Te Auaunga Awa (Oakley Creek) Social Evaluation: Report 1 – Engagement

Auckland Council
Te Kaunihera o Tāmaki Makaurau

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This report has been peer reviewed by the Peer Review Panel.
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Te Auaunga Awa (Oakley Creek) social evaluation: Report 1 – engagement

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Research and Evaluation Unit

Auckland Council

Nau te rourou naku te rourou, ka ora ai te iwi

'With your basket and my basket, the people will live'.

By sharing (knowledge), we all benefit.

Acknowledgements

1.0   Executive summary

1.1   Introduction

This report contains an evaluation of the engagement conducted for Auckland Council's Te Auaunga Awa (Oakley Creek) Walmsley and Underwood Reserves restoration project. The project was a trial for Auckland Council of a new way of engaging with **Mana Whenua**, **local boards** and the **community** to achieve enhanced project and social outcomes.

The evaluation shows that engagement done well, that is appropriate for the size and scope of the project, has the potential to significantly enhance a project's quality and impact, as well as strengthen relationships with the community.

The Mana Whenua, local board and community engagement conducted for Te Auaunga Awa contributed to a wide range of realised and anticipated benefits across social, environmental and cultural domains. The engagement was not all smooth sailing, however, and the project team experienced a number of challenges establishing and maintaining relationships. A summary of benefits arising from the engagement and key areas for improvement is presented in relation to each stakeholder group.

The evaluation was conducted by Auckland Council's Research and Evaluation Unit (RIMU), and provides important lessons for teams across council on how to engage well, and the benefits of doing so.

Of particular relevance for other project teams wishing to engage with Mana Whenua is Section 6.6: *Lessons for successful Mana Whenua engagement: Tips for people who don't know where to start*. Also available as a stand-alone document, this section provides tips for staff who want simple, accessible guidelines for engaging with Mana Whenua.

1.2   Background

1.2.1   Overview of the project

Te Auaunga Awa is a major Auckland Council stream restoration project along a 1.3km section of Te Auaunga Awa (Oakley Creek) in Walmsley and Underwood Parks, located between Sandringham Road and Richardson Road in Mount Roskill, Auckland.

The primary purpose of the project is to increase stream flow capacity in order to reduce flooding to approximately 100 houses in the area. It is a significant project involving basalt removal, stream realignment, the replacement of road culverts with bridges, and extensive earthworks and landscape design. In addition to flooding reduction, the project team prioritised a range of social and cultural outcomes. A number of community amenities have been included in the design, such

as native riparian planting, walkways, cycle paths, playgrounds, an outdoor classroom and community spaces.

The project design occurred between 2014 and 2016, and construction is scheduled to occur throughout 2017-2018.

1.2.2   What makes Te Auaunga Awa different

In addition to flood reduction, the project has served as a trial of a broader and more productive engagement approach for Auckland Council. The project team focused their engagement on three key stakeholder groups:

- Mana Whenua with an historical connection to the area
- Local boards: Puketāpapa Local Board, Albert-Eden Local Board and Whau Local Board
- The community, principally via a Community Advisory Group consisting of community organisation representatives.

Unlike some Auckland Council Healthy Waters department projects of this scale, the overall project management was retained in the department rather than outsourcing this role. Retaining the project management allowed council to direct the nature and quality of the engagement. This provided the opportunity for integration of wider council objectives in the project, such as the adoption of an empowered communities approach and delivery of broader social outcomes.

Although a range of teams and departments contributed to the project, the project management and community engagement were coordinated by teams in Healthy Waters, Community Empowerment Unit, and Sustainable Catchments.

These departments acted as three 'pillars' of the project and each contributed staff resources to plan, coordinate and manage the many relationships required for engagement. This evaluation shows that the collaborative nature of the project provided a diversity of perspectives and approaches, and was essential in achieving the observed project outcomes.

1.2.3   The governance structure

A governance structure was set up to enable a meaningful contribution of staff and stakeholders across the project.

The operations group acted as the central hub of the project, which made the majority of project decisions. Feeding into the operations group was the steering group – where high-level and important project decisions were made – and the Mana Whenua and local board advisory groups.

Due to the complexity of the project, technical workstreams were established as needed, enabling detailed planning and discussion in relation to specific aspects of the project.

Figure 1. Project governance structure (simplified)
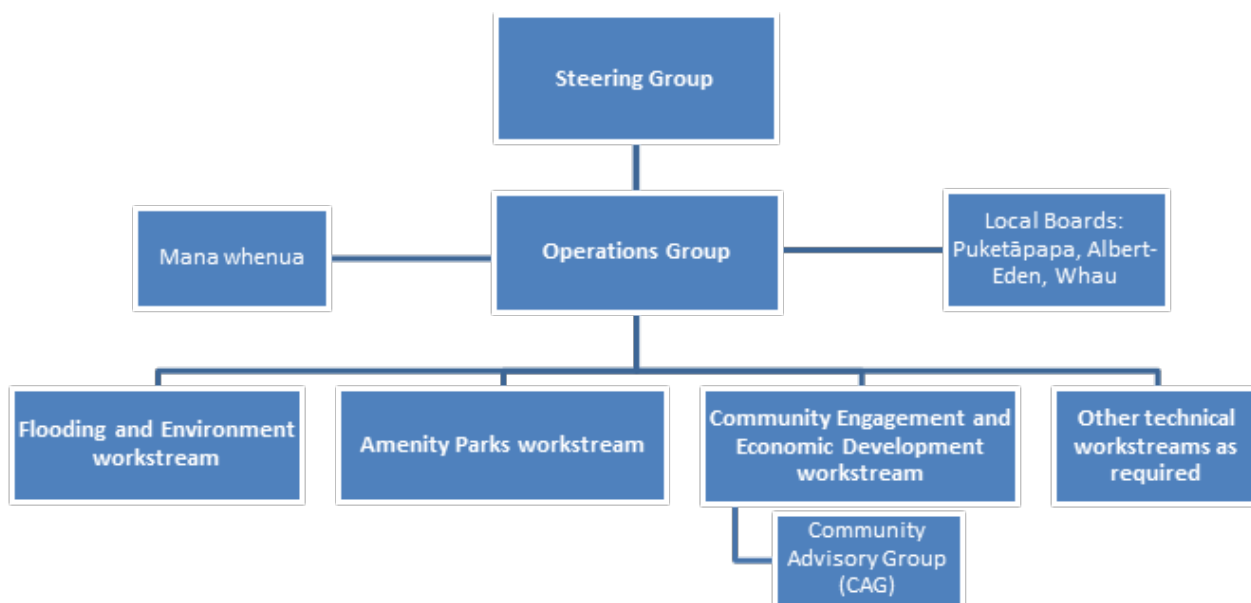
1.2.4 The evaluation

This report is one of three reports comprising the full social evaluation of the project. In addition to investigating how well the project has engaged with key stakeholders (**this report**), the other evaluations will address the successes and challenges of the youth employment and on-site nursery social procurement initiatives **(report released mid 2017)**, and track the impacts of the project on usage of the parks / creek **(report to be released 2019/2020)**.

A range of methods were used to evaluate the project's engagement, including focus groups and interviews with Mana Whenua, local board members, Community Advisory Group members, and council staff. In addition, the author drew upon project documentation, such as meeting minutes.

The report has been reviewed prior to publication by Mana Whenua, Community Advisory Group members and council staff who participated in the research, as well as by a number of professional research colleagues. The election cycle did not enable a full review prior to publication by the local boards.

1.3 Mana Whenua engagement

In October 2014, a total of 12 Mana Whenua groups were invited to be involved in the project. Five accepted the invitation: Ngāti Whātua Ōrākei, Te Ākitai Waiohua, Ngāti Tamaoho, Ngāi Tai ki Tāmaki and Te Kawerau a Maki.

All five Iwi Authorities involved reported having a long historic association with Te Auaunga Awa (the stream) and the surrounding area. All saw the awa as a taonga (treasure) that they had kaitiaki (guardianship) responsibilities for. Their motivation was to restore the mauri (life force / essence) of the area.

1.3.1   Benefits of Mana Whenua involvement

At the time of writing this report, Mana Whenua engagement had benefitted the project in a number of ways, including:

- the naming of the project
- widening the project brief to include more stringent environmental design considerations and cultural impacts
- the inclusion of significant water quality management design features
- the design of planned wetlands, with natural resources for weaving, food and healing
- the inclusion of an area for ngā taonga tākaro (traditional Māori games)
- the inclusion of interpretive signage throughout the park
- embedding Te Aranga Design Principles across the project
- playing a facilitative and collaborative role in the establishment of an on-site native plant nursery with Te Whangai Trust.

In addition to the tangible benefits above, Mana Whenua involvement had the general effect, in one project team member's words, of helping to "*focus and sharpen the project".*

As the project progresses, there are a number of mahi toi (art work) opportunities remaining for Mana Whenua-nominated artists, including the Ōwairaka pedestrian bridge (connecting Underwood and Ōwairaka Parks) and the Richardson Road underpass. A number of additional, smaller Māori art works are likely to be commissioned across the project site.

Additionally, an important flow-on impact of the project has been the development of a partnership between the Puketāpapa Local Board and Mana Whenua to develop a catchment-wide strategy for the awa.

1.3.2   Mana Whenua feedback on the engagement

Mana Whenua described their engagement to date as going through three broad phases: initial 'speed wobbles', a second phase characterised by a positive and effective collaborative relationship, and a third phase where they felt their involvement had deteriorated.

1.3.2.1 Early 'speed wobbles'

Mana Whenua described some challenges during those initial meetings as they and council staff negotiated what the relationship would look like. Early problems were attributed by Mana Whenua to some misunderstandings in the project team of the difference between engagement with a Treaty partner and consultation as one would with the wider public (see Section 5.3 for more details on the difference between engagement and consultation), the presence of tight deadlines, and the lack of pre-existing positive relationship between Mana Whenua and Healthy Waters from which to develop the Te Auaunga Awa relationship.

1.3.2.2 Positive and effective collaboration

Over the first few hui, the project team and Mana Whenua worked through initial misunderstandings to reach an agreement on what the partnership would look like.

The shift from misunderstanding to understanding was attributed in large part to the intention and desire of the core project team to partner with Mana Whenua in a meaningful way.

> [F]rom [our] point of view, we felt that there was sincere, genuine desire from council to partner with Mana Whenua from the very start – to look at environmental enhancement and restoration. It just took a while to, I guess, get down to the nitty gritty and work through that, and identify those opportunities and keep pushing for them. We feel that there was that genuineness at the start and there still is now. (Mana Whenua)

Agreement was reached that Mana Whenua would be involved across the governance of the project in a way that reflected their role as key project partners. In addition to specific Mana Whenua hui, the representatives were invited to participate in operations meetings and technical workstreams as they wished. One or two Mana Whenua representatives also regularly attended the governance group meetings.

Their experience of being part of the project governance group and technical workstreams was positive, with Mana Whenua representatives feeling that their voices were heard and valued and that they were able to exert a meaningful influence on the project. Feedback on the operations group meetings was more mixed, with a number of representatives feeling there were too many voices for them to have meaningful input in that forum.

1.3.2.3 A decline in involvement

In late 2015, staff changes resulted in the loss of the project team member who had been responsible for coordinating Mana Whenua hui. These dedicated coordination responsibilities were not assigned to anyone else.

Although the project manager picked up some of these coordination tasks, other project management workload pressures meant that hui became less coordinated, and some key decisions were progressed without full involvement of Mana Whenua.

The impact of this shift was significant. Mana Whenua went from feeling like they were central to project decision-making to feeling as though they had been dropped by the project.

> *It's like, we were at the table right in the beginning when we sat and we did the design for the storm water. We put forward that we wanted the natural playground. We put forward that there was to be cultural content… and then once that was part of it, of the brief, it was like… 'see you later, Mana Whenua, and thanks you're out now…' (Mana Whenua)*

Disorganised meeting scheduling – as opposed to a lack of positive intent on the part of the project team – was highlighted as the major cause for the decline in involvement.

> *I think, essentially it came down to very busy workloads and a lot of times that the meetings were scheduled did not suit everyone. (Mana Whenua)*

'Closing the loop' – reporting back to Mana Whenua on how the project was progressing – was also identified as something that could have helped maintain engagement and a sense of inclusion. There was clear recognition from council staff that the scheduling and coordination had been a weakness, and that more dedicated project and administration support was needed.

> *[O]ne thing this project has lacked is robust project officer support. (Auckland Council)*

It was also acknowledged by Mana Whenua that their capacity issues and inability to attend some key meetings is likely to have compounded the effect of poor project team scheduling and communication.

1.3.2.4 Overall impressions

Despite their displeasure with the more recent deterioration in meeting administration, Mana Whenua maintained a positive overall impression.

> *This project, it should be an exemplar, in terms of environmental and social outcomes, and that's awesome and Mana Whenua actively support any wins and social and environmental gains, [and] I guess they will ultimately outweigh the niggling negatives of the project… (Mana Whenua)*

There was hope that the scheduling and communication issues could be properly addressed and that they could continue to contribute to the project.

1.3.3   Areas for improvement

Mana Whenua suggested a number of areas for improvement. The majority of suggestions focused on improving the administrative side of the relationship – primarily improving the way meetings were scheduled and how communications were maintained. A summary of the suggestions is provided below:

- **Scheduling of meetings**. Enable Mana Whenua to propose a meeting schedule that works with their busy schedules and fits within the project governance structure and timelines.
- **Better 'closing the loop' communications**. Once meetings have been agreed, keep Mana Whenua involved in the project by highlighting in advance the key decisions that are required of them at upcoming meetings, as well as report back meeting minutes and impacts on the project that have resulted from their involvement.
- **Adequately resource the above two activities**, by ensuring a project team member has dedicated responsibility and capacity for developing and maintaining the relationship. If capacity does not currently exist within the team, additional project team support should be sourced.
- **Development of a Terms of Reference** outlining how the relationship would function. The Terms of Reference should identify who the strategic parties are, the agreed outcome(s), timeline (with key dates), resourcing and payment. The document should also include a statement that the meetings will be conducted in a collaborative manner, with regular dates scheduled ahead of time and with follow up reminders.
- **Engage earlier**. Although Mana Whenua felt they were engaged early enough to have a meaningful impact on the project, early discussions and negotiations would have benefitted from less time pressure.
- **Improve the cultural competence of council staff,** where they have knowledge and appreciation of New Zealand's Treaty of Waitangi / Te Tiriti o Waitangi history, the role of iwi as Treaty partners, and familiarity with Māori language and customs. While the project team's willingness to develop a genuine partnership with Mana Whenua allowed the relationship to progress through early 'speed wobbles', Mana Whenua expressed strong frustration with council staff, beyond this project, who attend hui under-prepared. See Section 6.6 – *Lessons for successful Mana Whenua engagement: Tips for people who don't know where to start* – for simple guidelines for engaging with Mana Whenua.

1.4   Local board engagement

Te Auaunga Awa is in the Puketāpapa Local Board area, and borders Albert-Eden and Whau Local Boards. All three local boards were engaged by the project team, with Puketāpapa having the most involvement.

Board members received regular updates (all three boards), and were invited to participate in the project governance group (Puketāpapa), the operations group (Puketāpapa and Albert-Eden), the

Community Advisory Group (Puketāpapa), and technical workstreams (Puketāpapa and Albert-Eden), where relevant.

1.4.1 Benefits of local board involvement

Local board engagement had a number of positive impacts on the project. The local boards:

- Advocated for the community, and provided a mandate for the project team to ensure the overall design was focused on community needs and realised community aspirations where possible.
- Ensured the project was aligned with other local plans, board priorities and community aspirations.
- Provided strong support and backing for the project during the resource consent and Auckland Council Tenders and Procurement processes.
- Encouraged the formation of the Community Advisory Group (CAG). The CAG ensured the direct involvement of key community organisations in setting the direction of the project.
- Encouraged the delivery of the project's plant supply through Te Whangai Trust and the development of the partnership between the Trust and Wesley Intermediate School.
- Provided historical knowledge of previous conversations and consultation that has occurred in the area.
- Encouraged and supported the development of the youth employment initiative involving a trades training course, driver licencing training, mentoring, and the inclusion of requirement within the construction contract for the supplier to select up to five apprentices from the trades training course.
- Provided financial support for the delivery of the youth employment initiative and the native nursery social enterprise.

In addition to the benefits to the project, the Puketāpapa Local Board also benefitted directly from being involved in the project, in terms of gaining further insight into the needs of local communities, and developing stronger relationships with local iwi and community groups in the area.

1.4.2 Local board feedback on the engagement

The overall feedback from all interviewed local board representatives was positive. They described a project team that engaged with them genuinely and took seriously board members' suggestions. All three boards felt that their level of involvement was appropriate.

As with Mana Whenua, Puketāpapa Local Board reported some initial issues where they felt they and the project team were 'speaking across one another'. The appointment of a project team member with dedicated responsibility for facilitating local board and community engagement was seen as an essential factor in shifting the relationship in a positive and productive direction.

The board described a project team that was genuinely open to the board having meaningful involvement and to integrating social and community priorities into the project.

> *I give credit to Tom and the Healthy Waters team, for their openness and their ability to see these other outcomes that traditional and hard infrastructure projects wouldn't have even thought about really. (local board)*

The board also praised the willingness of Healthy Waters senior leadership to take risks and back the project.

In turn, the Puketāpapa Local Board provided strong support for the project during both the resource consent hearing and Auckland Council Tenders and Procurement meetings.

> *[I]t gave the project a lot of confidence once we had incorporated or had the full support of the board and in essence, the project became more bold. We were more willing to try new ways of doing things because we had that political backing. (Auckland Council)*

1.4.3   Areas for improvement

Although the engagement with local boards was overall positive, there were nevertheless some areas where the engagement could have been improved. The suggestions that were provided focused on a desire to be engaged earlier and to receive more regular project updates.

The Puketāpapa Local Board made a strong request to be kept informed of planned projects in their area, even if there remains some uncertainty as to the funding of the proposed projects.

1.5   Community Advisory Group engagement

Recognising that traditional methods of community engagement (newspaper notices, flyer drops, Shape Auckland (Auckland Council consultation website) surveys etc.) were unlikely to adequately engage residents in the surrounding area, the project team trialled a different approach to community engagement.

The team, through the Community Empowerment Unit, established a Community Advisory Group (CAG), composed of community groups in the area. The purpose of the group was to represent and advocate for the needs of the community in the project, as well as to communicate information back to the community.

> *[I]t was about recognising that with this big project, the more we can get community involved the greater chance of ownership, the greater chance that it will meet the local community needs. (Auckland Council)*

The CAG was involved in the project early in the project life span. The group met monthly and received reports on the progress of the project and provided feedback on the design. Some CAG members also attended project meetings and technical workstreams when relevant to their areas of expertise.

1.5.1 Benefits of Community Advisory Group involvement

The Community Advisory Group engagement had a number of positive impacts on the project. The CAG:

- Provided the project team with information on the issues of significance for the local community
- Organised and ran an informational community open day
- Relayed information on the project back through their networks
- Proposed and contributed to the development of the fale – intended to be a key community facility within the project
- Contributed to the design detail of the stream works
- Advocated for significantly improved cycle pathways, with a notable improvement in relation to the Richardson Road connection
- Provided support for the project's youth employment initiative
- Provided support and encouraged the establishment of a native nursery social enterprise
- Contributed to the selection of plant species, planting plans and community orchard planning
- Strengthened the relationship between the Puketāpapa Local Board and community organisations
- Advocated for the inclusion of public toilets on-site.

In addition to the benefits to the project, the CAG members also benefitted directly from being involved in the project – above and beyond seeing a project that benefits the community. The CAG members reported experiencing high levels of personal satisfaction with how the project has progressed, and the contribution they had been able to make. The majority of those interviewed had benefitted from a strengthening of relationships with fellow CAG members, as well as increased profile in the community. For some CAG members, involvement also had direct economic benefits, with some organisations receiving funds to deliver support services for the project.

1.5.2 Community Advisory Group feedback on the engagement

The group felt strongly that the CAG structure reflected a significant shift toward better community engagement by the council. A number of comments focused on the novelty of bringing together such a wide range of community groups with knowledge of the community, as well as providing the opportunity to contribute to a project during the design phase rather than after the design had been finalised.

I think for me, personally, it's kind of unheard of before to have council, big projects from the council, to be consulting the community before the project has been designed… the fact that they have that desire to get the voices of the community for me that's what's really excited me the most. (Community Advisory Group)

Overall, the CAG members were very positive about the way in which they were engaged, the openness of project staff, the way the meetings were facilitated, and the way the project design incorporated their suggestions.

I'd like to think that it's kind of, it's been ground breaking for council processes and hoping, you know, that it's been a catalyst for council for improving how they do other projects in the future… (Community Advisory Group)

1.5.3   Areas for improvement

There were few substantial areas for improvement identified in relation to the CAG. Overall, members were positive about the process, the respect they were given, and the impact they were able to have on the project. Nevertheless, there was recognition that the community engagement could have been improved. The following suggestions were provided for how the group could have been improved:

- **Additional use of creative ways of engaging** the community, including more public open days, visually appealing in-park information, and stronger school involvement
- **Greater focus on inclusion of immediate residents** in the CAG meetings
- **Trialling of different meeting structures**, including appointing a community co-chair, and considering the option of independent facilitation
- **Better connecting the CAG with Mana Whenua**, as a way of strengthening relationships between community groups and Mana Whenua
- **Better advanced planning for dissolving the group** and re-deploying members to other opportunities.

In addition to the reflective suggestions above, the group highlighted the need to ensure that high quality communications are developed to pre-empt any issues during the upcoming construction.

1.6   Overall lessons

The evaluation as a whole shows that this project's engagement was a meaningful shift in the way council involves key partners and stakeholders in major infrastructure projects.

The overall successes of the engagement are clear: those engaged felt heard, valued and connected to the project. Their suggestions were taken on board and, as a result, the design benefitted in a number of tangible ways. The project team, in turn, benefitted through smoother

consenting and strong support from local boards and the community for both the design and additional social outcomes delivered through the project.

The outcome has far exceeded the resource in terms of my time. (Auckland Council)

The engagement was not all smooth sailing, however, and there were several challenges along the way. There are a number of overall lessons for the project, discussed below.

Successful engagement requires the **right attitude**. Project team members need to believe in the benefits of engagement and be open to enabling those being engaged to have a meaningful impact on the project. As this evaluation shows, there is also significant benefit in encouraging a diversity of perspectives and approaches in the project team through the involvement of cross-council project partnerships. Senior leadership and governance support is equally crucial. Feedback from Mana Whenua, local boards and the Community Advisory Group members supports this. In all three cases, the successes of the engagement were, in large part, attributed to the genuine desire of the project team to engage meaningfully, and the project team's persistence despite early "*speed wobbles*".

In addition to the intentions of the project team, there was unanimous agreement across those interviewed that **early engagement** is essential. Early engagement ensures stakeholders feel part of the project, reduces frustrations, and increases the likelihood of those engaged making a meaningful contribution to the project. Ideally, initial engagement should occur during project planning (Mana Whenua and local boards) and early design phases (community stakeholders, including mataawaka – Māori living in an area who are not in a Mana Whenua group).

The best intentions in the world can be undone by poor organisation. Engagement requires time and (some) money to succeed. **Providing enough resources to enable success** is therefore crucial. Staff time should be dedicated to establishing and maintaining engagement relationships. Particular effort should be dedicated to maintaining communications and 'closing the loop'.

Not adequately planning for the time and organisational effort required for engagement increases the risk of the relationship deteriorating and the creation of significant issues for the project. Sufficient budget is also required to cover the costs of Mana Whenua and community expertise.

Finally, the project team should focus initial meetings with engaged stakeholders and project partners on **establishing mutual understanding and respect**. Take time to understand each stakeholder's aspirations for the area, and how that aligns with the project. Clarity around the project's scope and non-negotiables (e.g. budget, core objectives, timelines) will enable stakeholders to understand how they can contribute meaningfully to the project.

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2.0 Project background

Te Auaunga Awa (Oakley Creek) Walmsley and Underwood Reserves restoration is a large, $25 million (approx.) Auckland Council flooding and stream restoration project along a 1.3km section of Te Auaunga Awa, within Walmsley and Underwood Parks, between Sandringham Road and Richardson Road in Mount Roskill, Auckland.

The primary purpose of the project is to increase stream capacity to in order to reduce potential flooding to 100 houses in the area. It is a significant project involving basalt removal, stream realignment, the replacement of road culverts with bridges, and extensive earthworks and landscape design. In addition to flooding reduction, the project team prioritised a range of social and cultural outcomes. A number of community amenities have been included in the design, such as native riparian planting, walkways, cycle paths, playgrounds, an outdoor classroom and community spaces.

The project sits within the Puketāpapa Local Board area, and adjacent to Albert-Eden and Whau Local Boards.

Figure 2. Project location
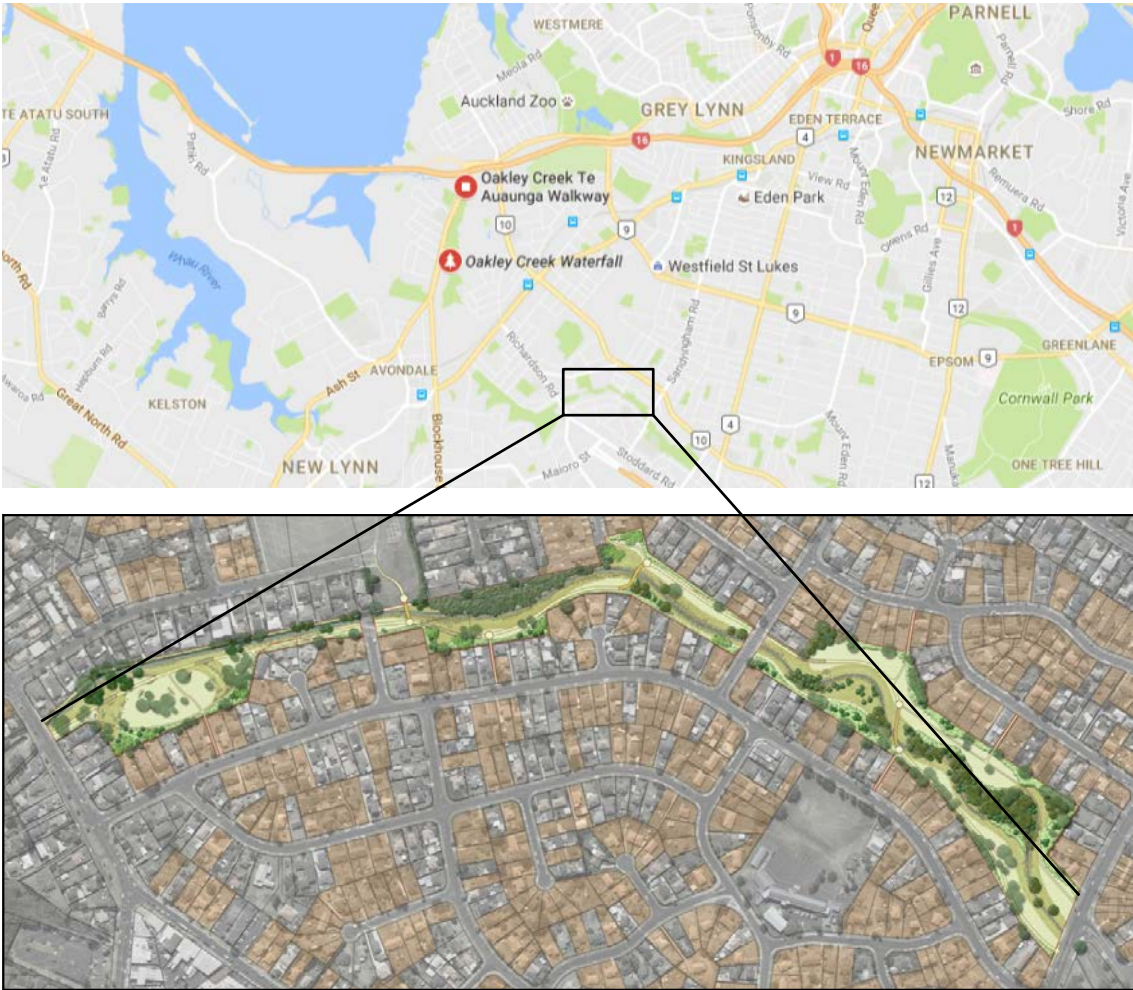
The project design occurred between 2014 and 2016, and construction is scheduled to occur throughout 2017-2018.

Figure 3. Artist impression of the restoration

2.1 What makes Te Auaunga Awa different

In addition to flood reduction, the project will also serve as a trial of a broader and more productive engagement approach for Auckland Council (see Section 5.0 for a summary of how the engagement approach differed from other projects). The project team focused their engagement on three key stakeholder groups:

- Mana Whenua with an historical connection to the area
- Local boards: Puketāpapa Local Board, Albert-Eden Local Board and Whau Local Board
- The community (including mataawaka), principally via a Community Advisory Group consisting of community organisation representatives.

Although technical lead responsibilities were awarded to AECOM, the project overall has been managed by Auckland Council's Healthy Waters department. Assuming the project management role allowed council to direct the nature and quality of the engagement. This provided the opportunity for integration of wider council objectives within the project, such as the adoption of an empowered communities approach and delivery of broader social outcomes.

[I]t is not the normal way we manage a project. We don't normally have as big a budget as this and normally, when we do have the bigger budgets, it's more outsourced. … Project managers, some of them are external, and it's not [normally] as collaborative. (AC)

While most of the budget for the project was held by Healthy Waters (previously Stormwater), the project has involved significant collaboration across council departments. From a project management and community engagement perspective, the project was supported by three departments: Healthy Waters; Community Empowerment Unit; and Sustainable Catchments.

These teams acted as the three 'pillars' of the project and each contributed staff resources to plan, coordinate and manage the many relationships required for engagement. The collaborative nature of the project provided a diversity of perspectives and approaches. The evaluation shows that this partnership was essential to enabling the degree of local board, Mana Whenua and community engagement that occurred, and, by extension, the social, cultural and environmental objectives of the project.

Table 1. Roles of different council departments in the project

Department / team	Role
Healthy Waters Department[1]	Overall project management and consenting
Community Empowerment Unit[2]	Social and cultural enhancements and coordination of other Arts, Community and Events team involvement
Sustainable Catchments Team[3]	Environmental and cultural enhancements

In addition, Parks, Sports and Recreation, Research and Evaluation (RIMU), and Auckland Transport played important roles in the project, with membership across the governance and operations groups.

Finally, the project took an open approach to self-reflection and evaluation – of which, this evaluation report is a product.

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[1] Previously the Stormwater Department

[2] Previously Community Development Unit

[3] Now no longer in existence (with some functions being transferred to Healthy Waters)

2.2   Project governance structure

The project established three broad levels of governance (see Figure 4):

- Level 1 was made up of the project-wide governance group, which made strategic project decisions.
- Level 2 consisted of an operations group which made the majority of project decisions, a local board advisory group, and a mana whenua advisory group.
- Level 3 consisted of different technical work streams, which undertook focused project planning and design. The Community Advisory Group also sat at this level.

In many cases, individuals were part of multiple groups and workstreams, such as those on the core project team, who were involved at all levels.

As a reflection of their importance in the project, key stakeholders were involved at multiple levels in the governance of the project. For Mana Whenua, in addition to Mana Whenua-specific hui, representatives were also members of the governance group, the project group, and a number of specific technical workstreams.

Local boards, too, were involved across the project. In addition to regular local board briefings, a nominated Puketāpapa Local Board representative was a member of the governance group, operations group and specific technical workstreams as required. The representative also sat on the Community Advisory Group, as a way to strengthen the relationship between the local board and community organisations.

Community representatives were engaged through a monthly Community Advisory Group meeting. The representatives also made important contributions across operational meetings and technical workstreams.

Figure 4. Project governance structure

Steering Group
Project Sponsor: Craig McIlroy

Infrastructure & Environmental Services (I&ES)
Sustainable Catchments
Arts, Community and Events (ACE)
Parks, Sport and Recreation (PSR)
Puketāpapa Local Board
Mana whenua

Operations Group
Project Manager: Tom Mansell

AECOM, I&ES, Sustainable Catchments, ACE, PSR, Auckland Transport, Puketāpapa Local Board, Mana whenua, Public Art, CAG rep

Mana whenua

Local Boards: Puketāpapa, Albert-Eden, Whau

Flooding and Environment

Tasks: Flood conveyance & environmental design

Amenity Parks

Tasks: Key point of contact for local board involvement and recreation & open space design.

Community Engagement and Economic Development

Tasks: Community outreach, engagement and social enterprise.

Other technical workstreams as required

Community Advisory Group (CAG)

3.0　The evaluation

This report is one of three reports comprising the full social evaluation of the project. In addition to investigating how well the project has engaged with key stakeholders (**this report**), the other evaluations will address the successes and challenges of the youth employment and on-site nursery social procurement initiatives **(report released mid 2017)**, and track the impacts of the project on usage of the parks / creek **(report to be released 2019/2020)**.

The larger evaluation is focused on identifying the social and cultural impacts of the project, as well as areas where the project's processes could be improved.

A range of methods were used to evaluate the project's engagement. Four focus groups were run with Mana Whenua, local board members and Community Advisory Group members, each lasting approximately 1.5 hours.

One-on-one interviews were conducted with six project team members, one Mana Whenua representative, two local board members and one Community Advisory Group member. Interviews lasted between 10 minutes and 3 hours (where the interviews were longer than two hours, they were split between two separate sessions).

All interviews and focus groups were conducted by the report author, and interview (audio) recordings were transcribed by a professional transcription service. Transcripts were analysed into themes, using the qualitative analysis software QSR NVivo 10.0.

In addition to interview and focus group transcripts, the author drew upon project documentation, such as meeting minutes.

The report has been reviewed by Mana Whenua, Community Advisory Group members and council staff who participated in the research, as well as by a number of research professionals. The election cycle did not enable a full review by the local boards.

3.1　Structure of this document

This report documents the three main 'branches' of engagement carried out by the project team with Mana Whenua in the area, local boards, and the Community Advisory Group.

The following sections outline how each of these areas of engagement were managed, the impacts of the engagement on the project, the experiences of those who were engaged, and how the engagement could have been improved.

A number of findings that apply across the three engagement activities are also discussed at the end of the document.

All data collection and analysis was conducted by the author. The participating Mana Whenua representatives, Community Advisory Group members, and project team were given the opportunity to comment of the report prior to publication.

Quotes from interviewees are presented in italics throughout the report. When words have been added to maintain the sense of the passage, or removed to preserve the confidentiality of respondents, they appear in square brackets. When three or more words are left out of a quote this is indicated by '…'.

Each quote is attributed to council staff (AC), Mana Whenua (MW), local board members (LB), or Community Advisory Group representatives (CG). Where quotes contain multiple people interacting, numbers are used to identify who is speaking (e.g., MW1 and MW2, referring to two different Mana Whenua representatives). Spelling and grammatical errors have been corrected in quotes to improve the report's readability.

Where individuals have been named in relation to positive feedback, names have been retained in quotations. Consent for inclusions was obtained from named parties prior to publication.

4.0   The benefits of engagement

The evaluation shows that engagement done well, that is appropriate for the size and scope of the project, has the potential to significantly enhance a project's quality and impact, as well as strengthen relationships with the community.

The engagement conducted by the Te Auaunga Awa project team enabled the local board, Mana Whenua and the Community Advisory Group members to be a part of key conversations at crucial times. This document lists a number of benefits associated with the engagement; in the vast majority of cases, these benefits arose from engaged individuals contributing to project meetings and making suggestions for improvement that were taken on board by the project team. While the report does not provide specific details of how each individual impact came about (i.e. the specific dates of meetings and decisions), in essence all impacts arose from a combination of having the right people part of project design conversations, and the project team being open to incorporating alternative suggestions and different ways of doing things.

As the following sections of this report demonstrate, while the engagement and consultation conducted for the Te Auaunga Awa project involved an upfront investment of time and effort, this investment has resulted in a significantly improved design and reduced consenting compliance.

> *[T]here have been some real successes … especially the fact that there were very, very few negative submissions made at the consent stage. (AC)*

> *So I'd like to prove with this project that with council's procurement power or the way we do things, we can tweak things and get whole new social outcomes out of it. And what I've seen so far in the project, I think it can be done… (AC)*

> *When we went to the hearing, the commissioners made a comment that they were surprised that we had five submissions, all basically positive … With the heavy consultation upfront … we ironed out the issues before the consent with the community … So that paid itself off and that's where I'd like to show to other projects that you invest a lot more up here, it frees up [consenting], it makes financial sense. (AC)*

In addition to the benefits already felt, the engagement has created the foundation for significant social, cultural and environmental impacts to be realised as the project progresses.

Collectively, the engagement has contributed to the following realised or anticipated benefits:
- Stream naturalisation design with a range of environmental features

- A park design that is community centred, including design features such as a fale, ngā taonga tākaro (traditional Māori games) area, playgrounds and community gardens
- On-park classroom space for use by local schools and families
- Improved provision for water quality treatment
- Art installations that reflect both traditional Māori interests in the area and the diversity of the surrounding community
- Improved cycling and walking infrastructure that connects to surrounding networks
- Stronger networks amongst community organisations in the area
- Stronger relationships between the Puketāpapa Local Board and community organisations
- A new training and employment pathway for local young people (via Unitec and on-site apprenticeships)
- An on-site nursery in partnership with Wesley Intermediate School, providing 100,000 eco-sourced plants for the project, as well as training and educational opportunities for local residents
- Kids' BMX track.

Additionally, the project has had a number of flow on impacts, including development of a partnership between the Puketāpapa Local Board and Mana Whenua around a catchment-wide strategy, and further empowerment of existing community groups.

Although the potential upside of engagement done well is significant, engagement can be challenging. It requires time, resources, openness and the ability to act upon suggestions, as well as the ability to navigate sometimes conflicting opinions, preferences and aspirations.

5.0   Summary of the engagement approach

Te Auaunga Awa project was intended to trial new ways of engaging with key stakeholders, and it was hoped that the systems developed and lessons learnt would be a benchmark for future council projects. The project drew heavily on the community engagement experience present in the Sustainable Catchments team and Community Empowerment Unit.

The project differed from previous approaches with regard to the spirit with which engagement was conducted, the timing of engagement, and scope of involvement of those engaged.

Traditionally, engagement for council infrastructure projects has been focused on ensuring the project attains resource consent. The consenting process has often been confrontational, with each party 'fighting' to get the best conditions for themselves. The Te Auaunga Awa project team sought to adopt a collaborative rather than adversarial approach, whereby those engaged were included early on in the life of the project as project team members (rather than external stakeholders) and were empowered to have a meaningful impact on the project design. Alongside the inclusion of local board, Mana Whenua and Community Advisory Group members, the project team were open to incorporating non-traditional social, cultural and environmental outcomes as project priorities.

> *So I think what the main difference with this is that engagement has been embraced and embraced early, and that willingness to actually involve stakeholders in a meaningful way where … their feedback and input has genuinely helped shape the project. (AC)*

> *The difference is we are not telling the community what they want and building it. We are asking them, getting them involved in the design and then hopefully rolling that out. (AC)*

> *So for this project to have the environmental components is not unusual, to have the social outcomes is. That's probably where we're getting into new territory. (AC)*

There was early agreement across the core project team (consisting of those listed in Section 2.1) on the importance of engaging Puketāpapa Local Board (and adjacent boards), Mana Whenua and the community.

In addition to the openness to a different approach within the project team, a number of situational factors made an 'enhanced engagement approach' viable, including strong support from the Puketāpapa Local Board for the project to incorporate community outcomes, strong senior leadership support within Healthy Waters to trial a more inclusive

approach, and the existence of an active network of community organisations in the area (Project PETER)[4], which the project could draw upon.

Because of the novelty of the approach, however, the engagement plan and governance structure evolved during the first few months of the project. During this time, the project team had to iron out a number of 'kinks' as the project progressed. Many of these 'kinks' are described in the sections below.

In line with the priorities listed above, funding was budgeted for Mana Whenua and community engagement. The funding model – outlined below – was perceived to be the best option for encouraging and valuing the contribution of both Mana Whenua and community representatives.

5.1   Funding

After early discussion and negotiation, each Mana Whenua authority agreed upon an hourly charge-out rate, and was allocated a set budget against which to charge for their time. This budget was to cover dedicated Mana Whenua hui, as well as to enable representatives to be involved in governance group meetings, operations group meetings, and specific design workshops that aligned with their interests, expertise and availability.

This arrangement was viewed positively by both Mana Whenua and project staff, as it provided budgetary certainty to both parties, as well as freedom and flexibility for Mana Whenua to be involved in aspects of the project that were of most importance to them.

> *A project work and stakeholder budget for each iwi was developed (much to the hard work of the project manager) which I feel was a good model for this type of project involving numerous iwi. (MW)*

Community Advisory Group (CAG) members were offered compensation for their time at monthly meetings and for other project commitments. Depending on how the project aligned with their existing organisational work, some group members chose not to invoice for their time.

A modest budget was also provided for a community open day, held on-site on 14 March 2015.

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[4] http://www.projectpeter.org.nz/

5.2 Engagement timeline

The figure below shows the timeline of initial engagement activities.

Figure 5. Initial project engagement timeline
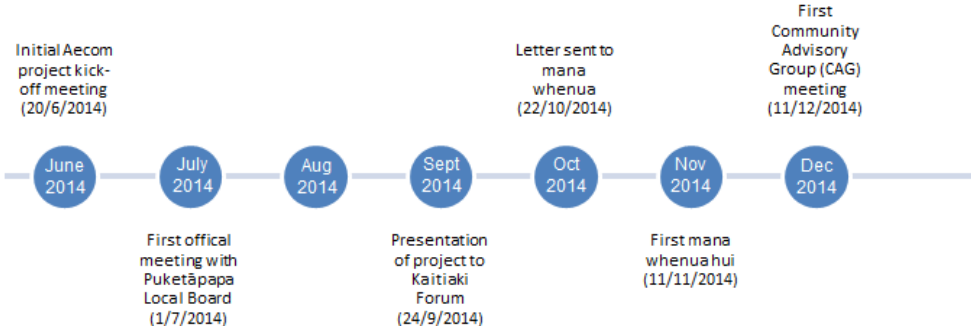
5.3 The difference between partnering, engagement and consultation

The terms 'partnering', 'engagement' and 'consultation' mean different things to different people. In the context of this report, the three terms are considered to differ primarily with regard to the level of power and shared decision-making afforded to stakeholders, as well as when in the project life span engagement occurs.

Figure 6. Partnering, engagement and consultation
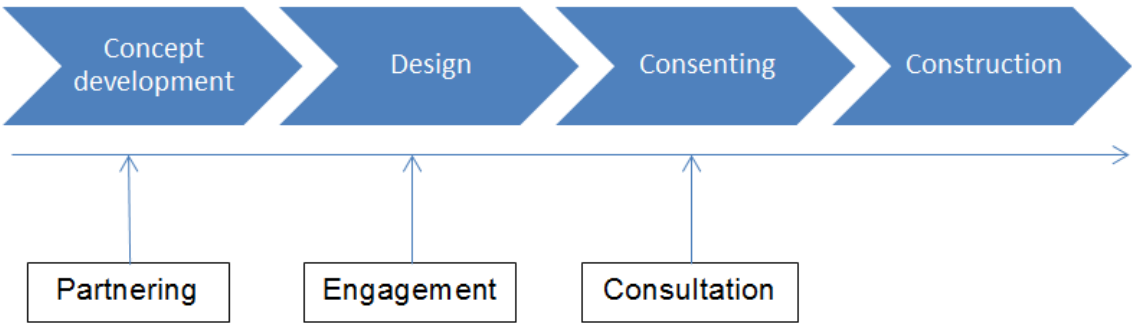
Partnering is conceptualised to involve early engagement (ideally during concept development) and a high level of shared decision-making power. Partnering is of particular relevance in relation to Mana Whenua as partners under Article 2 of the Treaty of Waitangi / Te Tiriti o Waitangi.

Engagement is similar to partnering, but with less ultimate decision-making power. Engagement involves early inclusion in a project as a key project member with the ability to

have a meaningful impact on the design of a project. The majority of stakeholder involvement in Te Auaunga Awa could be considered 'engagement'.

Consultation involves obtaining feedback from stakeholders on a project after the majority of design decisions have been made. Consultation involves significantly less scope to influence the direction or design of the project than for partnering and engagement.

6.0   Engagement with Mana Whenua

Mana Whenua are a key project partner. The following sections (6.1 through 6.5) describe why partnering with Mana Whenua was important, why Mana Whenua wanted to be involved, how the relationship unfolded, the benefits accruing to the project from the partnership, and how the engagement could have been improved.

Section 6.6 lists the general ingredients for successful Mana Whenua engagement, for use by other project teams.

6.1   Why is Mana Whenua engagement important?

Auckland Council has a legal responsibility to engage constructively with Māori.

Under the Local Government Act 2002, all councils are required to give effect to, or take into account, the principles of the Treaty of Waitangi / Te Tiriti o Waitangi. The act requires councils to:

- ensure they provide opportunities for Māori to contribute to decision-making processes
- establish and maintain processes for Māori to contribute to decision-making
- consider ways in which they can foster the development of Māori capacity to contribute to decision-making processes
- provide relevant information to Māori
- take into account the relationship of Māori and their culture and traditions with their ancestral land, water, sites, wāhi tapu, valued flora and fauna, and other taonga.

The Resource Management Act 1991 also contains specific provisions for consulting and working with tangata whenua in relation to resource management decisions in order to fulfil Treaty responsibilities. Notably, the RMA requires:

- the recognition of the importance of the relationship of Māori in the sustainable management of natural and physical resources
- the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu and other taonga and the protection of recognised customary activities
- particular regard to be given to kaitiakitanga and the ethic of stewardship in the management of natural and physical resources
- the principles of the Treaty of Waitangi to be taken into account in RMA processes and decision-making.

In addition to the legal obligations above, Māori have a distinct historical connection with New Zealand that can provide significant benefit to a project.

Māori have a long record of co-habitation with the New Zealand environment over the past 1000 years, and have acquired comprehensive knowledge of New Zealand ecosystems, and how to sustain them. They also have extensive knowledge of Māori cultural heritage, which some believe is the backbone of a New Zealand identity… Māori therefore offer a unique indigenous perspective for planning, policy, decision-making and other activities such as projects.[5]

Involving Mana Whenua representatives as project partners can also provide important 'cultural safety' and support. In times of trouble, for instance, Mana Whenua can act as crucial political supporters for the project, drawing upon their networks to advocate for the project's success.

[I]f they're your partner, whatever hits you hits them. That's what partnership is. So whatever boundaries hit the project, if they're upset about that then they can go back to their chair and their chair will have an argument with [whoever is threatening the project]. (AC)

Auckland Council's Māori Responsiveness Framework, Whiria Te Muka Tangata, provides a clear directive for council units and departments to improve their Māori responsiveness by valuing Te Ao Māori, enabling Te Tiriti o Waitangi, enabling Māori outcomes, and fulfilling statutory obligations to Māori.

For operations units, constructive project-based engagement with Mana Whenua – as Treaty partners rather than 'just another community stakeholder' – is a key component of meeting council's Māori responsiveness aims.

6.2   Mana Whenua motivation for being involved

All five Iwi Authorities involved (Ngāti Whātua Ōrākei, Te Ākitai Waiohua, Ngāti Tamaoho, Ngāi Tai ki Tāmaki and Te Kawerau a Maki) reported having a long historic association with the stream and the surrounding area.

All saw the awa and the surrounding rohe as a taonga (treasure) that they had kaitiaki (guardianship) responsibilities for. Their motivation was to restore the mauri (life force / essence) of the area.

[W]e saw this as an opportunity to not only rectify flooding issues but to improve the whole health of the awa. (MW)

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[5] Garth Harmsworth (2005) 'Good practice guidelines for working with tangata whenua and Māori organisations: Consolidating our learning', Landcare Research Report (LC0405/091).

We, too, want to be able to have the fish come back, swimming in those waterways. Little humans swimming in those waterways. Really the health of the project; the birds to come back and also to just ensure that Mana Whenua have some really good kaitiaki steps involved for all us; for the betterment of Aucklanders around there, living there, communities. (MW)

[I]t is about co-existence and if our whenua's not healthy, then I can assure you our communities won't be. (MW)

Mana Whenua recognised Auckland Council's role in the area and were keen to partner with council to achieve their kaitiaki objectives.

[W]e also recognise Auckland Council, in a statutory space, have the land ownership responsibility. When we talk about 'partnering the taonga', it's about our partnership with the Auckland Council in this space. (MW)

6.3   Benefits of Mana Whenua involvement

At the time of writing this report, Mana Whenua engagement has benefitted the project in a number of ways, including:
- the naming of the project
- widening the project brief to include more stringent environmental design considerations and cultural impacts
- the inclusion of significant water quality management design features
- planned wetlands with natural resources for weaving, food, and healing
- the inclusion of an area for ngā taonga tākaro (traditional Māori games)
- the inclusion of interpretive signage throughout the park
- embedding Te Aranga Design Principles across the project
- playing a facilitative and collaborative role in the establishment of an on-site native plant nursery with Te Whangai Trust.

Much of the focus of Mana Whenua involvement to date has been on water quality. As a result, the project design now incorporates daylighting, water treatment devices (e.g. EnviroPods), wetlands, pools, swales and riffles. Council staff reported that Mana Whenua played a crucial role in widening the project brief to include these improvements, by giving the project team *"a mandate to put resource towards it"*.

Mana Whenua involvement in the project also led to the development of a separate partnership with Puketāpapa Local Board on a catchment-wide strategy, which is unlikely to have occurred had this project not initially focused the attention of the parties on the awa.

In addition to the tangible benefits above, Mana Whenua involvement has had the general effect, in one project team member's words, of helping to '*focus and sharpen the project*' design.

As the project progresses, there are a number of opportunities remaining for Mana Whenua to direct and influence the mahi toi (art work) of the project. Mana Whenua art opportunities include:[6]

- The proposed Ōwairaka pedestrian bridge, connecting Underwood and Ōwairaka Parks. It has been proposed that this project be undertaken by a Māori artist, nominated by Mana Whenua through an appropriate tender process.
- The Richardson Road bridge will include a shared path underpass to bring people between reserves safely on Te Auaunga Awa greenway, passing through two basalt formations. The underpass and reflections on the road bridge have been identified as an opportunity for a Mana Whenua nominated artist.
- Mauri Stones - Kohatu, recycled from the site and carved by a nominated iwi artist(s). Twelve of these stones are currently proposed throughout the project.
- Ki-O-Rahi Field - Potentially includes seven carved pou and a central stone, working with a nominated iwi artist and/or Kaumātua along with local schools for the production of these items.
- Tama Tai Ki - Part of the broader taonga tākaro aspects of the project, which includes bound supplejack spheres, created by local schools.
- Hupara - Painted or carved hupara, again as part of the broader taonga tākaro aspects of the project, undertaken by local school children, working with a nominated iwi artist and/or Kaumātua.

Additionally, an important flow-on impact of the project has been the development of a partnership between the Puketāpapa Local Board and Mana Whenua to develop a catchment-wide strategy.

6.4 What happened with Mana Whenua engagement

The following section describes, in rough chronological order, how the relationship with Mana Whenua developed.

Mana Whenua described their engagement to date as going through three broad phases: initial 'speed wobbles', a second phase characterised by a positive and effective collaborative relationship, and a third phase where they felt they had been 'dropped' by the

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[6] Summary taken from AECOM (2016) '*Te Auaunga Awa - Walmsley and Underwood Reserves: TE ARANGA DESIGN PRINCIPLES*"

project. As this report has been prepared 'mid-project', the fourth phase is ongoing. The first three phases are described below.

6.4.1   Early 'speed wobbles'

Mana Whenua were first formally made aware of the project on 24 September 2014, via Auckland Council's Kaitiaki Forum.[7] Following that presentation, on 22 October 2014, a letter was sent to key contacts for all Mana Whenua listed by Te Waka Angamua as having a connection to the project area. Twelve Iwi Authorities were invited to an on-site hui with the project team on 11 November 2014; five accepted the invitation and subsequently became actively involved in the project.

Mana Whenua describe some challenges during these initial meetings as Mana Whenua and council staff negotiated how the relationship would function, and how an approach involving 'partnership' might differ from other forms of consultation.

> *There was some difficulty at the initial engagement stages of the project. The reasons for this I think are threefold, but primarily come down to a lack of understanding the Māori perspective and engagement.*
> *(1) not understanding the difference between **engagement** with a Treaty Partner and **consultation** as one would with the wider public;*
> *(2) not engaging with Mana Whenua at the earliest possible opportunity, and subsequently demanding a fast and prioritised response;*
> *(3) not providing for adequate budget or resourcing support for engagement with all relevant iwi – there was an erroneous (and rather forcefully put by a minority of the project team) assumption that one 'Māori representative' could speak on behalf of half a dozen autonomous Mana Whenua entities. Obviously this is not the case when dealing with what are, in essence, indigenous nation states, particularly at a project engagement level. (MW)*

Although the majority of project staff expressed a genuine desire to work constructively with Mana Whenua, there was a wide difference in understanding as to how partnership might work. Where this occurred, there was feedback from Mana Whenua that cultural training and face-to-face interactions might be needed. The consenting process has traditionally been confrontational and the approach taken in this project was one of early partnering; this required learning new ways of working.

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[7] Monthly meetings held with Mana Whenua in Manukau on the last Wednesday of each month, facilitated by Auckland Council's Te Waka Angamua. The meetings provide council staff with the opportunity to present region-wide project initiatives to Mana Whenua collectively. The meetings run for a full day and each presenter is allocated 45 minutes to present, take feedback and answer queries.

There was recognition, too, from council staff of early misunderstandings.

> *Well because the [Healthy Waters] unit is typically used to … consultation with Mana Whenua as opposed to engagement. … So yeah there was push back from some officers and some officers it was very challenging for them that approach. (AC)*

> *There was strong antagonism because [Healthy Waters] doesn't have a very high presence with Mana Whenua, still doesn't, they don't come up and talk to Mana Whenua at all during any of these processes. So to actually have [Healthy Waters] people sitting around the table was, was a huge step. To actually be talking in terms of partnerships and high level stakeholders was a huge step. And so there was a fair amount of, it was quite antagonistic in the first couple of meetings because there was this new ground. (AC)*

With support from council's Te Waka Angamua department, the team persisted. Through continued discussion, the two parties were able to reach an understanding of each other's aspirations for the area and to negotiate a solution for how Mana Whenua would be involved in the project.

> *I will tell you right now I made so many mistakes and they have forgiven us so many times and eventually it got to a point where I have a really good relationship with all of them now but it is on the back of having fouled things up quite a lot. (AC)*

While one of the Mana Whenua comments above highlights the need to engage as early as possible to avoid imposing demanding deadlines early in the relationship, there was general recognition and appreciation by Mana Whenua that the project team had engaged them early enough to have a meaningful impact on the design of the project.

> *Engagement from the outset… (MW1)*
> *Yep. (MW2)*
> *… it's got to be primary. It's fundamental to ongoing relationship and partnership. (MW1)*
> *We support that, […] we certainly support that. (MW2)*
> *Early engagement. (MW2)*
> *Early as possible. (MW1)*
> *From the outset, yes. (MW2)*
> *Which this one did. (MW3) [8]*

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[8] *MW1*, *MW2* and *MW3* refer to three different Mana Whenua representatives.

6.4.2 Positive and effective collaboration

The project team and Mana Whenua worked through initial misunderstandings to reach a shared understanding of what the partnership should look like and to agree on how Mana Whenua would be integrated meaningfully across the project governance structure.

I believe the team, and particularly Tom[9] and Gretel[10], worked hard to understand and remedy early 'speed wobbles'. (MW)

It did [improve] … It went there faster than I could have hoped for, I think because once everybody got past the stage of internal stuff, realising that it wasn't just a box ticking exercise, and for Mana Whenua staff to realise that this was actually something quite different, it was a good place to be. (AC)

The shift from misunderstanding to understanding was attributed in large part to the intention and desire of the core project team to partner with Mana Whenua in a meaningful way.

See, Gretel was instrumental and Tom and so, from [our] point of view, we felt that there was sincere, genuine desire from council to partner with Mana Whenua from the very start – to look at environmental enhancement and restoration. It just took a while to, I guess, get down to the nitty gritty and work through that, and identify those opportunities and keep pushing for them. We feel that there was that genuineness at the start and there still is now. (MW)

Yeah, it did. It felt like a partnership in the beginning when we were sat down with the experts around the storm water table. (MW)

The intentions of project staff came out, too, in their descriptions of the early stages of engagement, as well as their reflections on the process to date.

[T]hey were probably traditionally used to us coming very late in the piece asking for a Cultural Impact Assessment and then we'd take that and go to the consent. What I wanted was, very early on, was to bring them in as partners almost. To say 'hey this is the project, these are project issues'. It wasn't an 'us and them'. It was 'hey we're delivering this project, let's collaboratively work through the benefits of what we can get out'. So that was just a different mindset, approach, in my view that we took. (AC)

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[9] The project manager, Healthy Waters.

[10] Environmental and cultural enhancement lead, Sustainable Catchments.

Yeah, I mean one thing that's really important to me is that we get better at this, that Mana Whenua get better at it, that council gets better at it. So I don't feel defensive about what's gone wrong. I take responsibility for it. (AC)

It was agreed that Mana Whenua would be involved across the governance of the project in a way that reflected their role as key project partners. In addition to specific Mana Whenua hui, the representatives were invited to participate in operations meetings and technical workstreams as they wished. One or two Mana Whenua representatives also regularly attended the governance group meetings.

Well we had a bucket of money and for Mana Whenua, we had five of them, I put aside $10,000 each and I said 'here's your resource, get involved with the project wherever you want and just charge your time, but once that money runs out, that's it'. So rather than dictating to them saying 'we want you here, here and here', I'd say 'you guys, you're the best people to know how to represent your Mana Whenua in this project, you decide. I'll pay your invoices up until that amount'. That took away all the debate of what they could be involved in and what they should be [involved in]. They made that decision. A lot of it, they're constrained by time. They have very, very busy schedules. But the one criticism I came under, 'they'll just suck the money' – that hasn't happened at all. (AC)

Despite the initial engagement problems, the different iwi engaged and the project team came up with a solution of having regular project level workshops on technical matters that were open to all iwi reps, and a single representative at the strategic stakeholder meetings who would not speak for other iwi but would attempt to raise general cultural concerns or any specific iwi concerns elevated to the table. (MW)

The experience of being part of the project governance group was generally positive, with Mana Whenua feeling their feedback was valued and taken seriously in this forum.

My experience with the strategic meetings was good – all stakeholders were open to my input and feedback and, if they disagreed with a point their rationale was clearly discussed and explained. In all, I found my experience at this level of the project to be positive and a good way to collaborate in the direction setting for the project and manage each other's expectations. (MW)

Mana Whenua representatives' experiences of the operations meetings were more mixed, however, with some finding the meetings productive, while others found it more difficult to be heard at these meetings. The number of attendees at operations meetings left some representatives feeling like their voices were swamped by others.

My experience with the project workshop level was also good. (MW)

[C]ertainly when the meetings were transferred down to Aecom House and then you've got a massive board room table surrounding 30 odd people in there. There's no appetite to hear Mana Whenua input, because everybody else is pushing their own agenda. (MW)

Okay, a lot of those operation meetings, there was a, sort of a, strong political dimension to it. That tends not to be […] conducive to [or] particularly supportive of Mana Whenua aspirations... (MW)

There was a preference amongst some Mana Whenua representatives for more of the meetings and decisions to be made at their smaller hui.

[I]f we take, for example, other major infrastructure projects in Auckland, there's a dedicated Mana Whenua forum or time set aside where mandated iwi representatives attend that day, it's blocked out and the specialists come into that space to talk to us and we provide service and consultation and responses that way and to do that amongst the big group… (MW)

Although some issues were noted with the large operations meetings, the representatives found their experience in technical workstreams to be very positive.

Oh, I think [our voices were heard and valued], yeah. Certainly, in respect of the environmental design. The designers hung on [our] every word and were happy to deliver accordingly. And likewise with the cultural, like in the workshop [on] the Te Aranga design principals. (MW)

They were genuinely open to all the ideas that we put forward for water quality and treatment and I was feeling, 'this is fantastic'. I'd come along and I'd say: "We want x, y and z, now go off and design it." Then you'd come back two weeks later and they'd designed it. It was great. Nah [I'm joking] but you know what I mean! (MW)

6.4.3   A decline in involvement

In late 2015, the project team member that had taken primary responsibility for facilitating Mana Whenua involvement and keeping the representatives informed transferred to a new role. These dedicated coordination responsibilities were not assigned to anyone else.

Although the project manager picked up some of these coordination tasks, other project-related workload pressures meant that hui became less coordinated, and some key decisions were progressed without the full involvement of Mana Whenua.

The impact of this shift was significant. Mana Whenua went from feeling like they were central to project decision-making to feeling as though they had been dropped by the project.

> *It's like, we were at the table right in the beginning when we sat and we did the design for the storm water. We put forward that we wanted the natural playground. We put forward that there was to be cultural content… and then once that was part of it, of the brief, *poof*, it was like… that's when the disconnect happened and then it was like we've never had that opportunity to have that input. I mean it's great that they sat at the table and got our input and got the brief off us. It's like, we formed the skeleton, really… and then we were out and we've had no chance to put the flesh on the skeleton, or to choose the colour of the hair or the makeup… Often that's all we get, is to slap the lipstick and the hair colour on the mannequin at the end of day… once everybody's done all the rest of it, but in this case, it was the other way around. We got the chance to build the bones and then *poof*, 'see you later, Mana Whenua, and thanks you're out now, we've done our bit; now we've got our own artist and we want to do this and we want this and we want that'. This is how I see it. They knew what they wanted after we gave them the bones and they've gone off and done it, without our input. (MW)*

Mana Whenua provided a number of reasons for why they thought the quality of their involvement had declined. These include poor meeting scheduling, poor communications and their own capacity issues. These three factors are described in the sub-sections below. Also outlined is a summary of issues related to the fale – an area where most tensions were felt.

6.4.3.1 The impact of poor meeting scheduling

Disorganised meeting scheduling and poor communication were highlighted as major causes of the decline in Mana Whenua involvement.

> *I think, essentially it came down to very busy workloads and a lot of times that the meetings were scheduled did not suit everyone. (MW)*

> *Yeah, I'll give you an example. I've got all these emails and I'll be honest, I'm disillusioned, the set-up, because of just emails after emails; changing, cancelling, 'due to unavailability, this has been cancelled' … You know, we were just left hung out… (MW)*

It just boils down to sound communication. Keeping up those comms… Rather than us, having to react to something that's already happened down the line, a number of months ago… keep us in the loop… (MW)

Better upfront discussion on when all Mana Whenua were available would likely have helped.

If we could have maybe given us some time to talk amongst ourselves and to cross reference our calendars to work out what we're across and say; "If we can't make those hui, can we make this one a standard one." At least we [would have] had that backstop. It just wasn't synched in right. (MW)

… I guess, in the first instance, to be sent a calendar invite for the whole year, without actually asking whether that time suits and with our busy schedule, didn't help matters too. (MW)

There was clear recognition from council staff that the scheduling and communications had been a weakness, and that the dedicated Mana Whenua hui that were run at the start of the project should have been maintained.

[O]ne thing this project has lacked is robust project officer support. (AC)

So that was a bit of a challenge and quite resource hungry, is keeping the communication channels open effectively. (AC)

'Closing the loop' was also identified as something that could have helped maintain engagement and a sense of inclusion.

I think that the reporting back on that and making sure that Mana Whenua were kept aware of how the project was progressing has lacked severely. (AC)

Better administration and project management support was highlighted by project staff as a significant need.

So what would help doing this again, would be the admin support and meetings set up, meeting notes, organizing and communicating. Trying to get one meeting with five Mana Whenua or community groups takes time. (AC)

The meeting notes is a key aspect because you've got so many meetings with different people. Having those meeting notes, I've never believed in paperwork, but those meeting notes are really, really important to have consistency. (AC)

6.4.3.2 Mana Whenua capacity issues

While the project team's scheduling issues were discussed frequently, Mana Whenua also acknowledged some capacity issues and an inability to attend key meetings. It is likely that these two issues – disorganised meeting scheduling, and Mana Whenua capacity issues – compounded one another. The project continued without Mana Whenua at the table. A better system of meeting scheduling combined with 'closing the loop' may have kept Mana Whenua involved in key decisions as they were being made.

> *[W]ith all iwi having severely stretched resources (most have only one or two reps) it is extremely difficult to prioritise projects and co-ordinate our inputs. This is a capacity issue which is critical. (MW)*

> *Perhaps, in my respect, perhaps I fell off the ball and missed a few crucial emails… (MW)*

> *[I]f you're not at the table, quite frankly, you miss out … I mean, yes sometimes we have to prioritise, so I tend to agree with what's been said in some ways but in other ways, you can't hold projects up either, if you can't be at the table so… (MW)*

Council staff also highlighted that partnership requires a strong commitment from Mana Whenua to maintain active involvement in the process.

> *Mana Whenua's responses to written documentation is pretty sporadic, and you often don't get answers quickly. Notwithstanding the fact that Mana Whenua are stretched and they're under-resourced, they need to respond in a more timely manner, and they need to be more proactive in signalling whether they can or can't attend key meetings, and seek either to work with the meeting planners to reschedule. I mean, basically sort of like, not responding, not arriving and then complaining about the outcomes after the project, isn't constructive. (AC)*

In addition to committing to attend meetings throughout the project, one Mana Whenua participant suggested that they could further strengthen their impact by ensuring their issues and suggestions are actionable by the project team.

> *Coming better prepared with or raising a concise list of issues that are **relevant** to the particular project at hand and that (most importantly) are **actionable** by the project team would be helpful to council. I understand that most of our issues are relevant insofar as they take in a very wide scope (e.g. relationship or the environment as a whole), but these can effectively be made relevant to a specific project through project principles if the matter is approached with consideration. (MW)*

6.4.4   Fale

Resentment was felt most strongly in relation to the proposed fale development (a pacific house / building proposed to reflect the strong Pasifika population in the area and to act as a community space in the park). Mana Whenua believed that they should have been involved in the decision around the fale design and the selection of the artist.

The proposal for a fale as a key design feature was proposed as a way to reflect the significant pacific population in the area. The idea was initially discussed at a project operations meeting, where one Mana Whenua representative was present. That representative supported in principle the concept of manaakitanga (hospitality) in relation to providing a space that welcomed the local community. No further detailed discussion with Mana Whenua occurred, and the project group continued to develop the fale design and commissioned an artist without further involving the Mana Whenua representatives.

> *[The Mana Whenua representative] was at the table, I think, by himself for one hui, and my understanding was, he supported the manaakitanga concept, which [was] essentially about hospitality… I think it was at that point that there's been some loss in communications, and from that manaakitanga approval, it's become something else… (MW)*

> *So obviously [the one Mana Whenua representative] was kind of only speaking on behalf of his iwi, but it would be fair to say that the project team took that as a cue that they could continue in exploring this as a fale rather than a whare. (AC)*

Over time, the fale design was expanded to include an outdoor classroom space, and therefore became a significant feature of the project. Given the development of the fale as a major design feature, Mana Whenua felt aggrieved that they were not included in the decision-making process.

> *It's the commissioning of the artist without any Mana Whenua input. We weren't even given an opportunity to put forward our artists. We were just told, this is the artist and here's what he's doing. (MW1)*
> *It was a fait accompli. (MW2)*
> *... I mean, like I say, it's a slap in the face. (MW1)*
> *…That's all it boils down to. That underpins it. It's just a courtesy. (MW3)*
> *…it's process. We were failed by the process (MW1)*

> *We shouldn't have had to have gone through that in the first place. If the process had been done right… (MW)*

*C*ouncil staff recognised that the process had not been handled adequately, and expressed a desire to rectify the situation.

> *It's respect. You can't talk about co-governance and then shut somebody out of the room. … The fact that Mana Whenua weren't party to that process, and able to actually have some say in how that process went, and who was selected and how they were selected, and how they were briefed, that's problematic. That's the problematic part. I mean, it doesn't mean that everybody gets everything they want, but a respectful process means that they were at the table, and they were heard, and if you say no, you're saying no being aware of their feelings and their opinions. (AC)*

At the time of interviewing for this evaluation, a hui had been held between Mana Whenua and the artist, and the issue was being worked through.

> *We're working through it but I think the last hui was really positive with [the artist] at the table and I think he valued that. (MW)*

> *I think we had a good opportunity to meet him, kanohi ki te kanohi, face to face, because that had never ever happened, and I believe that it's been resolved in a good way and that [the artist] also took on-board some of the thinking. (MW)*

The issues associated with the fale process are likely to have been prevented, or at least caught earlier, had there been regular Mana Whenua meetings.

> *If there had been scheduled monthly meetings, then it would have been caught. As it was, it wasn't caught until the concepts were well and truly underway. (AC)*

There was also a need for better communication across council units about the role Mana Whenua were playing in the project.

> *But I think what had happened is there may not have been the strategic knitting together first between [the Public Art team and other council departments] to say 'in this project this is the nature of the relationship and where we're at with iwi'. And so what had happened was an assumption had been made that iwi had already been consulted. (AC)*

6.4.5   Overall impressions

Although Mana Whenua were unhappy about the more recent deterioration of their involvement, their overall impression of the project remained positive.

This project, it should be an exemplar, in terms of environmental and social outcomes, you know, and that's awesome and Mana Whenua actively support any wins and social and environmental gains, [and] I guess they will ultimately outweigh the niggling negatives of the project… (MW)

There was hope that the scheduling and communication issues could be properly addressed and that they could continue to contribute to the project.

Well, like I said, it started out good. We've got the environmental gains that we were seeking. I'm happy there. Moving forward … there is opportunity for us, but we shouldn't have to be banging and knocking on the door, all of the time. You know, to be included. So if these comments are going back to the team, then that would be nice to get invites and updates from them, inviting us to have input… (MW)

I think [the project manager] really wants this to be a success. He wants to do it right. And all's not lost and this is half way through. We've got another three years. (MW)

6.5 Areas for improvement

Mana Whenua and council staff suggested a number of improvements in the context of their involvement with the project as a whole.

6.5.1 Scheduling of regular meetings

Unsurprisingly, better meeting scheduling was identified as an important area for improvement.

Both Mana Whenua and council staff suggested establishing and maintaining a regular forum where Mana Whenua are updated on the progress of the project. Mana Whenua further suggested empowering them to dictate the nature and timing of those meetings.

A lot of our calendars align and so, I think that if we were able to have had the opportunity to focus on key times that work for all of us, as mandated iwi representatives and lock down times to have focus consultation around this project that fitted in all our schedules and had key personnel coming into that space … I think there could have been a lot more efficient way of doing it... (MW)

Empower iwi to provide a plan going forward. So, let us have some time amongst ourselves to work out a plan with you and to come up with some suggestions and maybe dates and that. (MW)

There were a number of suggestions to lock in regular Mana Whenua project meetings, where staff presented project updates.

> *Yeah there should have been a Mana Whenua project forum that met at least monthly to, from a governance point of view, see exactly what was happening, and to basically sort of receive reports. And if they couldn't attend monthly they needed to have monthly updates. (AC)*

6.5.2   Better 'closing the loop' communications

Related to more regular and consistent scheduling of Mana Whenua hui – where council staff provide updates and request input from Mana Whenua – was the need for improved communications. There was a call for better communications around upcoming decisions and deadlines, as well as actions taken as a result of previous hui.

> *Perhaps [the project could have] had a slightly better communications strategy with the wider iwi groups involved … it could have been improved with regular update comms. (MW)*

6.5.3   Development of a Terms of Reference

The project would have benefitted from the development of a formal Terms of Reference that outlined how the relationship would function. The Terms of Reference should identify who the strategic parties are, the nature of Mana Whenua involvement (e.g. governance vs detailed involvement in design discussions), the agreed outcome(s), timeline (with key dates), resourcing and payment. The document should include a statement that the meetings will be conducted in a collaborative manner, with regular dates scheduled ahead of time and with follow up reminders.

6.5.4   Dedicated Mana Whenua engagement support

Project team members highlighted the need for more support in organising and coordinating Mana Whenua meetings. Ideally, this role would be assigned to one individual with sufficient capacity to dedicate to the task.

> *I think it [needs to be] a priority to have that support. (AC)*

> *[O]n other major infrastructure projects, there has been someone that could have been that facilitator; that point of contact, project management, working with iwi and working with operations and Tom and all the specialists to co-ordinate a time*

that worked for us and be that energy to help project manage it, in a sense … I think, in hindsight, if we had someone like that on this project, it would have been a lot more smooth sailing. We could have sat around with that person and worked out a plan. (MW)

Such a coordinator, respondents proposed, might be responsible for some or all of the following:

- Setting up an appropriate schedule of meetings
- Advocating for the importance of Mana Whenua involvement across the project activities and coordinating updates from project staff where necessary
- Highlighting in advance the decisions to be made at upcoming meetings
- Taking minutes at meetings or arranging for minutes to be taken
- Taking responsibility for actions that come from hui
- Feeding back to Mana Whenua on actions taken as a result of their involvement
- Keeping Mana Whenua who cannot make meetings in the loop.

6.5.5   Earlier engagement

Although the project team engaged Mana Whenua relatively early in the project, some respondents nevertheless felt that the relationship could have benefited from starting the conversation a few months earlier than they did.

I would start the process off earlier. … [I]t is one of those things where it is always going to be better to do it earlier, but it is impractical to do it too early. (AC)

Clarification of roles, early engagement, earliest engagement possible. (AC)

Other respondents thought that the project could have benefited from very early and high level Mana Whenua and local board engagement during the planning phase (as opposed to the design phase), in order to ensure the overall project aligned with community needs and aspirations. There was recognition that such an approach would risk raising expectations prior to project funding being finalised, however.

I think it should've been on the planning side, and that is not unique to this project … It would just be a careful consultation and I think it would be, not necessarily asking them to comment on the design, but just finding out what they want, or what they would want, and at least that gives [those of] us in [the] delivery [teams], some visibility on that instead of finding it out [once the project scope has already been decided]. We know, if we are going to be opposed, or we know that they want this, so let's incorporate or let's work with that. It gives us a head start in the consultation. (AC)

6.5.6   Inclusion of Mana Whenua values in project briefs

Mana Whenua reported frequently having to fight to have Mana Whenua values included in projects and prioritised. Time and effort would be saved if these values were included in early project plans. Inclusion of these values aligns with a partnership approach, where early engagement is focused on recording and incorporating Mana Whenua and local board values, with later engagement focused on design details.

6.5.7   Cultural competence

Cultural competence – where council staff have knowledge and appreciation of Treaty history and the role of iwi as Treaty partners, as well as familiarity with Māori language and customs – was identified as an area for council-wide improvement.

While the project team's willingness to develop a genuine partnership with Mana Whenua allowed the relationship to progress through early 'speed wobbles', Mana Whenua expressed strong frustration with council staff, beyond this project, who attend hui under-prepared.

> *I mean, it's a two way street here, isn't it. […] I think the least they can do is understand where we're coming from before coming to the table because when they do come to the table and they're ill-informed, then it's not a nice situation. I have seen a few tears. (MW)*

> *[Council staff need to] do their own homework before they come to this table, because I think sometimes we've been talking across each other. Just being able to understand Māori values, is probably a very good start. Well yeah, we come to the table and here's your project, you've sent it out to us via email or hard copy and we've read it. We've read it all. We're familiar with your project but you don't come to the table, not having read our iwi management plan…*
> *You don't come to the table having read our iwi environment plan. You haven't done any homework on the Treaty. You haven't got a clue! Most of the officers don't have a clue! There's a huge language barrier, a whole barrier right there. You know, we're expected to come across with both. And yet the blimming officers, just come one-sided. You know? No wonder there's an absolute disconnect… (MW)*

The recommendation was clear: staff need to do their "*cultural 101s*" before sitting down with Mana Whenua. Understand the Treaty of Waitangi and its obligations, understand some basic te reo Māori and meeting tikanga, and do some background

reading on the specific iwi/Hapū. Finding a Māori colleague who can act as a guide and 'guide' is an important part of this process (see Section 6.6.2 for more information).

Mana Whenua suggested incorporating basic cultural competence lessons in every staff induction.

6.6 Lessons for successful Mana Whenua engagement: Tips for people who don't know where to start

The following section summarises feedback from Mana Whenua and other sources on the key ingredients for successful engagement with Mana Whenua in relation to council projects. These recommendations provide a basis for ensuring engagement starts well and continues positively. It is recommended that project teams consider these suggestions before engaging with Mana Whenua. A list of resources is also provided at the end of the section.

6.6.1 Engage early

If Mana Whenua are going to be engaged as key project partners, contact needs to start early in the life of the project. Ideally, engagement should begin at the concept or planning stage. If engagement during the planning stage is not possible, then it should be initiated as early in the design phase as possible. Contact should be made well in advance of other project deadlines, to allow coordination of the schedules of busy professionals.

This means prioritising Mana Whenua contact and engagement (along with the local board, as key governance stakeholders) in project communications and engagement plans.

6.6.2 Find your 'guide'

If you are new to engaging with Māori, it is important that you find a 'guide' to help you navigate the world of Mana Whenua. This guide may be Māori or non-Māori, but should be someone who has experience in working with Mana Whenua and navigating Te Ao Māori (the Māori world).

Guides might be found within your department, from Te Waka Angamua, or through other networks. Ask them to help you understand who you should talk to, to provide guidance on tikanga (protocols), and to support you as you establish your relationship with Mana Whenua.

6.6.3   Embrace partnership

Iwi signed the Treaty of Waitangi / Te Tiriti o Waitangi as partners, and both the Local Government Act 2002 and Resource Management Act 1991 require councils to give effect to and take into account the principles of the Treaty.

Engagement with a Treaty partner is different from consultation with the wider public. In line with Article Two of the Treaty, Mana Whenua should be engaged as close to the project planning stage as possible. Mana Whenua should be engaged earlier than the general public (i.e. earlier in the project development lifecycle) and, in line with local boards, should have greater levels of shared decision-making power than other stakeholders.

Mataawaka (Māori living in an area who are not in a Mana Whenua group) should also be engaged, but as a key stakeholder during the design phase.

One way to ensure Mana Whenua have the opportunity to have a meaningful impact is through project governance. Set up project governance structures that reflect the importance of Mana Whenua as co-governors. Invite Mana Whenua to participate in the formalised governance of the project and/or set up regular kaitiaki meetings where key project decisions are brought to Mana Whenua representatives.

6.6.4   Be clear on the purpose of engaging with Mana Whenua

Before you meet, consider what reasons Mana Whenua might have for engaging with the project. What are the potential benefits for them and how can you make sure these benefits are realised? Talk to others in your department who have engaged with Mana Whenua – what were the motivations of Mana Whenua in those cases, and what are some lessons for your engagement?

Make sure also that you are clear on why you are meeting with Mana Whenua. What are you hoping to achieve, and what would success look like? Be prepared to articulate this to Mana Whenua when you meet with them.

6.6.5   Understand who you need to engage with

All Mana Whenua groups with an historical connection to the project area should be given the opportunity to provide their input – one Mana Whenua group cannot speak on behalf of others.

Te Waka Angamua's intranet site has contact details for key Iwi Authorities by local board area and your guide can help you understand which iwi have the strongest historical connection to the area.

6.6.6   Do your homework before meeting with Mana Whenua

A significant number of initial misunderstandings can be prevented by doing some background reading before meeting with Mana Whenua.

Before meeting with Mana Whenua, take some time to understand their history and values. Often Iwi Authorities have published information that can help you understand where they are coming from. Look at their website, their Treaty of Waitangi settlement summary if they have settled, and their Iwi Management Plan and Iwi Environment Plan if they have them.

Doing some background reading will prevent Mana Whenua from having to repeat themselves, and will show them that you take the relationship seriously.

In addition, familiarise yourself with the history of the Treaty of Waitangi / Te Tiriti o Waitangi if you have not already done so.

6.6.7   Understand basic tikanga

Tikanga Māori are general behaviour guidelines for daily life and interaction in Māori culture. Understanding the basics can go a long way to ensuring the relationship gets off to the right start.

Understand and be comfortable with protocols around opening and closing meetings. Ask your guide to help you understand what is involved in a pōwhiri (formal welcome), mihi whakatau (less formal welcome) and karakia (prayer). Your guide can help you understand protocol that is relevant in your circumstances and help with tikanga responses if required.

Although it's unlikely that you will be expected to formally open and close the meeting, make an effort to learn a basic mihimihi (who you are and where you come from), and familiarise yourself with commonly used Māori words. Investing in a basic te reo Māori course can make these situations less intimidating!

If you are hosting the meeting it is considered good etiquette to provide some refreshments (even simple tea, coffee, juice and biscuits). Offer Mana Whenua the chance to bless the kai before eating.

6.6.8   Provide enough project resources to do a good job

The best intentions in the world can be undone by poor organisation.

Successful engagement with Mana Whenua requires a commitment of time and organisational resources in order to develop and maintain the relationship. These obligations need to be accounted for in the project planning. An individual should be given dedicated responsibility for maintaining the relationship and communications.

This individual should:
- organise hui dates and times
- provide regular and reliable updates to Mana Whenua on upcoming meetings and key decisions to be made at those meetings
- record minutes and actions at minutes
- follow up with representatives who are not able to make meetings, and
- report back to the group on decisions made and resulting impacts on the project.

Misunderstandings are often the result of poor communication – something that can be solved by having a dedicated coordinator. Engagement also requires sufficient funding to cover the costs of Mana Whenua expertise. This funding may be set up either as a defined 'pool' of money which Mana Whenua can charge for their ongoing involvement or a budget to cover a pre-specified time commitment.

6.6.9   Focus the initial hui on developing mutual understanding and respect

Initial hui should be focused on developing mutual understanding and respect. Take time to fully understand the values of Mana Whenua, their aspirations for the area and their desired contribution to the project. Share your values and aspirations for both the project and for the relationship.

Be clear on the project's scope and non‑negotiables (e.g. budget, core objectives, time frames), but be flexible about how Mana Whenua are involved outside of those non‑negotiables.

Once agreement has been reached, develop a Terms of Reference. The Terms of Reference should identify who the strategic parties are, the agreed outcome(s), timeline (with key dates), resourcing and payment. The document should include a statement that the meetings will be conducted in a collaborative manner, with regular dates scheduled ahead of time and with follow up reminders.

6.6.10 Empower Mana Whenua to propose the scope and extent of their involvement

Partnership should involve discussion, flexibility and negotiation on how Mana Whenua contribute to the project.

After being clear on the project's non-negotiables, empower the Mana Whenua representatives to propose the scope and extent of their involvement within the realities of the project and their own capacity.

6.6.11 Agree on time commitments and scheduling

Mana Whenua representatives are busy and project timelines are tight. This makes it essential to clarify upfront the key project deadlines and agree upon time commitments across the lifespan of the project.

Once an agreement has been reached on the extent and timing of Mana Whenua involvement, find mutually convenient meeting times and reserve those times well in advance of the meeting. If Mana Whenua are being asked to meet collectively, ask them to propose times that fit with their other (often shared) meeting commitments.

Where possible, it may be beneficial to coordinate with other council projects that the representatives are involved in, and to hold longer, omnibus 'workshops'.

6.6.12 Nerves are normal

Feeling nervous about attending Mana Whenua hui is common. Recognise that anxiety is normal, and is often a result of wanting to do a good job.

Nerves can be soothed by making sure you are equipped for the meeting and that your guide is there to support you. This might include making sure you understand meeting protocols, have some basic te reo Māori, and know about the history of the iwi you are meeting.

If your values align with those of Mana Whenua, and you are approaching the interaction with a true intention of partnership, then the interaction has the best chance to develop into a positive one.

6.6.13 Be prepared for frank and open conversation

Māori tend to take a 'direct approach' to discussing issues and disagreements. Take some time to understand the point being made, and be prepared to have free and frank discussion.

Be prepared also to acknowledge mistakes if they have been made and to focus on how to move the relationship forward.

6.6.14 Some useful resources:

Further resources for engaging with Māori:
- The 5 wai's of Māori Engagement (Atawhai Tibble) - https://goo.gl/VYQUtK
- Te Waka Angamua - Te Whakawhirinakitanga Engaging with Māori: A Practical guide (available on the Auckland Council intranet).

More information about the Treaty of Waitangi / Te Tiriti o Waitangi:
- Treaty Resource Centre: http://www.trc.org.nz/

Basic te reo Māori and tikanga Māori information:
- Te Waka Angamua Te Reo Pronunciation for Local Government course
- Kōrero Māori - Māori language commission: http://www.tetaurawhiri.govt.nz/learn-te-reo-maori/tikanga-maori/
- Māori Made Easy (book by Scotty Morrison), with accompanying videos - http://www.maorilanguage.net/maori-made-easy/

Dictionary:
- www.maoridictionary.co.nz

7.0   Engagement with local boards

Te Auaunga Awa sits within the Puketāpapa Local Board area, and borders Albert-Eden and Whau Local Boards. All three local boards were engaged by the project team.

7.1   How local boards were engaged

7.1.1   Puketāpapa Local Board

Because the project sat within its area, Puketāpapa had the greatest degree of engagement with the project. Along with Mana Whenua, the board was considered a key project partner, and their involvement constituted the 'local board advisory group' within the governance structure (Figure 4 on p.5).

The board contributed to the project across the different levels of governance. Briefing the whole board occurred via regular updates at scheduled local board workshops. An individual board member was also on the governance group, the operations group, the Community Advisory Group, and technical workstreams where relevant.

> *[Our] presence on the steering group has been quite key and also the Community Advisory Group. And from my perspective, that's been more how we have had [the most meaningful] input. (LB)*

The board was first formally briefed on the project in early July 2014, and it was agreed that the project team would continue to provide the board with informal, quarterly updates. The updates did not come with official reporting requirements, as it was agreed that the nominated board member involved across the project would keep their fellow board members updated.

> *And at one point we actually said, and once we sort of started really rolling, 'okay we need six weekly updates to the board' and we also need a monthly … meeting for key board members… And actually we ended up not needing them; we actually ended up taking them out of the diary because we were getting enough information. So it's better to overdo that stuff and then cancel it than try and work it in later. (LB)*

The board's primary motivation was to advocate for the needs of their communities within the project.

> *And our role with a project like this … is to shift it from happening to our community to happening with our community, and to see the opportunities to line*

it up with other things in here that our community has signed off on as priories. To leverage work we're already doing and that we know others are doing in our community. (LB)

During initial meetings, the board pushed strongly for the inclusion of community outcomes in the project. This direction from the board crystallised the project team's focus on achieving social and community outcomes, and provided the political support to do so.

I think [the most positive aspects of the project are] the inter-departmental collaboration within council, which is surprising that that's innovative, but it is, and also married with that the collaboration with different parts of the community. And I do feel that in a lot of ways it has been the local board that has driven both of those things happening, the internal and the external, and is also the glue between those two parts of the process. So for me it's been the fact that we could take a technical storm water project and turn it into, yes a technical storm water project, but also all of these other opportunities. (LB)

[T]he board was key in driving those social outcomes… (AC)

[T]hey're probably the most forward thinking board I've ever worked with... They have a passion for the community… (AC)

7.1.2   Albert-Eden Local Board

Due to the proximity of the Albert-Eden Local Board boundary to the project site, the board was invited to nominate one board member to attend Puketāpapa board briefings and to be involved in project operations meetings and technical workstreams as needed.

The Albert-Eden Local Board was supportive of the project and its focus of on ecological and social outcomes.

I certainly feel on balance, that we're getting an excellent outcome. And this is better than anything I could have dreamed of, 10 years, 20 years ago. This is as good as it gets, basically. (LB)

I thought [the social and ecological] was well integrated. And so this is not an 'instead of this we're doing that', it is 'as well as this, were doing that'. (LB)

In addition to ensuring the overall project was a success, the board's priorities were ensuring a bridge between Underwood and Ōwairaka Parks was included in the project, as well as integrating Delphine Reserve into the project.

The Okwairaka bridge has been successfully integrated into the project and is going to be one of the significant Mana Whenua artwork opportunities of the project. Delphine Reserve has not been integrated in the project, but the board representative recognised the scale of the project, and the relative small size of Delphine Reserve, meant that this was not a major priority for the project team.

7.1.3   Whau Local Board

Since the project is outside its board boundaries, and there are no direct connections with its own parks (unlike Albert-Eden Local Board), Whau Local Board was the 'minor partner' in terms of local board involvement.

Consequently, the board played a less significant role in the project. Board members were invited to early planning sessions at the Puketāpapa Local Board (none of whom took up the offer), and subsequently received occasional updates at board workshops at key project milestones.

7.2   Benefits of local board involvement

Local board engagement had a number of positive impacts on the project. The local boards:

- Advocated for the community, and provided a mandate for the project team to ensure the overall design was focused on community needs and realised community aspirations where possible.
- Ensured the project was aligned with other local plans, board priorities and community aspirations.
- Provided strong support and backing for the project during the resource consent and Auckland Council Tenders and Procurement processes.
- Encouraged the formation of the Community Advisory Group (CAG). The CAG ensured the direct involvement of key community organisations in setting the direction of the project.
- Encouraged the delivery of the project's plant supply through Te Whangai Trust and the development of the partnership between the Trust and Wesley Intermediate School.
- Provided historical knowledge of previous conversations and consultation that has occurred in the area.
- Encouraged and supported the development of the youth employment initiative involving a trades training course, driver licencing training, mentoring, and the inclusion of requirement within the construction contract for the supplier to select up to five apprentices from the trades training course.
- Provided financial support for the delivery of the youth employment initiative and the native nursery social enterprise.

Puketāpapa Local Board also benefitted directly from being involved in the project – above and beyond seeing a project that benefits the community. Notably:

- The project provided a catalyst for the development of the board's relationship with local iwi. The board and six Mana Whenua groups[11] subsequently developed a catchment-wide kaitiaki strategy for the awa.
- Involvement in the Community Advisory Group further strengthened the board's relationship with community groups in the area, as well as provided further insight into the needs of local communities.

7.3 Feedback on the local board engagement process

The overall feedback from all local board interviewees was positive. They described a project team that engaged with them genuinely and took seriously their suggestions. Specific feedback from each board is described below.

7.3.1 Puketāpapa Local Board

7.3.1.1 Early impressions

The board reported some initial issues, where they felt they and the project team were 'speaking across one another'. The board interviewees reported that it took some initial discussion before the project team understood the board's position, and the possibilities in relation to achieving social outcomes through the project.

> *[I]n the initial workshops, my recollection is that it was sort of much more still that 'we're doing this to you' rather than 'we're doing this with you'. And it took quite a long time for us to get across actually there's a really good opportunity here, we're keen to work with [Healthy Waters] and the other departments were keen to work with [Healthy Waters]. Amy[12] was an absolutely key appointment in that…* (LB)

As mentioned in the quote above, the board saw the appointment of a project team member with dedicated responsibility for facilitating local board and community engagement as being an essential factor in shifting the relationship in a positive and productive direction.

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[11] The five iwi involved in this storm water project, plus Ngāti Te Ata-Waiohua. See 'Te Auaunga Awa He Rautaki Puna Ora o Te Auaunga: Vision and Restoration Strategy for the Upper Catchment'.

[12] Social and cultural enhancements lead, Community Empowerment Unit.

And I have to say I really think it was probably from Amy's appointment that things really started to roll in terms of our involvement, and engagement, and the Community Advisory Group stuff. And you know, which is not to put it all necessarily on her as an individual, but the role, having that role. That's my perception. (LB)

7.3.1.2 A positive relationship

The board described how the project team shifted over time in their understanding of the importance of community engagement, and integration of the local board into the project. The collaborative nature of the relationship increased over time.

[W]hen they have come to us they have tended to give us an update, and the flavour of those updates has changed dramatically actually, just thinking about it now, from … 'this is happening to you' to 'this is happening with you', is my sense of that continuum. You know when I think about the most recent one where they showed us the drain fly through and it's like 'this is what we're all going to do' you know, that was fantastic. (LB)

I think Tom's been really willing to go on that journey with us, but he's also been enabled by some of his managers to feel that he can go on that journey with us. And so now when he says 'we' I feel like he means everybody involved not [Healthy Waters], which is nice. (LB)

And you know … we developed a reasonable sense of trust really in what they were doing. (LB)

The board members were complimentary of the project team's openness to integrating social and community priorities into the project, and stated a strong desire for the integrity of the engagement to continue through the construction phase.

I give credit to Tom and the Healthy Waters team, for their openness and their ability to see these other outcomes that traditional and hard infrastructure projects wouldn't have even thought about really. (LB)

And that's where, Tom and others within the department, the fact that they've been prepared to accept when we've pushed for things to be properly in the project, as opposed to sort of happening around the project. That's been good and to be honest I didn't expect that to necessarily succeed, certainly not with some of the things. And we'll see how it goes because you know once their focus is more on construction it will be interesting to see if they're able to maintain the integrity of that. (LB)

The board also praised the willingness of Healthy Waters senior leadership to take risks and back the project.

[Craig Mcilroy has] been a bit brave in championing some of the aspects of this. Particularly when we came up against the issues in [the] Tender and Procurement [sub-committee]. It would have been easy for the bosses to have run in the other direction on that and they didn't. They stuck at it, and we backed them, and we got the outcome we needed. (LB)

7.3.1.3 Valuable political support

The Puketāpapa Local Board made a commitment to the project team early on that they would support the project, and it is likely that this had a significant impact on encouraging the project team to push beyond their typical comfort zone.

Well I think basically very early on in our involvement we saw the opportunity and were able to say look politically we will support this so you don't have to worry about there being some political backlash from the local board or the local board going what are you doing in our area because we will, we will support the idea of this being an inter-departmental project that you know we can achieve all these other things out of it. You know you don't have to worry that there will be someone who would stand up if it ends up in the paper and say 'oh what are they doing with ratepayer's money?' We would be prepared to back that. (LB)

[I]t gave the project a lot of confidence once we had incorporated or had the full support of the Board and in essence, the project became more bold. We were more willing to try new ways of doing things because we had that political backing. (AC)

Well, it was pushing through for the social procurement when we got turned down, and that really helped with the Tenders and Procurement committee members seeing that we had the backing of the local board, which meant the local community. So fully backing the social employment, they were behind the nursery. We were just more confident. When you've got that backing, it's a big force to shut it down. You've got to have some serious good reason not to… (AC)

7.3.1.4 Overall impressions

The board was, on reflection, overall happy with the how the project team engaged with them.

> *I think you know once we sort of straddled that [initial] hurdle I think the process has gone pretty well really. You know we're very satisfied with them. (LB)*

> *I think looking back now I think there's probably been some points earlier on where we probably weren't feeling so happy, where we were in the dark a bit but acknowledging that this is the first time they've done this process too, and the goodwill has been built. I think we've overcome anything like that and I think they will probably look back and feel in a similar way. (LB)*

The project team was also overall very positive about working with the board and the values that their involvement brought to the project.

> *I think in their capacity, they were fully engaged and willing to participate and accepted the governance, you know the process we were going through, and backed the project up when it counted. So I have nothing but praise for the boards actually. (AC)*

> *[O]verall, the board made it easier to deliver this project, rather than [create] issues. (AC)*

> *In this case, I wanted the board to have as much involvement because they were so easy to work with. (AC)*

7.3.1.5 Issues

Despite these positive overall impressions, there were periods where the board felt they weren't being adequately kept up-to-date, emphasising the need to dedicate project time to maintaining the lines of communication.

> *[W]e still have had periods of, especially if we don't hear anything for a little while, we'd get a bit nervous sometimes. Not so much lately… (LB)*

They also felt that they could have been engaged earlier.

> *Two years ago or so when we had a hui about [the project], Mana Whenua expressed sort of fairly deep concern that the project had already effectively been designed away. … [W]e were in the same sort of position in many ways. (LB)*

Beyond this specific project, the board expressed a general frustration with feeling they were being kept in the dark about upcoming projects by council departments, which was hindering their ability to be strategic in their planning for their area.

The quote below focuses on a potential 'next phase' to Te Auaunga Awa that the board had heard rumours about.

> *[The problem with not getting clear information early is] still going on, because we still keep hearing about the next phase in Mount Roskill Memorial Park. … [W]e keep hearing about possible projects up there, but again they're all being, it's all a bit sort of 'behind closed doors' at the moment and we're not being involved in it. (LB1)*
> *It's our park. (LB2)*
> *It is our park exactly. So that would be my biggest negative about the whole thing is that for some reason Healthy Waters are not, are nervous I think about involving us and Mana Whenua at a really early stage of the planning. And I'm not sure why that is really because it's unnecessary… I think they're scared that we might say 'oh good this is going to happen' and then it mightn't materialise and we might feel [upset], but you know we're big enough and whatever to say you know these are just sort of conceptual plans… (LB1)*
> *And if it's not for ten years, that's okay. (LB2)*
> *Yeah it doesn't matter. (LB1)*

7.3.2   Albert-Eden Local Board

Overall, the Albert-Eden Local Board representative was happy with the level and nature of their engagement. They reported being treated collegially and equally, and feeling that they made a meaningful contribution to the project.

> *I'm very pleased. I think that we've had all the opportunities [to contribute]. … I thought that we were listened to. (LB)*

7.3.3   Whau Local Board

A representative of the Whau Local Board reported being happy with how they were engaged with the project, and that they found staff helpful.

> *I'm entirely happy with the process. (LB)*

7.4　Areas for improvement

Although the engagement with local boards was overall positive, there were nevertheless some areas where the engagement could have been improved.

Earlier engagement and keeping the board informed of upcoming projects was suggested by Puketāpapa Local Board as being important.

> [W]e probably should have talked more early. So not just talking about talking to us before they talk to us, but – talking about those early conversations – actually having meetings with us more regularly, keeping us in the loop more often. (LB)

> Well I think [we should have been involved] right from the beginning to be honest… (LB)

As with Mana Whenua engagement, local board members and the project team noted some challenges associated with keeping up with regular communications.

> I sometimes couldn't make some of those meetings [with the local board] and once you have set regular meetings, or they get used to that level of updates, when you don't deliver on that, you've got to have a good reason or you're in the firing line. So you have to think it through at the start of the project – what you set out, you're gonna have to continue to deliver. And if you don't, you give them warning. (AC)

Neither Albert-Eden nor Whau Local Board representatives had any suggestions for improvement.

In addition to the project-specific suggestions offered by Puketāpapa Local Board above, they also offered some more general feedback about council departments' engagement.

As noted in Section 7.3.1, the board highlighted their desire to be briefed about potential future works in Mount Roskill War Memorial Park. The board also suggested, although not an issue with this project team, that council staff need to do a better job in general of understanding the role and importance of local boards

> [I]t's critical that the department – which ever department it is – does understand the board's role and that is pretty mixed across the council at the moment. There are some who really do understand what the role of the local board is and some who sort of see us as an afterthought and a bit of a nuisance… (LB)

[W]e have a strong mandate … to represent the view and the needs and the welfare of local people and that's very clear for us. Stand up for their views, stand up for outcomes that improve their life. And many departments don't see the value of that… (LB)

8.0 Engagement with the Community Advisory Group

Recognising that traditional methods of community engagement (newspaper notices, flyer drops, Shape Auckland surveys etc.) were unlikely to adequately engage residents in the surrounding area, the project team trialled a different approach to community engagement.

> *[I]t was about recognising that with this big project the more we can get community involved the greater chance of ownership, the greater chance that it will meet the local community needs. (AC)*

8.1 Characteristics of the community

The project is located in Mount Roskill. Compared to the rest of Auckland[13], the immediate community around the project site has a higher percentage of people who identify as Pasifika, Asian and MELAA (Middle Eastern, Latin American, and African), higher levels of overseas-born residents, higher levels of individuals with English as a second language, lower income, and higher socioeconomic deprivation (see Figure 7).

All these community characteristics make direct engagement with traditional project consultation less likely. The community does have a very strong network of community organisations with deep knowledge of the needs of the resident communities. The project team drew on this expertise.

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[13] Using 2013 Census data.

Figure 7. Deprivation levels near the project site

Deprivation Index 2013
Meshblock-level data
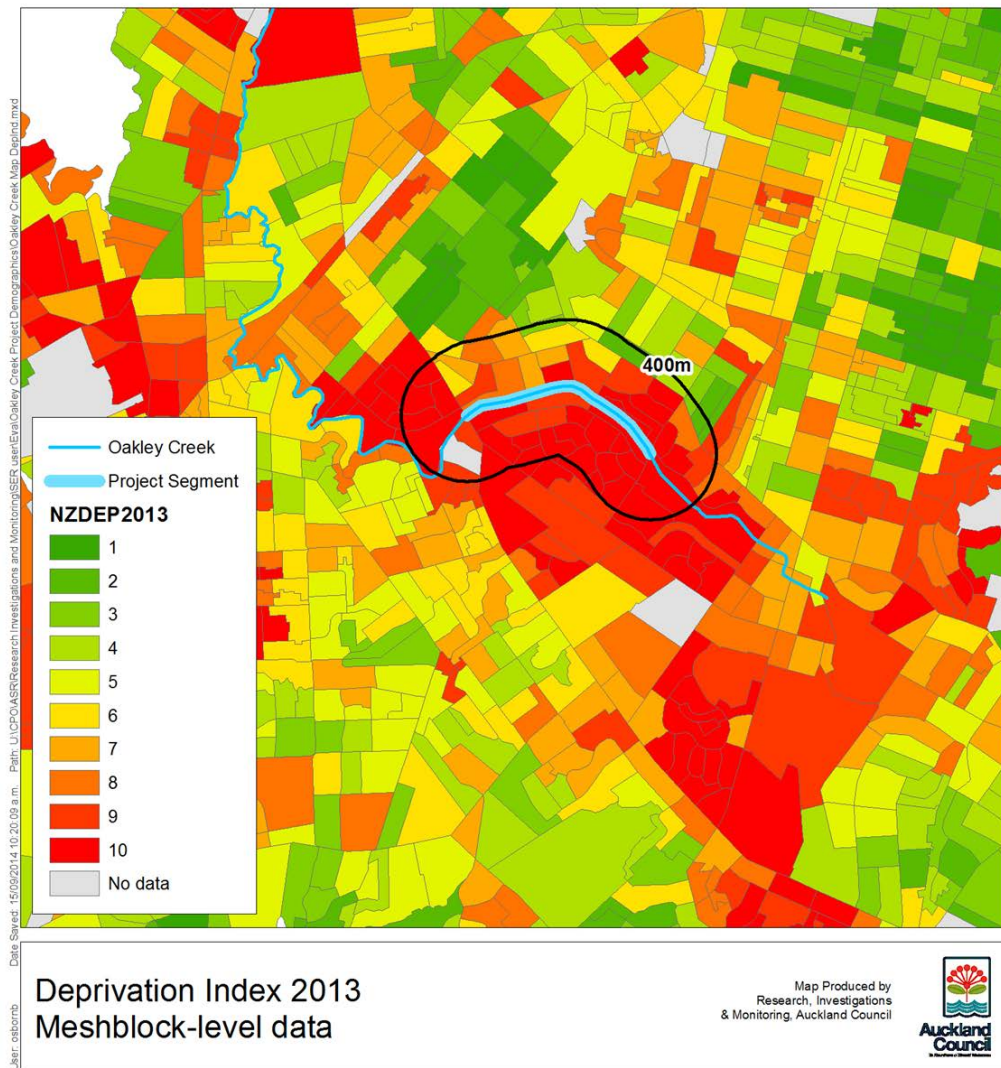
Note: Household deprivation is split into deciles, with 10 (red) being the highest level of deprivation and 1 (green) being the lowest.

8.2 The engagement method

The establishment of a Community Advisory Group (CAG) was the primary way through which the project team ensured the project took into account the needs of the community, in addition to any statutory engagement activities.

CAG members were invited to participate directly by council staff, drawing upon existing community networks in the area. The organisations were selected to provide insight into the range of communities present in the area.

The project benefitted significantly from being able to tap into the networks already present as a result of Project PETER[14], a collective of over 20 organisations working across Puketāpapa in the areas of education, employment and social services.

[I]t has to be acknowledged that this project couldn't have delivered the successes without the fact that Project PETER was in place and kind of incubating at the same time. So both kind of started and what it meant was that there was this foundation of community readiness and an organisational readiness to be able to respond. (AC)

The following organisations were represented on the CAG:
- Earth Action Trust
- Friends of Oakley Creek
- Global Lighthouse
- Migrant Action Trust
- Puketapapa Active Transport Haven (PATH)
- Puketāpapa Local Board
- Roskill Together
- Te Roopu Kaumātua Kuia O Owairaka

The CAG was involved relatively early in the project early in the project life span (although after the formalisation of local board and Mana Whenua involvement). The group met monthly and received reports on the progress of the project and provided feedback on the design and engagement. CAG members also attended project meetings and technical workstreams as required.

The group had two primary purposes: to represent and advocate for the needs of the community within the project, and to communicate information back to the community. They also functioned to highlight any unforeseen project risks and help the project team mitigate those risks.

It was to provide feedback and guidance to the project team members who attended the advisory groups… [It was to] give us direction and feedback. [T]hey gave that community mandate to [the project team] to explore certain things further. So when we were pushing for opportunities we could say that we had spoken to some of the key member of the advisory group. (AC)

[I]t meant that we knew … that the objectives of the project were aligning with the community aspirations… (AC)

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[14] PETER stands for Puketāpapa Education, Training and Employment Readiness.
http://www.projectpeter.org.nz/

In addition to the CAG, the project team conducted a significant amount of engagement with local schools. This engagement has not been evaluated as part of this report.

8.3 Benefits of Community Advisory Group involvement

The Community Advisory Group engagement had a number of positive impacts on the project. Through providing feedback to the project team at regular CAG meetings and participation in project workstreams, CAG members:

- Provided the project team with information on the issues of significance for the local community
- Organised and ran an informational community open day
- Relayed information on the project back through their networks
- Proposed and contributed to the development of the fale – intended to be a key community facility within the project
- Contributed to the design detail of the stream works
- Advocated for significantly improved cycle pathways, with a notable improvement in relation to the Richardson Road connection
- Provided support for the project's youth employment initiative
- Provided support and encouraged the establishment of a native nursery social enterprise
- Contributed to the selection of plant species, planting plans and community orchard planning
- Strengthened the relationship between the Puketāpapa Local Board and community organisations
- Advocated for the inclusion of public toilets on-site.

In addition to the benefits to the project, the CAG members also benefitted directly from their involvement in the project – above and beyond seeing a project that benefits the community. Notably:

- The majority of CAG members reported high levels of personal satisfaction with how the project has progressed, and the contribution they were able to make
- For many members, participation in the group led to a strengthening of their networks and relationships with other community groups in the area
- A number of CAG members reported increased profile within the community as a result of the project
- A number of local organisations have won contracts to deliver support services for the project, such as a communications contract, and mentoring and drivers licencing support services for the youth employment initiative

- The CAG activities, and the project more generally, have led to an increase in awareness in the community of the services available to them (e.g., training and support available for young people not in employment, education or training).

8.4 Feedback on the Community Advisory Group process

8.4.1 Overall impressions

Overall, the CAG members were very positive about the way in which they were engaged, reporting that they were impressed with how early they were involved, and the extent of impact they were able to have on the project.

> *From my perspective it has been a wonderful exercise because we are actually re-birthing something that's almost about to die, you know, in that particular area. And from an environment perspective that's really wonderful. [It's] addressing some infrastructural problems, and also solving social, cultural, economic, physical – the whole lot has actually been incorporated in this particular project, and it's going to be a very good template for other projects, for future interactions to follow. (CG)*

> *I think for me personally it's kind of unheard of before to have council, big projects from the council, to be consulting the community before the project has been designed… the fact that they have that desire to get the voices of the community for me that's what's really excited me the most. (CG)*

> *I guess being heard, and being listened to. (CG)*

> *It's exciting to something that is setting a new way to do things in terms of relation between council and communities… (CG)*

The group felt that the project had done a good job of incorporating the wants and needs of the community into the design.

> *I'm sure the community will like the idea because actually it will make the community get out and be in the park, use the park and take ownership of the park… (CG)*

8.4.2 An improvement on traditional engagement methods

The group felt strongly that the CAG structure reflected a significant shift for council, toward better community engagement.

*I don't think the community would know as much [if the CAG didn't exist].
Because what we've realised, the community is, when something new happens,
it's almost like the sheet goes down and 'voilà'! Something, "Ah, look at that!" You
know, the community's so used to that, they've never been involved or [been
made] aware of new changes. And now because of CAG, it's actually given the
community an opportunity to get involved. (CG)*

*I'd like to think that it's kind of, it's been ground breaking for council processes
and hoping, you know, that it's been a catalyst for council for improving how they
do other projects in the future… (CG)*

The CAG members noted the challenges of engaging directly with deprived and migrant
communities, and emphasised the benefits of the model used in this project – of engaging
community groups who are able to identify and advocate for the needs of the community.

*We've got a very different demographic here. We've got a high proportion of
migrants who are just hard out working, doing life. We've a got community where
English is not necessarily a first language, where traditional ways of engaging
perhaps are less successful. …Other ways of communicating what's going to
happen here are being employed and so I think potentially those barriers [to
engagement] were largely removed [as a result] of the choices of people that are
sitting around the table, with their ability to communicate and the trust that they
have in the eyes of the sectors or the constituents they represent. So even
though traditionally we don't get a lot of feedback from people in this community I
think the opportunities were there and the barriers have been reduced and the
process in my opinion has been a good one. (CG)*

*[W]hat we have contributed is something that we've extracted from years of
working face to face in relationship with [our respective] sectors … So basically
we have shared to [council] what our understanding of this particular sector is in
this particular project. (CG)*

8.4.3   The importance of a receptive project team

The group was clear on the key role that the central project team members played in
ensuring the engagement was a success, in terms of their openness to suggestions, as well
as the nature with which the project team facilitated discussions.

*I think Amy and Tom as individuals have quite a big role to play in the success of
the engagement. Amy [has] had many years of experience in this community and
understands the community well. I don't know Tom as well but he's had to put,*

this is something very new and it was completely untested when he agreed to put that to the decision makers in terms of a way to engage, and it's paid off enormously. … So without Amy at the front end of Tom at the, at the sort of the business end there may have been a different outcome. Potentially it may not have got off the ground to start with. (CG)

Well, I guess, I'd like to compliment the facilitator very much. Because I think she's done an incredible job of bringing people together, of facilitating the meetings, of, you know, like, putting a lot forward but also totally open, like, it's been a very open process… Everybody is valuable and everyone has something to contribute and I think she's done a great job. (CG)

8.4.4 'Feeding in' and 'feeding out'

The purpose of the CAG was to both feed the views of the community in to the project, as well as to feed information about the project out to the community.

For the project team, the presence of the CAG provided a valuable window into the needs of the community. The significant design impacts noted above is a testament to the success of the 'feeding in' of community aspirations to the project.

[I]t's your ears to the community and you get to feel any concerns, what they want and they communicate that back into the community. That was the idea. It was the gateway to the community… (AC)

The CAG 'fed out' in a number of ways. The primary form of public engagement and information sharing organised by the CAG was the community open day on 14 March 2015. CAG members organised a flyer drop and door-knocked in the area to encourage residents to attend. The day was used to inform residents of the project, and to receive feedback on their aspirations for the area. It was estimated that approximately 100 people attended the event.

We had an open day out here in the Roskill Youth Zone and that was actually a very good exercise. We had spoken to the members of the communities, we had photos, we had a display of children's wishes and what they want see in that particular area. (CG)

[T]he open day that we had, was a really good opportunity for people just to come along and learn about what was going on and we really do need to do that again actually. (CG)

In addition to the open day, some CAG members door knocked in the area to discuss with residents the proposed fale, and to canvas their views on what was needed in the area. CAG members also feed information out through their networks.

> *We've actually started community forums where we do mention a bit of the storm water project and more on the multicultural fale project. So they are engaging into that. … [U]sually 10-15 minutes before we start, we let the parents – it's almost like notices – we let parents know that this is what's actually happening. These are the projects that are happening, we would like them to sort of help out or feedback or yeah. … So, yeah, that's what we pretty much doing. It's just letting everyone know, this is what's happening, your input is important. (CG)*

> *In Earth Action Trust we had one event here where different cultures were invited and we asked Harry, who's a member of the Puketāpapa Local Board, to do a presentation of this storm water project… (CG)*

There were some, however, who focused most of their efforts on feeding in to the project, rather than disseminating information through their networks.

> *So in terms of broader engagement, probably because of the lack of time, we haven't had much time, but we are just making use of what we have learnt by experience, and opportunities with this project. (CG)*

> *I guess how I've seen it more, is that, maybe it's not actually filtering out, I think it's filtering in. … But, how I've seen it more, as I said from feeding out, I see it's actually been the people that are here are representatives of their sectors of the wider community that are feeding into the project. … I mean, I think this process has been more about informing the project. As I said, rather than informing the public.*

Despite the open day, fale door knocking, and presentation back through community networks, the group estimated that knowledge of the project amongst residents in the neighbourhood would be low.

> Interviewer: What would be the level of awareness, do you think?
> *I actually think less than 30%. Yeah. Yeah, I guess it's having something consistent happening or do you know, once a term there's another open day this time we're sharing about what does storm water look like and why we doing it? Yeah. Cos if you think of the open day, probably not everyone was there, especially the residents that live around where the project. (CG)*

People [probably] have no idea. The reality of it – and I don't like to be negative – but the reality of the construction is, you know, 99% of the people that live in the area probably don't have any idea that that's going to happen and the noise and the dust. (CG)

8.4.5 Significant benefits to the project

While the benefits that arose from the CAG are listed in Section 8.3, a number of significant design features that originated from discussion with CAG members (at regular CAG meetings and within technical workstreams) are discussed below. These include improvements to the cycleways, the development of a community fale, and the success of the on-site nursery.

I think that the fact that [the project team have] taken those suggestions on-board seriously has meant a greatly improved outcome for the project overall. You know, both from a construction, an ecological and a social aspect… (CG)

[T]his will be a leading example of what can and should be done and so I think that … it will give residents in a very, in a most positive way, a great deal of pride that not only have they been chosen to be blessed with the resources that are going to be put into this, but they're going to be a part of a community that's a shining example to rest of what is very, very good. (CG)

A major design change that originated from the CAG was in relation to the cycleway in the park. The project team elicited feedback from the CAG and from Bike Auckland, and took on board their suggestions for improvement.

Bike Auckland were given the opportunity to review the plans and they've got a lot of transport engineers and the likes who commented and all their comments were taken on board. There was a significant design problem in the Richardson Road bridge area … And so I suggested [a solution] and to their credit they noted that. It wasn't really budgeted for that, but because it was lot smaller in cost they were able to find ways to incorporate that into the design… You know that they were willing to kind of step outside of the box and accommodate that. That was really encouraging. (CG)

The second major design feature to originate from the CAG was the community fale. The fale was seen by the group as an important way for the project to provide a welcoming community space that reflects the cultural diversity in the area. Individuals from the group played a central role in the initial design conversations, and door knocked in the area to get feedback from residents.

We had a meeting down in town and I spoke to [the artist]. So it was really good because when we were all talking about discussing the design and the art of the fale, what it's going to look like, I pretty much had to take a step back and tell them the history of the community first before we went into designing. So, I sort of gave them a fair idea of ah, okay, of what it's going to look like and why it's so important to include the community and the artist was really open about it as well. … Yeah, it's still to come but it was just making sure that it was built and designed by community, so they could actually look at it and say: "Ah, that represents us!". (CG)

The group also highlighted the role of the CAG in initiating the nursery initiative, as well as the youth employment initiative. In both cases, CAG members were involved in initial discussions on the initiatives, and continued to advocate for them over time.

I don't think the, the local nursery would have happened without this which is again it's a ground breaking, stunning outcome. … [I]t was a suggestion from this group you know. Yeah and to [Amy's] credit and to Tom's credit … they were prepared to entertain it and so that, so that the outcomes, and the big beneficiaries of that are in fact going to be youth and at risk youth who will be employed, who will be trained, who will be mentored, who will be able to get job experience, who will be encouraged into apprenticeships. I don't think that would have happened at all had it not been for this sort of structure. (CG)

You know the, the nursery itself is going to create a whole lot of different spin offs [for the community]. (CG)

In addition to the tangible outcomes above, some CAG members described the role the project and some of the initiatives associated with it has played in prompting conversations and raising awareness about the support available within the community.

Like, with the talk of the Stormwater project and all the youth unemployment, the youth employment initiative, there are now families saying: "Ah, my son, you know he's not working" or "my uncle is not working and he's looking for a job" and there's all that stuff that's actually happening right now. (CG)

8.4.6   Benefits to the CAG members

Members described getting great personal satisfaction from watching the project develop, as well as developing further their own connection to the area. They also reported that the creation of the group itself functioned to strengthen their own knowledge of the community and their relationships with fellow community organisations.

I think this particular group has actually contributed to strengthening other relationship with people that are committed to the core, to the wellbeing of the Puketāpapa. (CG)

And, I guess, you know, coming from a community group, it's easy for us to be isolated. You know, but being part of the CAG and having a local Board and different reps there, it's, you know, just that whole sense of belonging. Like, you actually belong to this big group where it has a massive impact on the community. (CG)

[I]t's really broadened a greater sense of community and our connection with other people in the catchment. (CG)

In addition to the development of the relationship amongst organisations, some members were able to leverage the project to get other initiatives off the ground, by using the project's profile to draw people into further conversations.

Just for example, with the forums and all the community development projects that we're working on in the community. It was almost like CAG or the whole Stormwater project was something that we were able to hook people, or community, in to. … So, we've had all these community development projects but CAG or the Stormwater project was one of the hooks that were able to get people hooked into. So we were able to deliver more what we were planning to do. (CG)

8.4.7 Strengthened connections between the local board and community

Both CAG members and the local board highlighted the value of involving the local board directly in the CAG.

It was actually good seeing the local board as part of the CAG group as well. … And, in the future, the local board can still support community initiatives that come from the actual project because they were there from the beginning. (CG)
And, you know, I think that what she says is spot on in the sense that the board can often be seen, or not seen actually, being a bit of a distant and unknown, 'who is this thing called the Puketāpapa Board'? So actually … in many ways my role around the advisory group was just to be listening, you know, just to hear what people were saying and that's a really valuable way of, from the board's point of view, of picking up what the community concerns are … So, I think this is a really valuable opportunity for us to be there on the ground. … And so in terms of my, you know, what I found valuable about it, it has actually being that listening. (LB)

[F]rom my point of view, it's widened my understanding of what the issues are for the community, so that's been really helpful and again, that flows onto other things that we're doing around the Board table so it's all positive. (LB)

8.5 Areas for improvement

There were very few substantial areas for improvement identified. The CAG members were overall very positive about the process, the respect they were given, and the impact they were able to have on the project. Nevertheless, there were suggestions relating to ways of improving the community engagement and how the CAG itself could have been improved.

The project team, for instance, provided some suggestions for how they felt the process could have been improved, but noted that overall there were no major issues.

[T]here were no major – not even minor – issues that I can remember. (AC)

8.5.1 More creative ways of engaging the community

The CAG members recognised that although the group had been a significant improvement on traditional engagement methods, there was still much to be done to improve engagement with hard-to-reach communities.

I guess there still needs to be more creative ways of engaging, I'm just being honest here, creative ways of engaging with the community and consulting. (CG)

Yeah, I think the advisory group has done well in terms of engaging community organisations but I'm not sure how far that has gone that next step. (CG1)
Yeah, with the actual community. (CG2)

A number of CAG members suggested more open days would have helped the community stay informed and provide further opportunities to feedback. A suggestion was also made that the community could be kept up-to-date with an information board near the parks that showed what the project will look like, its progress, and how they can get involved.

Even if we had something central based where it has like a massive wall and it just has like the story of the project… You know, 'why we are doing all this', 'why you should be involved' and 'why you should be included'. … [M]aybe have like a timeline on a wall central based where everyone knows about what's happening in their community. (CG)

There were some suggestions to engage schools more directly in the early planning stages, although it is possible that the member was unaware of the ongoing school engagement that was being conducted by the project team (not reported in this document).

I think, for me, I'd probably get community and schools involved before, or get them involved in the whole planning process earlier. … I think more of a discussion. Like, having a discussion and creating the concept together and looking at ways where schools can, for example, use like a science project or the environment classes or getting those classes involved in theory work in school and then practical during the project, you know? (CG)

8.5.2   CAG composition

While the CAG members felt the group represented the community well, they did suggest some adjustment, including that the group might have benefitted from a stronger Pasifika presence, given the size of the community in the area.

I wish we had more of the Pasifika presentation at the meeting, although there has been meetings where they were there. I suppose you know the city Pasifika leaders are rather busy. Having said that, all the drawings, you know of the children came from Pasifika children so that sort of complemented as well. … Although I must admit that some of the leaders have been invited but I think probably because of the meeting schedule sometimes they are unable to come. (CG)

Similarly, the group suggested that additional representation from immediate residents might have been beneficial, although they acknowledged that some attempt had been made by the project team to do so, as well as the difficulty of finding and recruiting those individuals.

[Immediate residents] should have been the ones approached first, the people that are mostly affected by that flooding. The conversation should have started with them first and then set up the Community Advisory Group. But as far as I know I don't think, apart from the letterbox drop off, that they've done targeting of those who are closer to the flooding area, I am not really sure… (CG)

[A] resident's group doesn't exist, it hasn't existed. There's not even really a functional business association. So I see that as a wonderful challenge with this group to go on and perhaps include other members of the community and, and this group could well be the birthing place of a community, a resident's association in the area. (CG)

8.5.3 Communications during construction

The members highlighted the need to have a clear community engagement and communications plan as construction starts to pre-emptively address any construction-related issues that are likely to occur.

> *It's all just, at the moment it's all just fairly theoretical, isn't it? It's this thing that's going to happen in the future and I think once they start rock breaking and making a bit of noise and dust, there might be [problems]. (CG)*

> *[C]oming in to the construction phase there is probably more of a real need for messages to be distributed. When it comes to closures and actual impact. (AC)*

8.5.4 Functioning of the meeting

One possible suggestion for improving the CAG was to have the group appoint a community chair, who would, jointly with the council staff member coordinating the group, decide on the agenda and run the meetings.

> *It is probably aspirational, but it would have been great to see it being run a bit more by community … I think if the group was around longer it would have been great to try and get that bit more community led… [M]aybe that might have looked like a community chair with [the council officer] being an advisor. (AC)*

Along the same lines, there was a suggestion that the group could have benefited from being able to draw upon an independent facilitator if required.

> *[I]t might have been better to have an independent facilitator, separate from a council person.*
> Interviewer: Why do you say that?
> *Well, just in order to make sure that everybody is participating and because, I guess, the council officers are seen as, well that, council officers. I don't think there is any reluctance to speak out [in this case]. But, potentially there could be a reluctance to speak out because I'm not sure how the council officers might respond with something like that. (CG)*

8.5.5 Integrating Mana Whenua and the CAG

There was no meaningful connection between the Mana Whenua representatives involved in the project and the CAG representatives, beyond co-attendance at project meetings. Although the groups functioned separately, there were some suggestions that providing

opportunities for the two groups to interact would have been beneficial in fostering the relationship between the two groups.

I think yeah it would be around bringing them together and we did talk about it, we talked about when we got the resource consent approval, like having a bit of a celebratory breakfast just so that, just so [Mana Whenua] could hear the aspirations of the community and meet each other. (AC)

Yeah, I can see partly. I believe that, you know Mana Whenua should have some input into that CAG… (MW)

8.5.6 Dissolving and transitioning the group

The project team identified a need to have planned better in advance the transition process for the group. At the time of interviewing, because of the move into the construction phase, the group was discussing its future. These discussions included whether to continue the group in its current format, whether to dissolve the group, or whether to transition to focus of the group to other governance and engagement opportunities, such as governance of the Te Whangai Trust nursery, and involvement in construction engagement conversations.

9.0   Overall lessons from the engagement

The three sections above have described the successes and challenges of the project's engagement with Mana Whenua, local boards and the community advisory group.

Collectively, the engagement reflects a meaningful shift in the way council involves key partners and stakeholders in major infrastructure projects, with engagement being earlier and more substantial than many infrastructure projects.

The overall successes of the engagement are clear: those engaged felt listened to, valued and connected to the project. Their suggestions were taken on board, and as a result, the design benefitted in a number of tangible ways, as summarised in Section 4.0 and detailed for Mana Whenua, local boards and the community in Sections 6.0, 7.0 and 8.0, respectively.

Not only can early, meaningful engagement have positive impacts on the quality of the project, it is also a prudent investment for council. The level of engagement was noted by one resource consent commissioner, who attributed *'the success of the consent process'* to the extensive engagement undertaken by the project team. The relative lack of opposition at the consent stage reflects potentially significant savings to council in relation to avoidance of potential consent conditions and delays.

> *The outcome has far exceeded the resource in terms of my time. (AC)*

The engagement was not all smooth sailing, however, and there were a number of challenges along the way.

This section presents lessons learnt from the engagement as a whole – lessons that apply across all three engagement arms.

9.1   The potential for achieving social outcomes with infrastructure projects

This project is an example of how a large infrastructure project can deliver much more than just an infrastructure outcome. Te Auaunga Awa has proven that significant social, cultural and environmental outcomes can be achieved, with relatively little additional cost.

The project team suggested that an opportunity exists for more low-cost social and cultural outcomes to be built into future project briefs.

*So when we get a project brief, we get what our deliverables are. One thing …
there weren't social outcomes in there. So that was something we could easily
insert into the project with very little additional cost. (AC)*

9.2   Engage early

There was unanimous agreement across those interviewed that early engagement is
essential for positive engagement. Early engagement makes people feel valued, respected
and part of the team. It enhances the likelihood of positive relationships, where suggestions
and feedback are productive and focused on solving issues to the benefit of the project. Both
local board and mana whenua representatives reported general frustrations with not being
involved early enough in council projects. Their recommendation was clear – engage early
and enable them to have a meaningful contribution to the project.

Engagement should ideally occur during planning phases, to enable the values of the local
board, Mana Whenua and the community to be integrated into the project brief.

The Puketāpapa Local Board was particularly clear that they wanted to be kept updated on
possible future projects. The board recognised that early engagement would be at a higher,
aspirational level only. The board was comfortable with the uncertainty that accompanies
projects in early planning stages, in terms of budget, timelines, and likelihood of making it
through council's project gateway system. Early information enables board members to
plan and strategise for their communities.

*So, I mean, even now there's talk of a Te Auaunga Awa Stage 2 and we keep
hearing little whispers about this but there's 'oh no we can't talk to you about that'
and I was thinking why can't they talk to us about this? … So I don't know why
[Healthy Waters] is being a bit coy about that. They've gone a long way and I give
them credit for that. But, [they've] still got a wee way to go. (LB)*

One recommendation for giving the board advanced information, in additional to briefings
through the term, was to provide briefing papers after elections to all local board members on
confirmed, planned and proposed projects in their area.

9.3   Maintain communication

Most problems experienced by the project team arose from breakdowns in communication,
notably in relation to scheduling meetings, signalling key decisions to be made at upcoming,
and 'closing the loop' after key meetings.

The breakdown in these seemingly simple tasks had a serious impact. Mana Whenua – who bore the brunt of these issues – went from feeling like valued project partners, to feeling as though they had been "*left hung out".*

9.4 Ensure adequate resourcing for success

Engagement requires and upfront investment of time, energy and money.

As noted above almost all of the major engagement challenges faced by the Te Auaunga Awa project were due to communication issues, all of which would have been avoidable with increased resourcing, described below.

9.4.1 Time and energy

Additional engagement requires additional staff resourcing to succeed. Depending on the size of the project and the nature of engagement, the overall project manager is likely to need additional dedicated staff to manage and coordinate engagement activities.

The required resource needs to be both administrative and strategic: to schedule meetings, to maintain communications and to 'close the loop', as well as to facilitate and build relationships, encourage participation, and advocate for the engaged group across the project

> *A secondment I think would work in a project to do this again … [or] other project managers under [the overall project manager] to make sure … those feedback loops are taken care of. And even though in the scheme of things, I didn't think they were that important at the time, it makes a big difference because that generates a feel for the people involved who are not getting that information, and then their attitude or their feel can change for the project and you get different feedback, not the right feedback from them. So those small things make a big difference and it's really important. So, yes, probably to do that again, I would have admin support and I would want dedicated to a project like this people with expertise who could do that. That would allow [the project manager] to focus on the overall picture more. (AC)*

> *The reason that this was … successful was people had their expertise they brought to the project. Certainly couldn't have done it without all the expertise coming in – of knowing the community or the engagement, all those different aspects of it. (AC)*

Project teams should therefore ensure adequate individual resource is dedicated to:

- Setting up an appropriate schedule of meetings
- Advocating for the importance of the engaged stakeholder's involvement across the project activities and coordinating updates from project staff where necessary
- Highlighting in advance the decisions to be made at upcoming meetings
- Taking minutes at meetings or arranging for minutes to be taken
- Taking responsibility for actions that come from meetings
- Feeding back to the group on actions taken as a result of their involvement
- Keeping individuals who cannot make meetings in the loop.

The capacity for this type of support role was identified by project staff as a current weakness requiring attention within the Healthy Waters department.

> *I mean, there's probably another three projects we could be doing this on, and should be doing this type of engagement on, but there's no-one with that capacity to help the project managers (AC)*

9.4.2 Money

Adequate budget needs to be allocated to enable, and value Mana Whenua and community engagement. How contributions are resourced should be agreed with Mana Whenua and community representatives and included in a Terms of Reference document.

If the project timelines and deliverables are clear, resourcing can be agreed for a pre-specified number of hours. If Mana Whenua and community representatives are likely to have variable involvement across the life of the project, a defined 'pool' of money should be set aside from which representatives can charge for their ongoing involvement.

> *And so, to get the community input we should expect to pay people for their time… (LB)*

9.5 The value of cross-council collaboration

One of the major reasons for this project's success to date, with regard to engagement and the integration of social, cultural and environmental impacts, is the cross-council collaboration within the project team.

Although a range of departments (such as Parks, Sport and Recreation, RIMU and Auckland Transport) played a valuable role across the project, the engagement was supported by three 'pillars': Healthy Waters, Sustainable Catchments, and the Community Empowerment Unit.

The involvement of these three departments brought a diversity of approaches and perspectives, and provided valuable staff resourcing to manage the engagement activities.

Sustainable Catchments held the initial coordinating role for Mana Whenua. The loss of the Sustainable Catchments staff member (without replacement) from the project team resulted in significant resourcing pressures, and precipitated the major issues experienced with Mana Whenua. The issue highlights the importance of ensuring resourcing to manage and sustain the relationship with Mana Whenua is maintained throughout the project.

Auckland Council's Community Empowerment Unit held the coordinating role for the Community Advisory Group. The success of the group was enabled by the dedicated staff resource and continuity of involvement over the life of the project. The restructuring of that project team member's department threatened to remove that individual from the project. If that had occurred, it is likely that the success of the CAG would have been significantly compromised.

In light of frequent restructures and staff turnover, project staff highlighted the importance of formal agreement between departments on the commitment of staff time (and budget where relevant). This commitment provides the project with consistency over time.

> *[W]ith the collaboration across divisions [it is important to] get it officially signed off that these people can give a certain percentage of their time. (AC)*

A cross-council collaborative approach also provides significant potential for smaller departments to 'piggy back' and leverage off the larger infrastructure budget to achieve social, cultural and environmental objectives.

> *But, also like for Arts, Community and Events, they have put money into it. But, every dollar they've put into a project like this, it goes a lot further than if it was a standalone project. … So that's just an example of how piggy backing on bigger projects, it goes a lot further for other divisions who don't have the sort of big budgets. (AC)*

9.6   Team attitude and leadership support

All three engagement partners – Mana Whenua, local boards and CAG members – highlighted the importance of the project team's openness in achieving positive engagement outcomes.

The project team's genuine desire to work with engagement partners, to make them part of the project, and to take on board their suggestions, enabled early 'speed wobbles' to be

worked through, goodwill and trust to be developed, and ensured the engagement was beneficial for all parties.

The importance of leadership within council was also emphasised.

> *[Y]ou know Craig has shown fantastic leadership, we would not have got this project, the outcomes delivered particularly around the native nursery without his leadership and his willingness to accept some [risk]. (AC)*

9.7   Cultural competence

Positive and effective engagement requires developing relationships with stakeholders that are based on respect and mutual understanding.

The evaluation identified cultural misunderstandings as a key roadblock to the development of respect and understanding. Ensuring that project team members have a sufficient understanding of the stakeholder group's culture and history can go a long way to ensuring the relationship gets off to the right start.

In New Zealand, a significant area for cultural 'missteps' is in relation to Māori. Mana Whenua emphasised that before meeting with them, time should be taken to understand the history of the Treaty of Waitangi / Te Tiriti o Waitangi and what it means for engaging with Māori as a treaty partner rather than 'just another stakeholder'. They recommend also reading about the iwi's history and values (on their website, their treaty settlement summary, and any iwi management and iwi environment plans).

Understand basic tikanga (protocols) in relation to opening and closing meetings is also important. As discussed in Section 6.6.2, it is important to find a 'guide' to help navigate this process.

9.8   Balancing the needs of multiple parties

The issues encountered in relation to the fale highlight the challenges project teams face in meeting the needs of multiple parties. Although much of the conflict could have been avoided had Mana Whenua been involved in the fale conversations throughout, it is likely that robust discussion would have been required around whose needs and aspirations should be met by the fale design (i.e. Mana Whenua or the resident community). Although the outcome may have remained the same (i.e. a fale that reflects the surrounding community or a whare that speaks to the enduring presence of Mana Whenua), the lesson from this project is clear: all parties need to be involved in the conversations.

9.9 Biculturalism vs multiculturalism

Related to the above section, how do project teams navigate increasing multiculturalism in a country with a bicultural founding document? The challenge for project teams is to ensure a project meets the needs of everyone in the community, without ignoring the country's important bicultural foundation established by the Treaty of Waitangi. It is for this reason that this report includes a suggestion to ensure that the importance of the two governors in relation to local projects – the local board and Mana Whenua – is reflected in the project governance structure. The involvement of local boards and Mana Whenua should reflect their mandates in relation to the area / rohe, and they should be involved in the project earlier than other stakeholders. Once this governance has been established, the project can then broaden its view to include other important communities in the area.

9.10 The flexibility of internal project management

For Te Auaunga Awa, Healthy Waters retained the internal project management role. Project team members highlighted the importance of retaining the overall project management internally in enabling both the cross-council collaboration and a more robust engagement approach.

Project managers, some of them are external and it's not as collaborative. (AC)

9.11 Ensuring engagement is manageable

It is important to ensure that engagement is manageable within the scope and timelines of the project.

While flexibility was needed when negotiating with stakeholders how they are going to be involved with the project, the project team emphasised the need to be very clear on the project's non-negotiables (e.g., core objectives, project and engagement budgets, time frames).

That was one of the [challenges], resourcing. It was also having a large budget and dates we had to deliver by. And when you involve to that extent, Mana Whenua, because of their time commitment, you involve the community, you involve arts, all these are less structured than we're used to. Your time and your budgets can start spreading. Everyone involved in the project has had great ideas, but it was just trying to constrain those and say, no. So we do fewer things well rather than a lot mediocre. So it was trying to get everyone to a time. 'We have to have it delivered by here. These are our milestones we can't go past them.' So that was a challenge. (AC)

Clarity on what is in and out of scope increases the likelihood of the project running to schedule and budget, provides those being engaged with certainty on how they are able to influence the project, and ensures feedback is constructive and useful.

A crucial way to ensure the process remains manageable is to set up a governance structure that clearly lays out the lines of decision-making, and involves key stakeholders at the appropriate level.

Local board members themselves acknowledged that their role was to 'direct' and 'shape' rather than to act as technical project team members, and that the governance structure of a project should reflect an agreed optimal balance between shaping the project and detailed involvement.

> *I think there is a point that politicians shouldn't be micromanaging things. Politicians should be involved, not necessarily making the very final decisions, but certainly in helping to shape things. .... [The important thing is that] they are at least given an opportunity to narrow the options down and shape things. (LB)*

9.12   Coordinating engagement across multiple projects

Stakeholders – Mana Whenua in particular – reported significant capacity constraints for attending project meetings.

As more projects engage with Mana Whenua and community stakeholders, departments may need to consider coordinating hui so Mana Whenua time is used efficiently and hui attendance is maximised.

> *Yeah I think we can definitely get better and I think this project improved things but there is a long way to go. … I think we need to look at theming [Mana Whenua hui] and, so there would need to be actual real planning to look at managing that limited resource. (AC)*