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Geographical Names
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Item 13 of the agenda *

**Geographical names as culture, heritage and identity, including indigenous, minority and regional languages and multilingual issues
(Working Group on Geographical Names as Cultural Heritage)**

Report of New Zealand on effective engagement with indigenous groups

Submitted by New Zealand**

Summary

The full report of New Zealand contains information on effective forms of engaging with Māori groups to help promote indigenous and minority geographical names as a means of cultural retention and revitalization. The legal functions of the national naming authority, the New Zealand Geographic Board Ngā Pou Taunaha o Aotearoa, are to collect and encourage the use of original Māori names and to apply their correct orthography. The Geographic Board also has Treaty of Waitangi partnership obligations to meet. Effective consultation with the local indigenous people is essential to discharge these functions and obligations. In the report, the author defines categories of engagement in the New Zealand context and the impacts that they have on indigenous communities in respect to geographic naming.

* GEGN.2/2019/36/CRP.36

**Prepared by Wendy Shaw, Secretary, New Zealand Geographic Board Ngā Pou Taunaha o Aotearoa

Te Arawhiti – The Office for Māori Crown Relations

On 1 January 2019 the New Zealand government established this new Crown agency. It is dedicated to fostering strong, on-going and effective relationships with Māori across government. Te Arawhiti means ‘the bridge’, symbolising the bridge between Māori and the Crown, the past and the future, and the journey from grievance to partnership.

One of its key responsibilities is to ensure that public sector engagement with Māori is meaningful. Effective engagement is critical to producing better outcomes for both Māori and the government, and ensuring Treaty of Waitangi obligations are honoured. It also contributes to the development of effective policy making, where this impacts on Māori, and it assists agencies to provide robust advice to Ministers.

Every public servant should have the skills and ability to work with Māori and respond to issues that affect Māori. A focus across government to raise the capability of public servants will result in enhanced responsiveness to issues of importance to Māori.

Values of engagement

The New Zealand government’s engagement with Māori is guided by the following values:

- **Partnership**
the Crown and Māori will act reasonably, honourably and in good faith towards each other as Treaty partners.
- **Participation**
the Crown will encourage, and make it easier for Māori to more actively participate in the relationship.
- **Protection**
the Crown will take active, positive steps to ensure that Māori interests are protected.
- **Recognition of Cultural Values**
the Crown will recognise and provide for Māori perspectives and values.
- **Use Mana¹ Enhancing Processes**
recognising the process is as important as the end point; the Crown will commit to early engagement and ongoing attention to the relationship.

These values provide a basis for working with Māori to meet their needs, aspirations, rights and interests and provide active partnership with Māori in the design and implementation of processes and outcomes sought.

¹ ‘Mana’ in this context means honour

Engagement Framework

Crown engagement with Māori

Engage early • Be inclusive • Think broadly

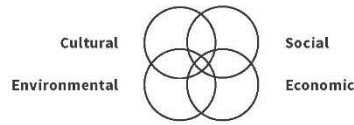
Ko te wairua tika, te ngakau pono, me te mana orite, te tūāpapa o te hononga o te Karauna me te Māori. Engagement with Māori is a key component of realising Māori Crown partnerships. Effective engagement is based on developing effective and ongoing relationships with Māori. Relationships are based on trust, integrity, respect and equality.

Ka whakaatu i ngā tikanga me ngā whakaaro Māori ki roto i ngā mahi a te Karauna me ngā tari Kawanatanga. An effective, efficient and inclusive engagement process should reflect Māori perspectives and cultural values.

This engagement framework will assist you to determine who you need to engage with and how you engage. Engaging effectively with Māori contributes to the development of effective policy options, assists agencies in providing robust advice to Ministers and most importantly helps deliver improved outcomes. Throughout your engagement process you should be guided by the following key principles: Engage early, Be inclusive, Think broadly.

1. What is the kaupapa?

Understanding the full scope of the issue you are preparing to engage on will prepare you for determining the impact on Māori and your target audience. It's important to keep in mind that issues can sit across a range of sectors and there may be related or overlapping issues that extend your range of interested stakeholders and require inter-agency collaboration. You may need to talk with Māori to fully understand the scope of your issue, so having ongoing relationships with key Māori stakeholders is useful.



2. Who to engage with.

Defining the issue and impact on Māori will enable you to determine who has a potential interest in the issue and what level of input they should have in discussions. Be inclusive and think broadly. Engagement may be required at different levels across the local, regional and national spectrum.



Local
The issue affects Māori in a local area.
e.g. *Individuals, Whānau, Hapū and Iwi*



Regional
The issue affects Māori in a particular area.
e.g. *Iwi organisations, Collectives, Organisations with a particular purpose*



National
The issue affects all Māori in Aotearoa.
e.g. *National organisations dedicated to Social, Economic, Environmental, cultural issues, or interested in all issues related to Māori*

Te Kāhui Māngai is one of many useful resources available to assist you to establish a list of contacts to facilitate the involvement of those affected. Te Kāhui Māngai also provides a glossary of Māori groups and their purposes for reference.

It is important that you determine what existing relationships might exist within your own agency with relevant Māori as there may be existing forum for other discussions occurring that you can join up with. It's also very important that agencies consult with each other to avoid creating overlapping processes.

5. How to proceed.

Once you have undertaken an impact assessment and determined who to engage with, ensure the following steps are included in your planning and implementation process. The associated guidelines also provide guidance for developing an effective engagement strategy.

Before engagement

Draft engagement strategy

The Engagement Guidelines provide advice for developing an engagement strategy.

Review engagement strategy

Seek feedback from other agencies who have an interest in the issue. The Māori Crown Relations Unit will review a finalised draft of your engagement strategy to ensure the principles of effective engagement have been applied and the process is broad and inclusive.

After engagement

Feedback

At a minimum, inform participants how their feedback has been translated into action and outcomes and seek their feedback on the process. This is crucial to ensure a long-term relationship. Feedback should be informed by the scale of engagement and the degree of collaboration.

Review

Agencies should review their engagement process and examine ways of making the more effective.

The Māori Crown Relations Unit is interested in ensuring that this engagement framework is producing effective engagement with Māori. Therefore, they will also undertake a review process with you.

3. How to engage.

Considering the significance of the issue for Māori and how they will be affected, either now or in the future, is fundamental for determining how you should engage so it is important that this is all-encompassing. Engagement may be required at different levels for different stakeholder groups.

Minor

Māori interests are limited or not affected in any special way.

Inform

The Crown will keep Māori informed about what is happening. Māori will be provided with balanced and objective information to assist them to understand the problem, alternatives, opportunities and/or solutions.

Consult

The Crown will seek Māori feedback on drafts and proposals. The Crown will ultimately decide. The Crown will keep Māori informed, listen and acknowledge concerns and aspirations, and provide feedback on how their input influenced the decision.

Moderate

Māori interests exist or are affected but wider interests take priority.

Collaborate

The Crown and Māori will work together to determine the issues/problems and develop solutions together that are reflected in proposals. The Crown will involve Māori in the decision-making process but the Crown will ultimately decide.

Specific Māori interests are affected.

Significant

Māori interests are significantly affected.

Partner/Co-design

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

Māori interests are overwhelming and compelling.

Māori interests are central and other interests limited.

Empower

Māori will decide. The Crown will implement the decision made by Māori.

4. When should you engage?

Early engagement is a key principle for effective engagement. Early engagement can help clarify issues, support communications with your target audience and ensure that Māori are informed to participate. It is important to remember that engagement doesn't have to be a one-off process, it can be ongoing and occur at various stages of the process.

Image sourced from <https://tearawhiti.govt.nz/assets/Maori-Crown-Relations-Roopu/451100e49c/Engagement-Framework-1-Oct-18.pdf> on 5 March 2019

Engagement Guidelines

Te Arawhiti - The Office for Māori Crown Relations has provided engagement guidelines available online at:

<https://tearawhiti.govt.nz/assets/Maori-Crown-Relations-Roopu/6b46d994f8/Engagement-Guidelines-1-Oct-18.pdf>

The Engagement Guidelines state:

- *‘There may be statutory or legislative mechanisms in place that require specific forms of engagement with specific groups, for example, issues that would generally require partner/co-design or empower methods of engagement but statutory or legislative mechanisms don’t require that method of engagement. In these circumstances, you should work with Māori to find an appropriate solution. Remember, processes that give appropriate consideration to Māori participation and views are likely to be more effective.’* and
- *‘It is important to remember that engagement is not a one size fits all, it depends on your specific kaupapa, the context within which you and your Māori audience operates. You should remain as flexible as possible throughout the process.’*

Impacts for Māori

For Māori, the ultimate engagement method involves autonomous empowerment to make decisions. This has the biggest impact to help Māori achieve quality outcomes, which in turn, benefits all New Zealanders. Also, by acknowledging the contribution made by Māori to New Zealand, government can play their part in contributing to an inclusive society.

From experience, the most effective way to engage with Māori is by investing in relationships – rather than by making the task of engagement the focus.

By focussing on relationships, government agencies will build a better understanding of Māori perspectives and as a result be better informed when providing advice and delivering services that accommodate Māori aspirations. Only Māori can say what their interests and aspirations are and how their cultural preferences affect their day to day lives.

The core principles underlying all good relationships are trust, respect, honesty, openness and integrity – all of which take time to develop and require on-going investment. These principles should underpin any engagement with Māori.

NZGB engagement with Māori on geographical names

The NZGB follows good engagement practice with Māori (evidenced as follows). However it may be useful to test existing practices against the refreshed expectations set by Te Arawhiti – The Office for Māori Crown Relations:

NZGB Act 2008:*Section 3 Purpose*

(d) provide effective notification, consultation, and decision-making procedures for naming geographic features; and

(e) provide the means for appropriate recognition to be accorded to cultural and heritage values associated with geographic features.

Section 6 Treaty of Waitangi (Te Tiriti o Waitangi)

In order to recognise and respect the Crown's responsibility to take appropriate account of the Treaty of Waitangi (Te Tiriti o Waitangi),—

(a) section 11(1)(d) confers on the Board the function of collecting original Māori names of geographic features for recording on official charts and official maps; and

(b) section 11(1)(e) confers on the Board the function of encouraging the use of original Māori names of geographic features on official charts and official maps; and

(c) clause 1(2)(a) of Schedule 1 requires 2 persons to be appointed to the Board, on the recommendation of the Minister of Māori Affairs.

Section 11 Other functions of the Board

(1)(d) collect original Māori names for recording on official charts and official maps

(1)(e) encourage the use of original Māori names on official charts and official maps

(1)(f) seek advice from Te Taura Whiri i te Reo Māori (the Māori Language Commission) on the correct orthography of any Māori name

Schedule 1, clause 1 Members of the Board

(2)(a) on the recommendation of the Minister of Māori Affairs, 2 persons as representatives of Māori who—

(i) have a knowledge of tikanga Māori and te reo Māori; and

(ii) are able to provide advice in relation to the naming of geographic features and Crown protected areas for which tikanga Māori or te reo Māori is relevant.

Standard for undersea feature names:

'The NZGB asks the appropriate Māori groups for advice and comments on proposals within their rohe.'

Standard for Crown protected area names:

'The appropriate Māori groups and interested public must be consulted before the NZGB concurs with a proposal.'

Kaupapa² for Māori Place Names:

'The purpose of this Kaupapa is to provide for consultation with appropriate Māori groups by the New Zealand Geographic Board Ngā Pou Taunaha o Aotearoa (the Board) on place name proposals.'

² 'Kaupapa' means policy in this instance

Frameworks v10³:

‘When considering changes or corrections to the spelling of Māori geographic names, the Board will consult with iwi, hapū or marae, ie tangata whenua⁴ in the area, and other relevant persons or organisations.’

‘The Board will consult with iwi/hapū/marae who are tangata whenua in the area, to ascertain if there is an original Māori name that should be considered.’

‘The Kaupapa is designed to be consistent with the principles of consultation with Māori as a Treaty partner and will be applied to all Treaty of Waitangi claim settlement issues involving consultation or representation in the place naming process. Notwithstanding this, it is acknowledged that place name proposals may be proposed through the Treaty settlement process.’

‘The minimum evidence the Board requires ... includes ... that local Māori authorities have been consulted on the possibility that an original Māori name may already exist for the feature.’

‘Whether carried out by the proposer, the Board or Te Puni Kōkiri⁵, in all cases it is necessary to consult with the relevant iwi, particularly if the proposal is to alter an existing name.’

‘We fully honour our Treaty partnership obligations, and have an active strategy and clear principles for te reo in how we name places and communicate our work.’

Minimum Requirements Policy for Proposals:

‘Proposers must provide documentary evidence of having consulted with local iwi, hapu, marae or other groups with ancestral interests, for proposals in New Zealand, its offshore islands, or for undersea feature names. This is to identify any original Maori names and keep relevant Maori groups informed.’

Consulting with Māori when making a proposal:

Information is provided online under these headings: What do you need to do? Which iwi should you consult? How do you make contact with Māori? When should you do this? Why does the NZGB need this?

Relationship Protocol with Te Arawhiti:

‘12.1 The Board and Te Arawhiti note that from time to time Board members and/or the Chairperson may be required to meet with claimant groups and discuss issues that they may have in regard to specific Treaty geographic name proposals or wider Board policies.’

Minister’s Accords for Waikato-Tainui, Te Arawa River Iwi, Raukawa, Maniapoto Māori Trust Board⁶:

These four Accords place responsibility on the NZGB to have particular regard to their Vision and Strategy. The NZGB Secretary is encouraged to meet with the groups to explain the NZGB’s processes and functions as they relate to their Accord Areas.

³ Parts of the Frameworks document will become standards for New Zealand and Antarctic geographical naming

⁴ ‘Iwi’ means tribe, ‘hapū’ means subtribe, ‘marae’ means formal gathering place, ‘tangata whenua’ means people of the land

⁵ Te Puni Kōkiri is New Zealand’s Ministry of Māori Development

⁶ Specific indigenous groups

LINZ Agreement with Taranaki Whānui (Port Nicholson Block Settlement Trust):

Liaise on matters of mutual interest: Place names and place name changes (New Zealand Geographic Board Secretariat).

LINZ MOU with Te Rūnanga o Ngāi Tahu:

Areas of interest to collaborate: Place names and place name changes (New Zealand Geographic Board Secretariat).

Guidelines for Collecting Original Māori Names:

Evidence required (but not limited to this list): published documents and histories, traditional waiata, including Kā Huru Manu (Ngāi Tahu's online atlas), and may also be from oral traditions, published maps, plans, documents, books, etc.

Cabinet Paper EDC Min (05) 14/3 – Review of the NZGB Act 1946:

13 agreed that primary responsibility for iwi consultation on geographic names under the Board's jurisdiction be with the Board rather than as now with officials from Te Puni Kokiri;

Mahi Tahī with Te Taura Whiri i te Reo Māori⁷:

'The overarching purpose of this agreement is to set in place a collaborative and mutually beneficial relationship which benefits each party's own work programme and organisation's goals, as well as giving effect to the vision of the Maihi Karauna⁸ which is the revitalisation of te reo Māori so that it becomes an everyday language and again resonates throughout New Zealand.

The immediate purpose of this agreement is to set out the strengths of each party's organisation and the opportunities that exist for a collaborative approach.'

Relationship Protocol with Te Puni Kōkiri:

'This Relationship Protocol is intended to establish a process for consultation by the Board with Te Puni Kōkiri for any place name proposal to or by the Board under its legislation.'

Guidelines for Treaty name proposals:

'This document guides Treaty claimants about what the NZGB needs to process place name proposals as part of cultural redress for Treaty of Waitangi settlements.'

NZGB Strategic Plan 2018-2023:

'Ngā Whanonga Pono/Values

Three vital principles shape and drive how we work:

- Kaitiakitanga***⁹ - we are dedicated to preserve and protect New Zealand's heritage, while building understanding to shape its future
- Mana*** - we acknowledge the mana of places and tangata whenua
- we make a meaningful impact by valuing our independence, expertise and leadership role
- Manaakitanga*** - we are open, we share, we listen and we engage positively in all relationships'

⁷ Agreement between the NZGB and the Māori Language Commission

⁸ The governments Māori language strategy

⁹ 'Kaitiakitanga' means guardianship, 'Mana' means honour, 'Manaakitanga' means caring for other through support and respect

Example of NZGB engagement with Māori

The collaborative project that the NZGB is working on with Te Rūnanga o Ngāi Tahu is reported in more detail in the ‘Report of New Zealand on the project to combine Te Rūnanga o Ngāi Tahu’s Cultural Heritage Atlas, Kā Huru Manu, with the New Zealand Geographic Board gazetteer’ GEGN.2/2019/35/CRP.35

Contact

For more information about geographic naming in New Zealand contact:

Wendy Shaw

Secretary for the New Zealand Geographic Board Ngā Pou Taunaha o Aotearoa

c/- Land Information New Zealand

Radio New Zealand House

155 The Terrace

PO Box 5501

Wellington 6145

New Zealand

Phone +64 4 460 0581

Mobile +64 27 4807 082

Email wshaw@linz.govt.nz

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