

A. TITLE OF PROJECT

VM 2.1 International comparative study: Incorporation of indigenous approaches to guardianship and stewardship in Canada's resource management policy framework(s)

B. IDENTIFICATION

Project Leader:

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C. ABSTRACT

This project will research a Canadian example where indigenous environmental and economic approaches are incorporated into a resource management policy framework utilising Ecosystem Based Management. The project will investigate and focus on how conflicts in marine use are governed and managed, within the Marine Plan Partnership for the North Pacific Coast (MaPP). Canada has a similar colonial history to New Zealand and have applied their own contemporary responses to redress. Equally they have similar environmental concerns and indigenous aspirations for guardianship and stewardship. MaPP is understood to incorporate indigenous knowledge, values and perspectives within its management frameworks. The development of this model, the engagement and consultation with indigenous groups and stakeholders is of particular interest, including how they achieved social licence for their approach and could provide an exemplar of practice that New Zealand might adapt to its own particular contexts.

The research will identify and examine processes and frameworks used to integrate and empower indigenous knowledge, practices and aspirations in natural resource management (both on shore and at sea). In addition, the project will consider and investigate the processes, engagement, consultation and development phases that these indigenous communities went through in developing their frameworks and systems as well as their governance mechanisms and models.

Using the research findings and evidence-base the research will recommend a draft framework and process which New Zealand might consider for EBM practice in New Zealand that meets and empowers both State and Māori aspirations in natural resource management and economic

development. The research will also support/inform Project 1.1.1 and 1.1.2 within the Sustainable Seas Challenge, alongside the publications resulting from this project.

D. INTRODUCTION

Waikato-Tainui has an interest in the sustainable management of natural resources for its current and future generations. An example of this is the establishment of the Waikato River Authority as a co-management approach to restore and protect the Waikato River. Waikato-Tainui also has interests in the management of land and marine resources in its rohe (region), which stretches from Kāwhia to Manukau.

The Waikato-Tainui College for Research and Development (the College) is the Research and Development arm for Waikato-Tainui. Collaborative frameworks and processes that meet the various natural resource management and economic development interests in this region, as well as nationally in the context of other iwi and hapū, are of interest to Waikato-Tainui. Investigating and developing approaches to incorporate mātauranga Māori into frameworks is a continual focus for Waikato-Tainui, as well as being innovative to ensure Waikato-Tainui have meaningful input and authority within these frameworks and/or governing entities tasked with managing resources.

The College has established a relationship with some of the First Nation members, as well as a real interest in the MaPP initiative. MaPP is a partnership between the Province of British Columbia and 18 member First Nations that developed marine use plans for British Columbia's North Pacific Coast. The initiative uses the best available science and local and traditional knowledge gained through extensive engagement with the 18 member First Nations, to develop four sub-regional plans and is in the process of completing a regional action framework.

There are two primary areas of interest within this project. The first aim is to work with these member First Nations to discover their learning from the process, and to gain an understanding of how they have managed to integrate their mātauranga and the ways in which they express their kaitiakitanga within the framework and how they work to continue to implement these on a daily basis. Secondly, investigating how or whether their views and wishes are expressed and incorporated within the governing entity that oversees MaPP. The involvement of First Nations representatives within this body, how they are elected, the roles they play and the balance of power will be of particular interest.

To complement the analysis of MaPP, a second Canadian example will be investigated in the same Vancouver region. Since 2010, the College has had a relationship with Coast Opportunities Fund (COF). COF has significant relationships and connections within this coastal and marine environment, with one of their aims being to facilitate the aspirations for guardianship and stewardship of the First Nation members. This aspiration and the organisation's relationships, with MaPP members will assist us in connecting with local scientists, practitioners and tribal members engaged on the ground within MaPP. The COF governance framework will also be of great interest within this project. In addition to the governance framework of MaPP, COF provides another example of how multiple indigenous groups work together, with others, to govern a large resource. There are clear parallels between both of these frameworks and their development. Applying this knowledge when managing the Sustainable Seas subject area will be helpful in balancing the needs and values of the iwi there with those of the Crown, industry and other stakeholders in the geographical area. This relationship alongside our direct connections with various First Nation members within MaPP, will add value in the gathering of information and on the ground research.

The College has had a growing interest in the incorporation of mātauranga Māori with EBM modelling and frameworks and the successful integration of indigenous, State and national interests that are met through these models. In particular, this MaPP EBM model appears from initial enquiries to promote a co-development approach that honours indigenous knowledge, practices and development aspirations that concurrently meet regional and national interests in natural resources management and economic development. The approach appears to be a successful means for obtaining social and cultural license for development.

Overall there will be a focus on how multiple groups can work together including, business, science, indigenous groups and government, where there are clear rights and interests and also impacts on and for each group. It is innately an element of Vision Mātauranga to consider different perspectives of kaitiakitanga and how these different perspectives might engage, enhance and aid the success of any future innovation in this space. This project will gather information from Canadian experiences to support this goal.

The project will be underpinned by a kaupapa Māori theoretical and methodological approach (Smith, 2012). Specifically, this approach emphasises the importance and validity of indigenous knowledge and practices. This approach also ensures that research is conducted in ways that make meaningful contributions to the communities in which the research is located rather than being merely treated as research subjects. This is why MaPP is positioned well as research collaborators on behalf of the respective indigenous nations, and providing opportunities for direct connections with the people directly involved in the frameworks both at governance and operational levels. A kaupapa Māori approach will guide the process and ways of undertaking this project which align well with First Nations own beliefs and principles and will assist the team to connect with the First Nations representatives with whom we will engage. This method will be further enhanced through our relationships with COF which will assist our engagement with indigenous groups and individuals' *kanohi ki te kanohi* (face to face). This is a facet of kaupapa Māori research in practice and will enhance and enrich the research outputs in multiple ways.

The research will also draw from post-development theory with particular focus on co-management methodology (Berkes, 2015), and hybrid economic development (Altman & Martin, 2009). There will also be a significant focus on Nation-building (Jorgensen, 2007, Cornell, 2006 and Cornell et al, 2005). The project will also consider Western Natural Resource Management and its integration with traditional knowledge in this context, its synergies and misalignments (Kellert et al, 2000, DeWalt, 1994).

The research methodology is primarily qualitative, as it uses a case study method, but within the case study mixed methods will be used including gathering data from interviews and from administrative and or published data.

E. AIM OF THE RESEARCH AND RELEVANCE TO OBJECTIVE

The objectives for this research are clear, to:

1. Undertake a comprehensive review of the literature in relation to MaPP and COF and their integration of traditional knowledge systems and practices and collaborative governance solutions within an EBM framework.
2. Undertake a case study of MaPP and COF including site visit, investigation and engagement.
3. Produce a final report encompassing the literature review, with recommendations and learnings for application within the Sustainable Seas Challenge.

- This project aligns with and will contribute significantly to the overall Challenge Objective of *'Enhance utilisation of our marine resources within environmental and biological constraints'*. Within the context of this Challenge and its additional objective of obtaining social licence, finding ways in which mātauranga Māori can be incorporated within a management and decision making framework for our seas, has the potential to influence and gain the support of Māori when working to enhance utilisation of our marine resources here in New Zealand. Equally it seeks to find ways in which Māori can influence and or guide the enhancement and utilisation of our resources in this space. Mātauranga Māori has the ability to be both a constraint and or an enabler of this enhancement. This project seeks to work towards creating a way forward for Māori and mātauranga Māori to be entrenched within the decision making, and management of our marine resources.
- Additionally the cross programme focus of exploring international examples and policy innovations that could be used to enhance the use of EBM in New Zealand will be relevant. This project will help contribute to the success of the overall Challenge by providing research and case study of another similar situation where EBM has been trialled in relation to management of marine resources. With a focus on governance and managing a number of indigenous groups alongside government bodies, Coast Opportunity funds provides another example of how this appears to have been achieved in relation to managing significant resources. Additionally COF will provide relationships and connections with the First Nations groups that work within MaPP, allowing us access to and engagement with both the First Nations and government organisations will be an integral element that enhances the outcomes from this project.
- The project aligns with VM in a number of ways which are detailed under the VM section of this RfP.
- Support the research and development of participatory processes to be undertaken by the Our Seas programme, specifically project 1.1.1 and 1.1.2.

F. PROPOSED RESEARCH

The research questions (as stated in the Research Plan) are:

- What can we learn from the engagement process during the development of Canada's resource management policy framework(s), where indigenous perspectives were sought and identified?
- If applicable, how did Canada resolve the indigenous rights and interests in developing and establishing their resource management policy framework(s)? What can we learn from that resolution process?
- What are the distinctive products, processes, systems and services that empower the indigenous people of Canada in the resource management policy framework(s)?
- What are the indicators of, and measurements for, success for indigenous perspectives (knowledge, approaches, culture and identity) in Canada's resource management policy framework(s)?
- Which areas in Canada's resource management policy framework(s) are closely aligned with the EBM concept?

- How is the governance entity structured and what part do indigenous peoples play in the governance of these resources?

Outputs:

1. Literature Review in relation to the Canadian examples of integration of traditional knowledge systems and practices within an EBM framework.
2. A Case Study of MaPP and COF.
3. A final report encompassing the literature review, with recommendations and potential framework for use within the Sustainable Seas Challenge.
4. Two Publications- one article in relation to the findings from the MaPP case study. A second article in relation to findings from the project overall and recommendations for application in New Zealand.

Each output will specifically work to outline and highlight how we can learn from the process, the engagement, development and experiences in the following areas as identified in the research plan:

- Engagement Process.
- Resolution of Indigenous Rights and Interests.
- Frameworks or processes.
- Implementation of EBM.

G. ROLES, RESOURCES

Sarah-Jane Tiakiwai - Project Lead- Will oversee and direct the project, providing guidance and expertise over all areas of the project.

Investigators:

Jonathon Kilgour – Investigator – Will undertake research and engagement with the case study individuals and collectives and contribute to producing the final report. Focusing on the area of co-management and governance and integration of traditional knowledge.

Amy Whetu – Investigator – Will undertake research and engagement with the case study individuals and collectives and contribute to producing the final report. Focusing on the area of co-management and governance and integration of traditional knowledge.

Dr Peter Singleton – Will provide input and oversight in relation to science, policy, strategy and research. Peter’s skills and experience within marine spatial planning and collaboration in New Zealand will be beneficial to the project.

H. LINKAGES AND DEPENDENCIES

There will be a clear link with the Vision Mataranga Challenge team with the aim of ensuring alignment and incorporation of Vision Mataranga throughout the project. There is also an understanding of the intent and purpose of the Tangaroa Programme which will ensure relevant and unique outcomes and knowledge are gained in from this project as opposed to overlapping with other challenge outcomes.

The research will also support the investigation undertaken in Project 1.1.1 “Review existing Māori and Stakeholder engagement in marine science and marine governance participatory processes”, and implementation of research in Project 1.1.2 “Determining a suite of participatory processes for application in multi-use environments”. It is understood that Project 1.1.2 will be implemented in the identified case study area for the Challenge. The outputs from this project will also be capable of informing multiple challenge outcomes and it is also envisaged that the knowledge will support and inform the integration of mātauranga Māori with governance and management of our resources at multiple levels.

I. COLLABORATIONS

The research will include collaboration with MaPP partners as the primary case study for this project and include relationships with COF. The College has an established relationship with COF and has maintained discussions over the five years that it has had a relationship.

COF is a collaboration between 29 indigenous nations and the British Columbia State government, Canada. It will work alongside our relationships with individual First Nations to assist in facilitating access to key stakeholders within their EBM management framework. So far they have provided information on the MaPP process, Nanwakolas Council marine planning and collaborative documents and the Coastal Guardian Watchmen Network.

Other key connections we will utilise within this project from Canada are:

- The history of COF: <http://sfigreenwash.org/downloads/WWFpaper.pdf>
- The Conservation Investment and Incentives Agreement: <http://www.coastfunds.ca/system/files/CIIA%20Inc%20Amendments.pdf>
- COF newsletters: <http://www.coastfunds.ca/node/292>
- MaPP process: <http://mappocean.org/>
- Nanwakolas Council marine planning: <http://nwww.nanwakolas.com/north-vancouver-island-draft-marine-plan-released> and <http://nwww.nanwakolas.com/community-marine-planning>
- And conservancy collaborative management agreements <http://nwww.nanwakolas.com/conservancy-management-planning>
- http://www.env.gov.bc.ca/bcparks/planning/mgmtplns/nrth_cent_cst/nrth_central_coast_pa.html#col_agree
- Coastal Guardian Watchmen Network: <http://coastalguardianwatchmen.ca/>

J. INTERNATIONAL LINKAGES

This research has an international focus and so the linkages relevant to this proposal are indigenous and specifically within the British Columbia and Vancouver First Nations communities. Linkages with other international organisations relevant to this proposal include the COF. Information about COF is provided above.

K. ALIGNED FUNDING AND CO-FUNDING

The College is committing in-kind resourcing to the value of \$20,000 to this project. This will contribute toward operational costs and overhead.

L. VISION MĀTAURANGA (VM)

As per the Research Plan, this document will be complete by June 2016, and will be used by to inform the Challenge of international successes in engagement and resolution of rights and interests with indigenous peoples. It will outline opportunities to the Challenge as a result of lessons learnt from international examples. The comparative study will also identify frameworks and processes that were developed in recognition of indigenous peoples rights and interest, and where possible, the involvement of those peoples, while implementing an EBM approach to resource management.

- The project will also help to inform one of the ten year outcomes for Vision Mātauranga, by, where possible, informing and using international examples. It will seek out examples where indigenous knowledge, resources and people have been used to assist to develop a framework for sustainability and managing natural resources while working within environmental and biological constraints.
- The Phase One Objective for Vision Mātauranga will also be achieved through this project, by encouraging active and positive relationships with New Zealand and international researchers, institutions, agencies and indigenous people(s). There will be an emphasis on international, and particularly Canadian researchers and institutions, particularly with an indigenous focus.
- Additionally the other Phase One Objective for Vision Mātauranga will be addressed in completing an International case study of indigenous involvement in the development of processes and systems in the sustainable management of natural resources within environmental and biological constraints.
- (Feed into phase2) The project feeds into Phase 2 of the project in the same way as above, by assisting to develop distinctive processes, systems and services that reflect the use of Māori knowledge, resources and people, to improve the health and wellbeing of Māori (iwi, community, businesses) and New Zealand.

M. COMMUNICATION AND OUTREACH

The nature and scope of this project is such that any communication and/or outreach approach will be aligned to the Challenge through the VM focus. It is expected that the findings from this project may inform the other strands within the Challenge and the project team will expect to work alongside or support the VM leader to enable this to happen. The broader application of the findings from this project can be communicated across a range of diverse communities (including Māori, stakeholders and the general public, as considered appropriate through the VM leader).

N. CAPACITY BUILDING

There are several potential mentoring and educational opportunities arising from this project. We have built in inclusion of a Post-Graduate student for the project. This student will work alongside the Project Lead and Investigators to assist for the entirety of the project. We also have a number of investigators working on this project with varying levels of experience. Each brings an array of differing skills and working together on this project will informally allow them each to grow and develop their skills and capacity as researchers.

O. ETHICS APPROVAL

Ethics approval is not required for this project. However, the College practices align with ethics guidelines from Te Manu Taiko, the ethics committee for the School of Māori and Pacific Development, the University of Waikato.

We will use full and informed consent and work collaboratively with MaPP, COF and the relevant First Nations and follow their own ethics processes where required.

Q. REFERENCES

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<http://mappocean.org/>

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