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Involving the Community

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4.1 Introduction

To achieve the best outcomes for waterways and wetlands projects, communities should be involved at all stages, including identification of objectives, site assessment, and development of concepts. This section incorporates Christchurch City Council guidelines for seeking community views and offers a range of consultation methods.

4.2 Why involve the community?

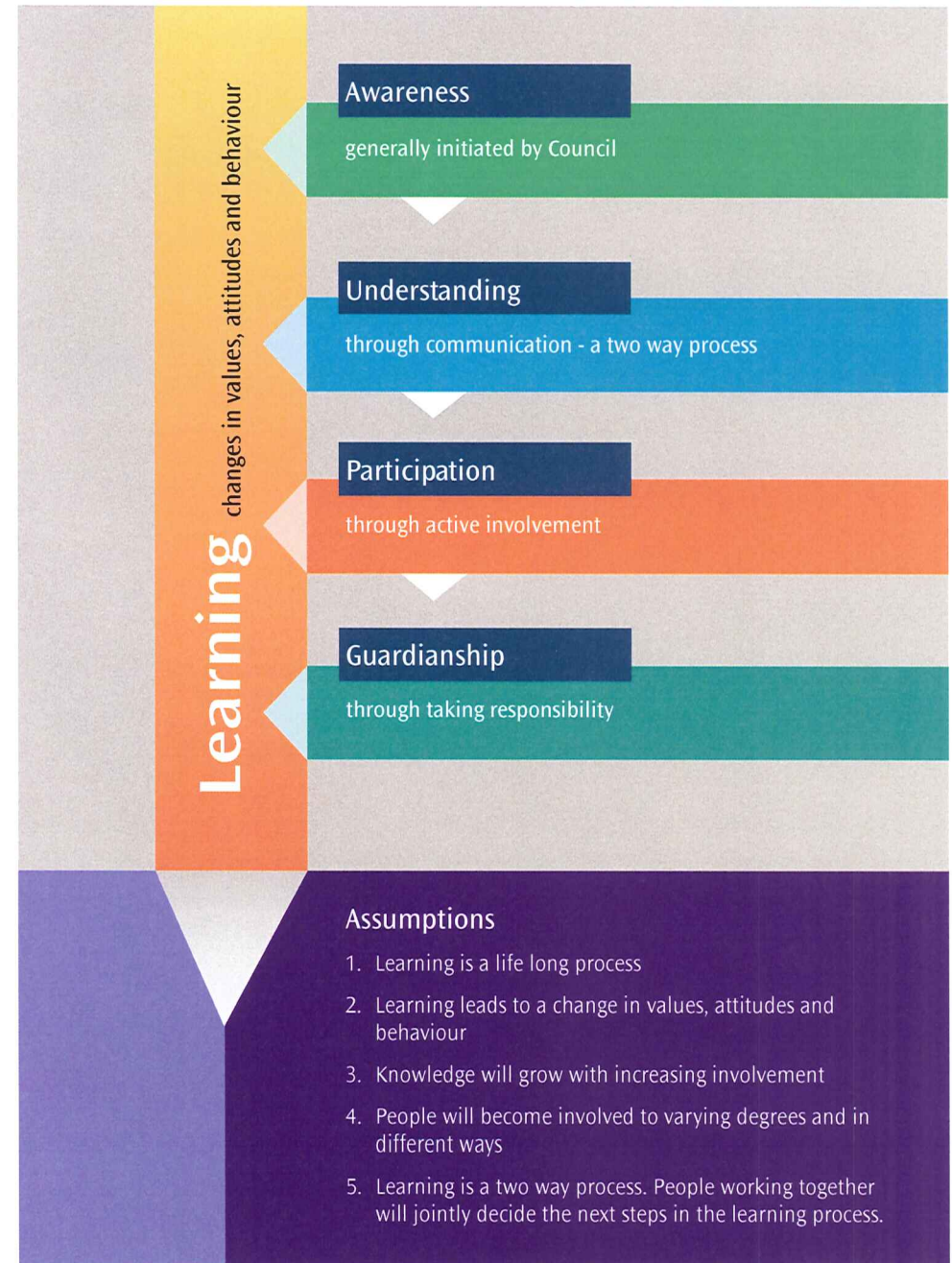
Reasons for involving the community include:

- to gain the community's support for and ownership of a project
- to promote discussion and sharing of views and visions
- to develop innovative concepts and solutions
- to promote a 'sense of community' and identity through interaction
- to identify key issues to tākara whenua
- to gather information, to assist planning, site assessment, and monitoring
- to give and receive technical or expert advice
- to identify areas of complementary or coordinated activities, and to clarify boundaries

The degree of community involvement varies according to the following:

- issues
- location
- participants, affected groups or individuals
- proximity to significant areas eg waterways, sites of significance to Māori, sites of ecological or heritage value
- legal or statutory requirements eg Resource Management Act.

Council often uses this Learning Model to engage communities



4.3 Who to Involve?

Consider involving all potentially affected parties, including:

- Tākata Whenua (see requirements under Section 2.8)
- Christchurch City Council (staff and community board members)
- Environment Canterbury
- Fish and Game Council
- Forest and Bird Council
- Department of Conservation
- adjacent landowners and occupiers
- local residents' groups
- youth/children
- stream care groups
- recreational users of the water body
- umbrella groups representing various issues and populations
- people with special requirements eg the disabled
- people with expert knowledge of the values affected eg ecologists, biologists, recreation planners
- utility suppliers (Southpower, Telecom)

It is impossible to reach everyone within a community. The use of a representative group, community board or focus groups can assist.

Field trip to North Canterbury wetlands



4.4 Approaches to Adopt

To ensure successful community involvement, adopt the following approaches:

Listening

- be open-minded; no outcome is predetermined
- listen actively and genuinely
- adopt a non-confrontational manner
- make allowance for criticism and handle it constructively

Flexibility

- allow for changes in process as a result of consultation outcomes and extraneous factors
- make compromises where applicable
- consider a range of options
- adopt a consensus approach wherever possible
- allocate sufficient time from the outset. Always take stakeholders' time frames into account.

Relationships

- foster ongoing relationships, networks, and partnerships in addition to consulting on specific issues
- earn trust and be reliable
- seek out and be responsive to issues identified by stakeholders
- be aware of 'history'
- encourage early ownership and collective responsibility

- show good will
- have a skilled and personable facilitator
- provide 'tea and cakes'

Information

- provide participants with correct and adequate information

- use clear and visual information that is accessible to stakeholders. Formats may include written reports, videos, sketches, plans, photographs and diagrams
- prepare material thoroughly
- keep people informed of progress and outcomes
- evaluate the project and the effectiveness of consultation



- manage stakeholder expectations
- manage information: gathering, inputting, administration, analysis, write-up, distribution
- do not always rely upon people with a background in, or detailed knowledge of, a topic. Others will also have valuable insights into the needs of a community.

All initiatives should include an evaluation component to record what was successful and to allow constructive feedback.

Working together for the future of the Styx River and its environs



4.5 Community Participation

4.5.1 Consultation Methods

A range of methods can be used to encourage people to participate. Select a method on the basis of its intended objective; for example, the giving and sharing of information, participatory decision-making, or community ownership of a project (Table 4-1). Use methods appropriate to stakeholder groups, and be aware of barriers that can limit participation, such as cultural differences and unfamiliarity with the process.

Consultation venues could include homes, work places, community halls, shopping malls, neighbourhood venues, parks, reserves, mobile vans, churches, marae, schools, streets, and council offices and libraries.

Discussions about the Woolston Burwood Corridor



Consultation methods				
	Giving Information	Seeking Information	Sharing Information	Participatory Decision-Making
Direct mail	•			
Media statements	•			
Customer Services	•	•		
Publications	•	•		
Polls/surveys/coupons	•	•		
Research		•		
Hearings		•		
Submissions	•	•		
Issues and Options papers	•	•		
Internet	•	•		
Hui on marae	•	•	•	
Pre-hearings/meetings	•	•	•	
Seminars/conferences	•	•	•	
Networking	•	•	•	
One-on-one meetings	•	•	•	
Public meetings	•	•	•	•
Focus groups	•	•	•	•
Charettes	•	•	•	•
Workshops	•	•	•	•
Liaison committees	•	•	•	•
Consultative committees	•	•	•	•
Council committees	•	•	•	•

Table 4-1: Consultation methods to meet different objectives

4.5.2 Scale of Consultation

The initial phase of a project will indicate how much further consultation will be needed and who should be involved. Table 4-2 provides examples of groups to consult in different situations:

<i>Who to involve?</i>	
Scenario	Groups to Involve
Building adjacent to a waterway	<ul style="list-style-type: none"> • Christchurch City Council Parks and Waterways Unit • Local Council service centre (including infill housing) • Environment Canterbury • Adjacent landowners (who may include the Christchurch City Council)
Restoration of a wetland	<ul style="list-style-type: none"> • Parks and Waterways Unit • Adjacent landowners • Local residents' groups and stream care groups • Utility companies • Tākata Whenua
Subdivision	<ul style="list-style-type: none"> • Christchurch City Council • Adjacent landowners • Local residents' groups and stream care groups • Utility companies • Tākata Whenua
Plan change (change in land use)	<ul style="list-style-type: none"> • All of the above • Fish and Game • Department of Conservation • Tākata Whenua
Mixing of waters	<ul style="list-style-type: none"> • Tākata Whenua • Design engineers • Ecologists

Table 4-2: Possible scenarios and groups to involve.



4.6 Consultation with Tākātā Whenua

Consultation with Māori is of a dual nature: first, with iwi, hapu and whanau as Treaty partner representatives; and second, with Māori as New Zealand citizens.

4.6.1 Why Consult with Tākātā Whenua?

Consultation with tākātā whenua recognises their tino rangatiratanga (full chieftainship and authority). The Treaty of Waitangi sets out the principles for relationship of partners that form the basis of consultation. The following statutory documents also promote consultation with tākātā whenua:

- Resource Management Act (1991), Section 8. This legislation requires recognition of the Treaty of Waitangi. For further sections of the RMA relevant to Māori values, see Te Rūnanga O Ngāi Tahu Act (1996), Section 15, Page 9.
- Proposed Christchurch City Plan, Vol. 2, Section 5 particularly:
 - 5.1.1 To recognise the rights of tākātā whenua to manage their ancestral lands and resources in a sustainable manner
 - 5.1.2 To enhance, conserve, and facilitate access to significant wetlands, estuaries, coastal areas, and waterways
 - 5.1.3 To provide for access to and the use of traditional resources within public forests, parks, and reserves
 - 5.1.4 To identify places of special significance to tākātā whenua and minimise adverse effects upon their values

Consultation with tākātā whenua allows for the following:

- reflection of bi-culturalism in the landscape
- transmission of the culture to the next generation by providing for traditional use of resources
- provision for the relationship of Māori with ancestral lands, waterways, and other tāōka
- acknowledgment of tākātā whenua partners
- regard for kaitiakitāka (stewardship)

4.6.2 Who to Consult

While debate continues about sovereignty with regard to Article I of the Treaty of Waitangi, Articles II and III provide the basis for expression of relationships with Maori and local authorities. The Christchurch City Council has a statutory obligation to consult with Te Rūnanga o Ngāi Tahu, who seek the views of the Papatipu Rūnanga (traditional marae-based rūnanga of Ngāi Tahu) to obtain a grounded iwi view about a proposal, consent, or plan. It is the policy of Te Rūnanga o Ngāi Tahu that the Christchurch City Council and applicants contact the Papatipu Rūnanga in the first instance.

In a private context and as an expression of Article II (and by choice of expression and not statute) Te Rūnaka ki Ōtautahi and Te Rūnanga ki Waitaha are the interested parties to work within the Christchurch metropolitan area. These Rūnaka should be consulted in their own right for proposals that have a direct impact on their activities.

Initial contact should be made to the Papatipu Rūnanga and interested parties to identify any comments, concerns, or contributions to proposals, plans, or consents under preparation. This contact may then be repeated in consultation carried out by the Christchurch City Council with Tākātā Whenua. The Parks and Waterways Unit will provide guidance based on information supplied by the Te Ngāi Tūahuriri Rūnanga, Otautahi Rūnaka, Rāpaki Rūnanga, Taumutu Rūnanga, and Waitaha. Consider also national groups such as New Zealand Māori Council, Māori Women's Welfare League, other government departments, and academics.

4.6.3 When to Consult

- Consultation should begin early in the project as part of identifying objectives. These objectives also need to be consistent with Christchurch City Council policy and with Te Whakatau Kaupapa (Ngāi Tahu Resource Management Strategy) and will assist with development of concepts.

4.6.4 Building Relationships

When consulting with tākātā whenua, take note of the following considerations:

- any proposed activity should be explained clearly and discussed with tākātā whenua at all stages of planning

- information giving and sharing is an important part of consultation
- tāketa whenua will almost certainly exercise their role as kaitiaki (guardians) of values in water-related matters
- sacred sites and other sites of significance to Māori should be noted. A map is available showing some of these sites; others are not included.
- successful participation and decision-making recognises that values and preferences may differ from group to group
- a relationship with Māori has an agreed balance between tino rangatiratanga and kawanatanga (governance, or the obligation to govern)
- the concept of intellectual property should be respected ie transmission of information does not imply transfer of ownership of that information
- consultation is a public expression of things of value to Māori.

University of Canterbury stream restoration - Maori Blessing (Karakia)



4.6.5 Consultation with Tākātā Whenua on Resource Consents

If proposals contain matters that affect tākātā whenua, ensure that their values, beliefs, and knowledge are protected and accommodated in the consent application process.

Considerations:

- In some instances it may be necessary to delay notification until all necessary information is obtained. Section 92 of the Resource Management Act allows applicants to consult and to provide details of mitigation measures that could accommodate and reconcile value differences.
- It may be feasible to invite tākātā whenua to pre-hearing meetings under Section 99 of the RMA, whether or not they have lodged a submission.
- When making a decision on a consent application, take into account the values and beliefs specific to an area. These values, beliefs, and knowledge underpin the relationship of Māori to their culture and traditions with respect to ancestral lands, water, sites, wahi tapu, and other taōka based on kaitiakitaka and the Treaty of Waitangi.
- Follow-up is important after decisions have been made to provide opportunities for review and evaluation
- Education via Treaty workshops needs to be ongoing to ensure that new information is incorporated and that institutional understanding does not diminish with staff turnover.

4.6.6 Consultation Methods

Consultation should be arranged in a forum that is conducive to discussion, and where tākātā whenua feel at ease.

Assume nothing. Ask how tākātā whenua see their role in the process. Honesty of intention, an open mind, clarity of information, and a statement of expectations and resources are general prerequisites for entering into consultation with tākātā whenua. Discussion throughout must incorporate adequate information, allow sufficient time to make decisions, and demonstrate a willingness to change.

If a person is genuine and committed to developing a relationship with tākātā whenua, offences arising from miscommunication are likely to be treated as learning experiences. Sensitivity to the values, beliefs, and knowledge of Māori should be sought prior to consultation.

It is inappropriate to manipulate information or to obtain information for other purposes. Consultation must be a complementary process to ensure that valid and reliable outcomes are achieved. Silence by tākātā whenua does not constitute approval.

Following initial contact with organisations representing tākātā whenua, an executive summary together with a copy of the full proposal may be requested before any meeting takes place. The following draft check sheet has been prepared to facilitate consultation with tākātā whenua and identify significant issues.

Tākata Whenua Consultation

Check Sheet

To be completed by the person making the application

1) Name of person making the application.....

2) Description of proposal

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3) Does your proposal involve any of the following? Please circle **yes** or **no**:

(i) The site contains or is near areas that are known to be of historical importance to Māori, for example, burial and other sacred sites. Yes / No

(ii) There is evidence of past Māori use and occupation of the site, for example, middens or sea shells. Yes / No

(iii) The proposal will or may involve:

(a) placing any waste into waterways (groundwater & surface water). Yes / No

(b) placing any waste in a position where it could enter waterways; for example, if a stream floods. Yes / No

(c) taking water from any water source. Yes / No

(d) diverting part or all of any waterway. Yes / No

(e) activities or structures in or near waterways and wetlands. Yes / No

(f) activities or structures in native forests or other vegetated areas. Yes / No

(g) the disturbance of areas, plants, or animals used for food and other purposes by Māori. Yes / No

(i) increasing surface runoff into waterways and wetlands. Yes / No

4) Is there any other aspect of your proposal that may affect Māori values? Yes / No

5) Please attach details of how your proposal may effect Māori values to this check sheet. This should include an assessment of how Māori values will be affected and to what degree. It should also include any works or other measures that you propose to reduce the effects on these values.

To be completed by Tākata Whenua

(Please put a line through parts that do not apply)

On the basis of the information provided to: (Name of Rūnaka)

.....

and without limiting any further requirement to consult or opportunity for tākata whenua to make submissions on this proposal, tākata whenua make the following comments on the proposal by: (name of person making the application)

.....

(a) Tākata Whenua have no interest in/have no comment to make on this proposal based on our values, benefits and knowledge.

Please tick if this is the response of tākata whenua

(b) Tākata Whenua make the following comment on this proposal:

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(c) Tākata Whenua are unable to comment fully on this proposal because information is not available on:

.....

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(d) The following hapū or individuals are likely to be directly affected by this proposal:

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Signed

Date.....

(Name on behalf of)

Telephone No

(Name of Rūnaka)

.....