ensuring Māori perspectives inform strategic planning
- Developing and considering a variety of options for future land transport solutions
- Encouraging and facilitating Māori input to council-led planning and programming processes (such the development of RLTPs; and the growth management, spatial planning and transport components of LTPs) and related Waka Kotahi processes (such as the development of the NLTP and Waka Kotahi Investment Proposal).

The Pou Ārahi and DRRs lead strategic conversations with Māori at a governance level (with Chairs/CEs). These conversations are a proactive way of understanding Māori aspirations and to look for ways to achieve those aspirations in the work we do. On some occasions, matters are elevated up – national support is provided through the Senior Manager Māori, the wider Te Mātangi team, the Executive Leadership Team (ELT) and other national roles.

### National relationships

Through whakapapa (genealogy) to their iwi/hapū, Māori have strong ties to their whenua (ancestral homelands) and exercise mana whenua (authority) within their rohe (area of interest). Because of this, iwi/hapū have a strong regional presence but also maintain extensive whanaungatanga (relationships) to other iwi/hapū through the country. Māori regularly come together on strategic matters of national importance that affect all Māori.

National relationships have considerable overlap with regional relationships. The majority of iwi have limited resources and personnel. Often the Iwi CEO or Chair deals with local, regional, and national matters. Waka Kotahi needs to appreciate the resource constraints and time demands on iwi and be flexible in meeting the needs of iwi. Iwi entities don't align nor fit with government structures and hierarchies – iwi have their own decision-making processes and timelines.

National strategic conversations are about aspects of the land transport system that impact the entire country, even though delivery might occur on the ground in the regions. Recent examples include:

- Bilingual and te reo Māori traffic signage
- Procurement opportunities
- Improving Māori road safety
- Providing for Māori decision making on the NLTP at a national level
- Embracing Kaitiakitanga principles in our environmental and sustainability policies
- Including Māori views in our policy development and regulatory work.

These relationships are currently led at Chief Executive, Group General Manager and Programme Director level. From time to time the Chair and Board have been involved depending on the issue/matter, for example, engaging with Tūhoe.

#### *Chief Executive and Board Chair representation*

The principle of Rangatira ki te Rangatira outlines the expectation that the iwi chair is the equivalent to the Board Chair/Minister, and the iwi CE is equivalent to the Waka Kotahi CE when determining representation at certain events. The number of iwi around the motu makes it difficult and demanding for our Board Chair and CE to always meet this expectation. The Pou Ārahi, Senior Manager Māori, DRRs and ELT play an important role in supporting the Board and CE in circumstances where the CE and Chair are unavailable. Each request should be considered carefully by the CE and their office with support from the Senior Manager Māori and the relevant regional Pou Ārahi to ensure Waka Kotahi provides appropriate representation.

If it is decided that the CE is unavailable, a proxy is determined by the CE with support from the Senior Manager Māori and the relevant regional Pou Ārahi to ensure Waka Kotahi is able to uphold its commitment to its partners.

In 2022, ELT agreed an approach to engagement under which ELT focuses on key national level relationships with iwi Māori.

#### **Our partners recognise our progress but expectations to keep maturing are high**

While we have grown partnerships with Māori considerably over the past six years, we acknowledge we still have more progress to make.

The inaugural Māori Partnerships Survey for Waka Kotahi was conducted in 2022. Key findings from this research indicated that:

- Waka Kotahi staff understand the importance of building strong relationships with Māori.
- The vast majority (81%) of our Māori partners acknowledged that we have improved our relationships with them over time.
- However, less than half (47%) of our Māori partners felt Waka Kotahi understand and uphold the principles of the Treaty.

The survey was completed again with our Māori partners in 2023 and we see improved perceptions of their relationship with Waka Kotahi:

- The average performance scores across 7 key strategic relationship drivers increased slightly from 45% to 49% (reported in our Statement of Performance Expectations)
- While Māori have acknowledged there is a lot of goodwill and intent, and that progress has been made, they also feel we need to translate this into meaningful actions and continue to drive improvements.

Two main key themes that come through in the research findings show the need and desire for enduring relationships that go beyond projects and programme and to provide sufficient time and resource to foster these.

### Waka Kotahi staff are seeking improved capability and leadership

Research was conducted with a wide range of staff in 2022 to review Te Ara Kotahi, the Waka Kotahi Māori strategy. This identified a range of challenges and barriers that staff face in uplifting Te Ara Kotahi. However, there was a consensus that the strategy itself does not need to change – how we implement the strategy is the key.

As a result of the recommendations arising from this research, ELT agreed in May 2023 to:

- Set goals and measure the impact of uplifting Te Ara Kotahi across a range of key areas. Creating relevance for all staff and setting an outcome focus.
- Make a step change to building our overall cultural competency across the organisation. Lifting our overall cultural intelligence to better understand and meet the needs of Māori.
- Strengthen leadership engagement with Te Ara Kotahi. Signalling the importance of this kaupapa.

*Organisational design - Te Kāpehu change addressed some of our challenges but our current organisational construct does not reflect our aspirations*

Te Kāpehu change documents confirmed that the Board, Chief Executive and ELT are responsible for national level strategic relationships with Māori.

The Public Service Commission has a strong focus on senior leaders growing their cultural competency. Recent one-on-one conversations with the ELT regarding their personal competence and capability with the Treaty and Te Ao Māori indicate the ELT, individually and as a group, need to grow their confidence and capability in this area.

The Te Kāpehu organisational design established one additional resource to strengthen the focus on our national partnership with Māori. This includes ensuring we uphold our commitment to the Treaty and ensuring that supporting the relationship between the Crown and Māori are critical aspects of the Group General Manager System Leadership role – a role focused on strategy, policy and long-term planning and investment.

We currently have two specialist roles at Tier 3 level, both of which are now vacant:

- Strategic Māori Advisor: A new role within System Leadership and is primarily responsible for the leadership of strategic, enduring Crown Māori partnerships and embedding our commitment to the Treaty of Waitangi in our strategies, policy development and across the business.
- National Manager Māori: Leads Te Mātangi and the responsibility for day-to-day relationships at a national and regional / local level.

Adding additional resources at Tier 3 is a positive step forward to strengthening our Māori-Crown relationships, however, this may not be enough to fulfil our aspirations and expectations – particularly with the recent departure of Kane Patena meaning Waka Kotahi does not have Māori representation at Tier 2 level. A summary of the options to address this, presented to the Chief Executive in May 2023, is included as Attachment 2.

## Ā muri ake nei | Next steps

Waka Kotahi has moved forward with our cultural understanding and there is a deep commitment from the majority of our employees to do better. The ELT and our senior leaders need to continue their culture competency journey.

Although we have one SPE measure to evaluate our overall progress on the health of our relationship with iwi, further work will need to be carried out to develop a Kaupapa Māori measurement framework that can be used to more comprehensively evaluate the health of the relationship between Waka Kotahi and Māori. This framework could be used to evaluate the efforts and methodology of Waka Kotahi Māori engagement on projects, programmes, regional and national level relationships.

At the meeting, the Board will be taken through a workshop, based on Te Arawhiti principles and engagement framework (see Attachment 1), to discuss and guide levels of partnership based on different scenarios.

The outcomes of this workshop will be used to influence our future strategic direction, resource allocation and our organisational design to give effect to our strategy, including informing the Chief Executive's thinking on the possibility of a Tier 2 leadership role.

## Ngā whakapiringa | Attachments

<b>Attachment 1</b>	Te Arawhiti principles for building closer partnerships with Māori
<b>Attachment 2</b>	Case studies of best practice engagement
<b>Attachment 3</b>	Summary of organisational design options
<b>Attachment 4</b>	Pre-read for workshop

## Resource Centre (Diligent)

<b>Document 1</b>	<a href="#">Internal survey – Conducting a review of Te Ara Kotahi amongst Waka Kotahi staff</a>
<b>Document 2</b>	<a href="#">External survey – Understanding and improving relationships with Māori</a>
<b>Document 3</b>	<a href="#">Te Ara Kotahi   Our Māori Strategy</a>

# Attachment 1

## Building closer partnerships with Māori – Te Arawhiti principles

This framework assists when Māori interests are significantly affected by the proposed actions, and a partnership or co-design approach is appropriate within existing statutory settings (as per the Engagement Framework and Guidelines – [www.tearawhiti.govt.nz](http://www.tearawhiti.govt.nz)).

It will support future focussed partnerships that respond to the needs/interests of Maori communities as well as the Crown and deliver improved outcomes for Maori and the Crown.

Appropriate application of the partnership framework will rebalance some of the power and resource imbalances between Maori and the Crown by recognising and sharing the contribution each party brings to specific partnership

### Principles

-  1. Build the relationship before focusing on the work
-  2. Plan together from the start
-  3. Value each parties' contribution and knowledge
-  4. Ensure outcomes are meaningful to all parties
-  5. Be open, be flexible and accept risk
-  6. Share decision-making

### Collaborate

The Crown and Māori work together to determine the issues/problems and develop solutions together that are reflected in proposals. Each party retains its own decision making ability.

**The parties:**

- Make time for whakawhānau/gatanga
- Take time to learn the history of the relationship before engaging
- Learn about and respect each other's tikanga
- Relationship is mana-enhancing
- Work to build trust
- Each do what they agreed to do in a timely manner
- Communicate openly and clearly
- Agree what success looks like
- Are transparent about their responsibilities and what level the responsibility is exercised at

**Examples**

- Some historical Treaty of Waitangi settlement negotiations
- Rangatahi Courts

### Co-design

The Crown and Māori partner to determine the issue/problem, design the process and develop solutions. The Crown and Māori make joint decisions.

**The parties:**

- Agree on joint reporting and evaluation
- Have clearly defined outcomes and a common agenda
- Look to mātauranga Māori for solutions
- Share resources such as staff, premises, equipment
- Accept risk as part of achieving a better way of working together
- Acknowledge that mistakes may be made when trying new solutions
- Actively look for opportunities to share or delegate decision making

**Examples**

- Some historical Treaty of Waitangi settlement negotiations
- Te Urewera Board
- Waikato River Authority
- Matariki Court

### Empower

Māori decide and the Crown assists in implementing the decision made by Māori.

**The parties:**

- Agree each may lead at different times (tuakana/teina)
- Actively look for opportunities and agree if and where the Crown's decision making is delegated
- Acknowledge the Crown's role is as enabler and implementer not decision-maker
- Equal contributions by all partners

**Examples**

- Whānau Ora model
- Ngāti Whare/Scion/PGF partnership
- Te Mātāwai

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## Attachment 2

### Best practice case studies

Te Arawhiti principle	Waikato Expressway	Driver Licensing Improvement Project	He Tohu Huarahi Māori Bilingual Traffic Signs	Te Ahu a Turanga: Manawatū Tararua Highway
Build the relationship before focusing on the work				
Plan together from the start				
Value each party's contribution and knowledge				
Ensure outcomes are meaningful to all parties				
Be open, be flexible and accept risk				
Share decision-making				

	Collaboration demonstrated
	Co-design demonstrated
	Empowerment demonstrated

#### Waikato Expressway

- Waikato-Tainui and Waka Kotahi worked in close partnership to plan, design and deliver the Waikato Expressway, over 102km from Bombay to south of Cambridge.
- The 4.8km long Rangiriri Section was important in the context of this partnership, providing the opportunity to re-route SH1 away from the original Rangiriri Paa site and restore the land where the Battle of Rangiriri took place. The paa had been damaged when the old highway was cut through it in 1965.
- A key outcome was to enable Waikato-Tainui to exercise their stewardship/kaitiakitanga responsibilities in the project's approach to planning, design and mitigation. In 2016, the historical reserve was transferred back to Waikato-Tainui.
- The main feature of the paa project is the symbolic and scaled version of the 1863 fortified paa, which attracts New Zealand and overseas visitors who can break their journey at Rangiriri to learn about an important time in the nation's history.

#### Driver Licensing Improvement Programme

- Waka Kotahi established two trials in Te Tai Tokerau and Tairāwhiti aimed at making driver licensing more accessible – opening the door to jobs, education and training, support for whānau, healthcare and social connection.
- In Te Tai Tokerau, Rural Education Activities Programme (REAP) works with local police officers qualified as community driver testing officers to offer practical driver testing for REAP students. REAP and Police have worked closely together to understand local needs.
- In Tairāwhiti the introduction of new community driver testing officers has been a key enabler in reducing testing wait times.



- Based on the early success of the trials, the number of community driver testing officers has expanded to service more small communities needing support, with over 1000 students tested, a pass rate of 88%, and 70% of students identifying as Māori (as at end April 2023).

#### **He Tohu Huarahi Māori Bilingual Traffic Signs programme**

- This is a partnership between Waka Kotahi and Te Mātāwai, the independent statutory entity working to revitalise te reo Māori on behalf of iwi and Māori. Together, Te Mātāwai and Waka Kotahi have designed and led this programme since its inception.
- Te Mātāwai has provided expert advice and guidance to support engagement on bilingual signs. It also enabled the programme to capture the views of iwi and Māori via the community-based panels of Māori language experts, practitioners and champions known as Ngā Pae Motuhake o Te Mātāwai. Their feedback helped to inform the design of new bilingual traffic signs, implementation and translation approach. We also engaged with Māori partnership staff in local councils and a group from the traffic industry.
- Te Mātāwai has been extremely complimentary of the work we have done in this area and how well we have collaborated to gather the views of partner organisations to design these signs in a way that reflects te reo in a mana uplifting way.

#### **Te Ahu a Turanga: Manawatū Tararua Highway**

- Five iwi - Rangitāne o Manawatū, Rangitāne o Tamaki nui-a-Rua, Ngāti Kahungunu ki Tāmaki nui-a-Rua and Te Runanga o Raukawa (Ngāti Raukawa ki te Tonga and Nga Kaitiaki o Ngāti Kauwhata) - are represented throughout the project, including the operational team, senior management and governance. For the first time iwi sit on the Alliance board with our Alliance partners, HEB Construction, WSP, Aurecon and Fulton Hogan.

#### **Development of Te Kāpehu**

Waka Kotahi took a Te Ao Māori lens to the development and communication of Te Kāpehu, using the Māori star compass as the analogy for our strategic direction, values and behaviours. Our Treaty Partners are descendants of the great Polynesian navigators who journeyed to Aotearoa on large waka hourua (sea voyaging canoes). Oceans were seen as a connector by early Polynesian navigators, 'connecting people and places, connecting one island to another. Taking a piece of our past and placing it on the land gives us Te Kāpehu for our strategic direction, values and behaviours. A piece of the past helps our journeys into the future.

## Attachment 3

### Summary of organisation design options presented to the Chief Executive in May 2023

#### 1. Appoint Tier 2 Māori role

A Tier 2 Māori role, to support Māori-Crown relations, would align us with the direction other delivery focused Crown agencies and departments have taken in recent times to accelerate Treaty partnerships and support us to strengthen in the areas with the biggest gaps: pan-Māori relationships and taking into account the needs of Māori as part of policy and design. The role would also need to contribute at the strategic level beyond functional expertise, similar to other Tier 2 roles.

- This could be a standalone, positional role, *or*
- Could lead a cluster of functions that currently undertake related work, eg Te Mātangi, Pumanawa Tangata roles, to ensure functional oversight of all Kaupapa Māori activity for the organisation.
- This role, with a support staffer, could be funded through a merger of the two current vacant tier 3 roles.

#### 2. Elevate Māori strategy & policy tier 3 role (the new proposed role under Te Kāpehu change)

This would be a Tier 2.5 role and remain reporting into the GGM System Leadership. It could be a 'shadow' ELT member with a dotted line to the CE, ie. invited to ELT meetings and other forums. The role could be retitled to Director of Māori-Crown Relations.

- This could be a standalone role, *or*
- Could have formal or dotted line reporting relationships with National Manager, Māori along with the embedded roles within Pumanawa Tangata to ensure the Director had line of sight for all Kaupapa Māori activity for the organisation.

#### 3. Elevate National Manager Māori tier 3 role

As with option 2, this would be a Tier 2.5 role and remain reporting into the GGM Engagement and Partnerships. It could be a 'shadow' ELT member with a dotted line to the CE, ie. invited to ELT meetings and other forums. The role could be retitled to Director of Māori-Crown Relations.

- The National Manager, Strategy, Policy and Planning could have a dotted reporting line into the position along with the embedded roles within Pumanawa Tangata, (as at present), to ensure the Director had functional oversight of all Kaupapa Māori activity for the organisation, *or*
- Another option is to implement a change to deliver a solid line reporting relationship into this new position in order to establish a centre of excellence with the new Director position having functional accountability and oversight

There are pros and cons to these three options which are summarised below:

Option	Pros	Cons
Establish Tier 2 role	This role would send a strong signal to iwi of our intent to accelerate our commitment to improving Māori-Crown	This option was discussed and discounted as part of the Te Kapēhu change as it was decided that embedding our approach to Māori-Crown relations would be better

	<p>relationships and outcomes for the betterment of Māori.</p> <p>It would fulfil a gap that is needed regarding Rangatira ki te Rangatira (see Appendix) with the departure of Kane Patena.</p> <p>Would fulfil Board, Ministerial, ELT strategic advisory &amp; support role.</p> <p>Aligns Waka Kotahi with other like agencies</p> <p>Shows intent to meet diversity goals at senior leadership levels.</p> <p>Consistent with other orgs, it could be Director role (similar to the Chief of Staff role), rather than a full GGM role</p>	<p>served within the purview of each of the GGMs as it touches on everything we do within Waka Kotahi.</p> <p>Less functional reports than other GGMs.</p> <p>Would potentially require further organisational change to align functional teams.</p> <p>Adds to ELT membership &amp; span of CE control.</p> <p>Potentially would require additional tier 2 support roles (eg EA).</p>
<p>Elevate Māori strategy &amp; policy role</p>	<p>This role establishment would send a signal to iwi of our intent to accelerate our commitment to improving Māori-Crown relationships and outcomes for the betterment of Māori.</p> <p>Reduce reliance on outside consultants for this strategic advice.</p>	<p>It may not send a strong enough message to iwi regarding our intent to increase representation at senior levels.</p> <p>A senior manager of this mana may find it difficult to not directly report into the Chief Executive, limiting our recruitment options.</p> <p>Potential role confusion with the National Manager Māori role, depending on the extent of the realignment of the wider teams.</p>
<p>Elevate National Manager Māori role</p>	<p>Less potential change impact for Te Mātangi wider team remaining within Te Waka Kotuia.</p> <p>Aligns with existing DRR model (2.5 roles).</p>	<p>It may not send a strong enough message to iwi regarding our intent to increase representation at senior levels.</p> <p>A senior manager of this mana may find it difficult to not directly report into the Chief Executive, limiting our recruitment options.</p> <p>Potential role confusion with the System leadership new role scope.</p>

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Board meeting | 6 July 2023

In confidence

# Approach to Partnering with Māori – workshop context

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Issue owner: Brendon Smith & Erin McCredie



New Zealand Government

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## This workshop is to help understand what sort of relationship we want, and need, to have with Māori

There is some key contextual information that will help to guide us here

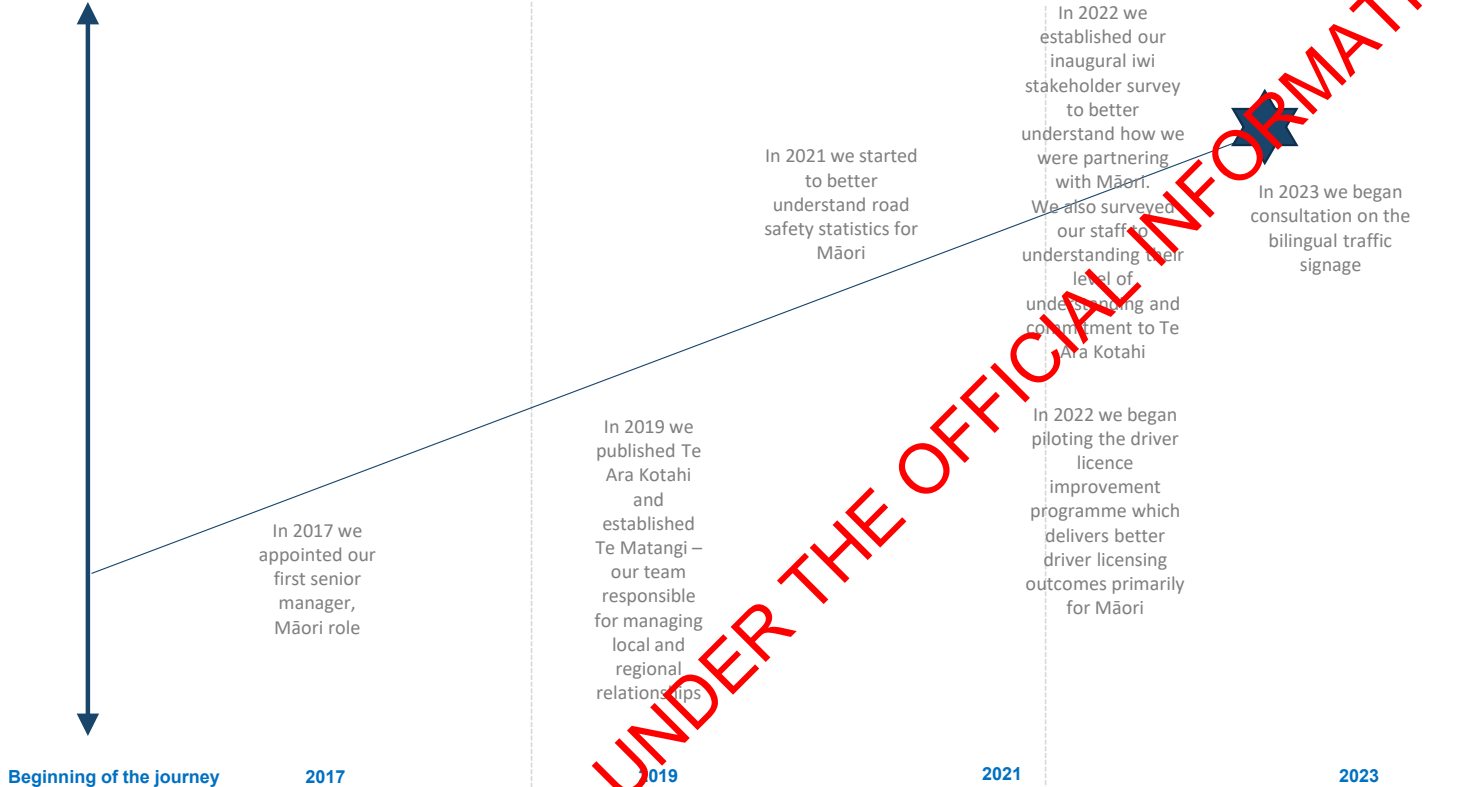
Why are Māori relationships important for Waka Kotahi?

Where do we currently sit in terms of our relationships with Māori?

The following slides provide the context to support this conversation as they summarise what we have heard from our research with iwi stakeholders

# Our Te Ara Kotahi Journey

Leading the way  
with Māori-Crown  
relations



Underpinned by cultural competency uplift of Waka Kotahi employees and relationship building with iwi



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Ko te amorangi kei mua  
Ko te haapai o kei muui

The back of the house makes the front look good  
The front of the house makes the back look good

## Why are relationships with Māori important?

To recognise and uphold Te Tiriti o Waitangi

Te Tiriti o Waitangi provides for the exercise of kāwanatanga (the right of the Crown to govern) while actively protecting tino rangatiratanga (self determination) of Māori with respect to their natural, physical and spiritual resources.

*"It's our responsibility as a Crown entity to support Crown / Māori relationships under Te Tiriti o Waitangi - and it's the right thing to do."*

To meet legislative obligations

We are bound by our legislative context to give effect to Māori. There are two main pieces of legislation that we are required to give effect to when considering our programmes of work - Land Transport Management Act, Resource Management Act 1991 (RMA).

*"Come with the right mindset – move from 'have to' to 'want to'."*

To live the Vision and Values of Waka Kotahi

Our values shape our culture and guide how we relate to each other, our partners, stakeholders, communities and iwi.

- Ngākau aroha / Have heart
- Kotahitanga / Better together
  - Kia maia / Be brave
  - Mahia / Nail it

*"We need to truly live our values – to deliver a transport system for all of New Zealand, including Māori."*

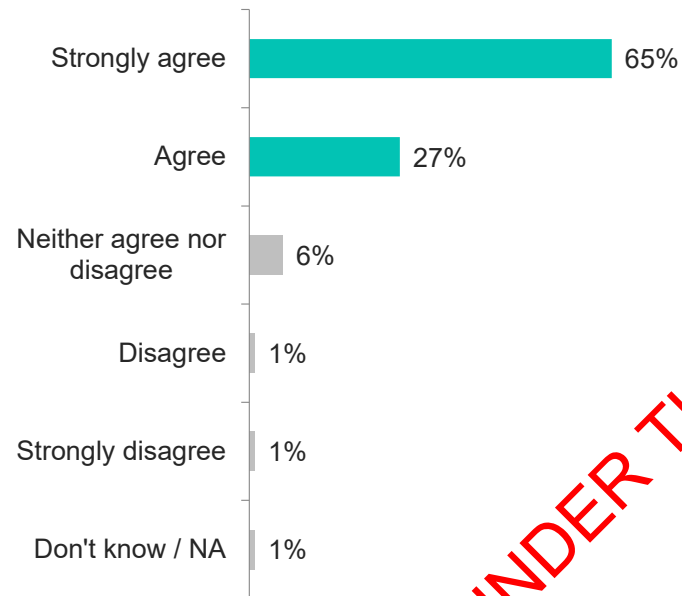
To drive successful outcomes

*"You get better outcomes for New Zealand when we work together as partners. You get better projects, a better legacy, better employment and environmental outcomes. It's a win-win for everyone!"*

*"Manawatū and Kaikōura are great examples of when we get this right. We need to learn from these."*

## Nearly all staff feel it is important for Waka Kotahi to build relationships with Māori

I believe it is important for Waka Kotahi to build strong relationships with Māori



Our survey of 1,218 staff in late 2022 showed 91% believe it is important to build strong relationships with Māori.

Re-inforcing what we have heard in our in-depth interviews with staff.

*"It is extremely important."*

*"It's a non-negotiable as a Crown entity."*

*"We need to understand and respect the Māori perspective."*

Base: n-1,218. Please tell us how much you agree or disagree with the following statements.

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## We see strong consensus with the external and internal view of what Māori want from a relationship

Extensive research conducted in 2022 with both Waka Kotahi staff, as well as Māori partners, identified a range of key drivers that make up the relationship – which when combined create a trusted, enduring partnership.

- Are genuine in their intent
- Act with integrity
- Are consistent in how they engage with you
- Can be relied on to deliver what they say they will
- Communicate well (Early engagement, Proactive, Open, Transparent)
- Are willing to be flexible in their approach
- Solve problems and issues quickly when they arise
- Learn from their experiences
- Are committed to a long term relationship
- Work in an inclusive and collaborative manner
- Are culturally aware and competent
- Look to understand and meet your needs as Māori
- See Māori as an equal partner
- Take Māori expertise into account when making decisions in your area
- Provide sufficient time, funding and resource to help foster the relationship
- Are delivering effective outcomes for Māori

# Māori gave us clear direction on what works well, and what doesn't, for these

## We need to keep doing / start doing these

Genuine, Listen, Have integrity, Fair, Respectful, Good communicators, Competent, Reliable, Consistent, Committed, Solution focused, Flexible, Learns from their experiences

Have a good cultural understanding of te ao Māori, te reo Māori, tikanga, kawa, Te Tiriti o Waitangi, Understand the history, context and needs of Māori

Early, Proactive, Engage with the right people, Collaborative, Involved in decision making, Open and transparent, Solves issues quickly, Relationship based, See Māori as equal, Long term focused

Sufficiently resourced in terms of putea, time and people (capacity and capability), Strong accountability



## We need to avoid doing / stop doing these

Dictatorial, Inflexible, Disrespectful, Incompetent, Ignorant, Broken promises, Poor communicators, Doesn't learn from their experiences

A lack of understanding and duty of care around te ao Māori, te reo Māori, tikanga, kawa and Te Tiriti o Waitangi, tokenism, trampling of mana, desecration of wahi tapu / wahi taonga

No engagement, Last minute, Reactive, Box ticking, Lack of transparency, Changing people – lack of consistency, Ad hoc – project based, One-way relationship, Short term focused

Lack of resource, Doing the bare minimum, Unreasonable budget and time constraints, Lack of accountability

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## Māori feel our performance across the different aspects of our relationships are mixed



We are performing better in some areas than others.

What is clear is that we lack consistency across the different aspects of the relationship.

## Our staff also feel our delivery in terms of our relationships with Māori is inconsistent

Staff perceptions of our performance are mixed - we are seen to be doing well in some areas and not so well in others. There is a lack of consistency in our delivery in this area.

### Staff feel we are doing well in places:

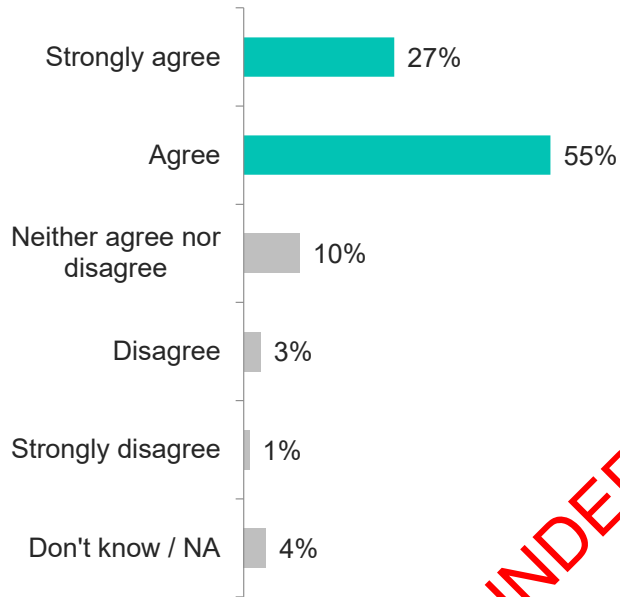
- Generally good intent and willingness across our people, projects and business groups
- Good where we have funding and resource – especially on larger projects
- Improving regional relationships / structure
- Particular business groups are seen to be taking the lead and looking to embed Te Ara Kotahi / Te Ao Māori within their function – with strong buy in at the leadership level and key support from Pou Ārahi / Te Mātangi;
  - Te Rōpū Waeture / Regulatory Services
  - Pūmanawa Tāngata / People
  - Transport Services

### But we are not doing so well in other areas:

- A lack of understanding / naivety on what it means to partner with Māori – and the implementation of this;
  - Taking a consultative approach rather than a collaborative, partnership approach
  - Māori thought of / included late in the piece
  - Not understanding the aspirations and needs of Māori
  - Relationships tend to be ad hoc project focused vs long-term relationships
  - Processes that do not align with taking a partnership approach
- A perception that the true commitment needed isn't there from the highest levels
- Lack of overall resourcing and support for this kaupapa
- Mixed levels of basic cultural competency

# The vast majority of staff feel Waka Kotahi recognises and respects Te Tiriti o Waitangi

I believe that Waka Kotahi recognises and respects Te Tiriti o Waitangi



82% of staff surveyed in 2022 agree that Waka Kotahi recognises and respects Te Tiriti o Waitangi

While just 4% disagree.



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## However, Māori do not hold the same view around how well we are doing around Te Tiriti o Waitangi

The vast majority of our staff (82%) agree that Waka Kotahi recognises and respects Te Tiriti o Waitangi.

However, less than half (42%) of Māori partners surveyed in 2023 feel that Waka Kotahi understand and uphold the principles of Te Tiriti o Waitangi.

Whilst the framing of the questions differ slightly, the sentiment is similar – showing a significant gap between how we feel we are delivering in this area and how Māori feel we are delivering.

This shows the importance of understanding the viewpoint and expectations of Māori in this area to ensure we are looking to meet their needs as the Crown's treaty partner.

The purpose of the Board workshop will be to work as a group to understand what sort of relationships we want, and need, to have with Māori based on these contexts to support better outcomes for Māori