

Biosecurity 2025: Summary of Māori Focus Group engagement

I Purpose

This paper provides a summary of feedback provided by the Biosecurity 2025 Māori Focus Group during the initial engagement stage of the Biosecurity 2025 project.

II Background

The Minister for Primary Industries initiated the *Biosecurity 2025* project in April 2015. The project was set up to review, update and replace the 2003 Biosecurity Strategy, to ensure that the New Zealand biosecurity system could remain robust and resilient to emerging pressures, risks and opportunities, well into the future.

The objective of Biosecurity 2025 is to provide a clear direction for the biosecurity system, and a touchstone for all those who participate in it, over the next ten years.

The project cannot achieve its objectives without quality engagement between the Ministry for Primary Industries (MPI), Māori, and biosecurity stakeholders.

A separate report: *Biosecurity 2025: Summary of initial stakeholder engagement* captures feedback provided by a range of stakeholders across the biosecurity system over broadly the same time period during which the Māori Focus Group met.

III Summary of Māori Focus Group feedback

An eight member Māori Focus Group was convened following a call for expressions of interest sent to a variety of rūpū, iwi and individuals. The members of the group are listed in Appendix C. Its mahi was to provide a Māori perspective on New Zealand's biosecurity system, its current state and future over the next ten years, and inform the development of the draft Biosecurity 2025 Direction Statement. Members were appointed for their skills and mātauranga Māori relating to biosecurity at the strategic and/or implementation level; they were not appointed to represent particular iwi. The Group met four times, in June, July, and October 2015 and July 2016.

This summary of themes captures views and feedback that emerged from those hui. It does not provide any analysis and may present multiple views on a topic.

As part of their mahi, Māori Focus Group members also developed a Vision 2055 Narrative describing their ideal biosecurity system for New Zealand, which their great, great mokopuna (grandchildren) might inherit as a result of actions enabled by Biosecurity 2025. This Vision Narrative is attached as Appendix A.

There were several key overarching themes which recurred strongly during the three Focus Group hui. These are summarised below. Where more detailed discussions provided additional comments and feedback, those views are reflected under the specific subject headings that follow.

1. Foundation themes

Tāngata whenua and biosecurity

Tāngata whenua have been practising biosecurity for centuries, intrinsic to their role as kaitiaki (cultural guardians) encompassing the protection of native taonga species, and the use of mātauranga Māori me āna tikanga (traditional and contemporary knowledge systems, values and concepts that define Māori and allow them to live, engage and interact with their environment). The Māori Focus Group affirmed that with this knowledge and expertise, iwi and hapū have much to offer when it comes to managing biosecurity risk and the biosecurity system in New Zealand, across all layers of the system and at the international, national, and local levels.

Tāngata whenua and the 2003 Biosecurity Strategy

The 2003 New Zealand Biosecurity Strategy Tiakina Aotearoa, Protect New Zealand contained recommendations (an overarching “first step” and five “Expectations”) relating to how government agencies should be responsive to, engage with and involve Māori and Māori values in biosecurity issues and decisions. Biosecurity 2025 Māori Focus Group members reinforced the value and importance of these expectations, and affirmed their ongoing relevance today. They called for MPI and other biosecurity agencies to commit to ensuring those expectations were reviewed and refreshed. (A list of the first step and five Expectations of the 2003 Strategy is attached as Appendix B).

Te Tiriti o Waitangi and biosecurity

Members of the Māori Focus Group emphasised the importance for tāngata whenua of Te Tiriti o Waitangi as the basis for Māori involvement in biosecurity and for informing and giving context to the expectations contained in the 2003 Biosecurity Strategy. Members highlighted three Treaty principles with particular relevance to the government-Māori relationship in biosecurity: Active Protection (of the environment and taonga species); Participation (which, today and in the future would include Māori involvement in governance and shared decision-making); and Partnership (as a method of achieving participation, which in biosecurity would include capability building for both government agencies working with Māori, and for kaitiaki working and contributing in the biosecurity space).

Mātauranga Māori

A successful biosecurity system will draw knowledge from a variety of valuable sources, one of which is mātauranga Māori me āna tikanga (the knowledge systems, values, concepts and world views that define Māori as a distinct social cultural group and allow Māori to live, engage and interact with their environment and world). Māori Focus Group members called on mātauranga Māori to be recognised in Biosecurity 2025, particularly since the Biosecurity Science Strategy for New Zealand (2007) which had previously acknowledged the role of mātauranga Māori had, they felt, effectively lost its mandate. Mātauranga Māori incorporates the core Māori cultural values of whanaungatanga – the kinship philosophy that explains the intimate relationships between iwi and hapū and the natural worlds, and of kaitiakitanga – the system of law through which iwi and hapū are obliged to nurture and care for taonga.

Wai 262

The 2015 Māori Focus Group identified aspects of the Wai 262 claim and the resulting Waitangi Tribunal report on the claim, as being important in the biosecurity space, and urged that these be considered in the context of future biosecurity planning, governance and management. The Waitangi Tribunal's 2011 Wai 262 report called for the Crown and Māori relationship to move "beyond [historical] grievance to a new era based on partnership", suggesting a need for greater Māori involvement in governance decisions, particularly around natural resources. It also called for the kaitiaki relationship and obligations of iwi and hapū to their taonga to be brought to the fore; and recommended that government take a lead in protecting both mātauranga Māori and the interests of kaitiaki in it.

2. Specific feedback

MPI as system leader

The Focus Group called on MPI as leader of the biosecurity system to renew its earlier commitment to engaging with and involving Maori in biosecurity issues and decisions, and improving its Māori responsiveness. As part of this, a Māori strategy or advisory unit should be reinstated by MPI to ensure that Te Tiriti o Waitangi obligations are met and that Māori issues are appropriately addressed.

It was noted that MPI had made good progress on implementing the 2003 Strategy Expectations in the years immediately following the Strategy's release, but that this had appeared to lose priority after the restructure of MAF into MPI.

There was concern expressed that rather than agencies engaging Māori/iwi meaningfully in decisions, Māori views are often "tagged on" at the end.

Looking to the longer term, members saw value in the idea of there being one, widely-mandated agency (e.g. a Ministry for Sustainability), leading all New Zealand's national environment, biodiversity, biosecurity and conservation initiatives.

Roles and responsibilities

MPI and other biosecurity agencies would do well to engage more meaningfully at the marae and whenua level as well as at the iwi level. Biosecurity will work more effectively when there are working links with Māori on the ground, not just at the iwi level, as different hapū practising kaitiakitanga have different ways of working in response to different local ecologies.

Mana whenua (power associated with the possession and occupation of tribal land) and Māori cultural authority should be recognised as an intrinsic part of the biosecurity system. National and regional pest management plans, for example, could give effect to mana whenua pest management plans; and biosecurity could be managed via fully resourced, takiwā- (regionally-) based management units. In this way knowledgeable kaitiaki can work closely with central and local government to see that biosecurity outcomes are achieved locally as well as nationally, and that any incursions in their rohe are minimised and mitigated.

It was felt that Māori should be participating pre-border as well as post border, including engaging with central government on free trade agreement discussions.

Kaitiaki

Biosecurity management will benefit if there is a full conversation between Māori/iwi about the role of kaitiaki in and across the system. For Māori, kaitiakitanga is practised at both the micro level (e.g. looking after taonga on the ground); and the macro level (the land, ocean, and their relationships across the whole system).

Taonga species

For iwi and hapū, biosecurity is about protecting taonga. Yet traditional taonga species get little focus from biosecurity agencies, often because they are not regarded as being of economic or productive value. Māori need to be recognised for their role as kaitiaki of taonga that are of particular cultural importance to their people, whether or not they have immediate economic value. It is important that this be acknowledged or recognised in the Direction Statement.

Ways in which this could happen include:

MPI develops a policy for identifying taonga species, which would guide MPI in managing biosecurity responses that threatened those species. (This need was also identified by the 2002 Māori Focus Group advising on the development of the 2003 Strategy.)

Iwi/hapū could identify a key person in their rohe to be the contact person for taonga species; central and local government agencies could link directly to those “touchstone” kaitiaki who, with their knowledge of the area, can also provide excellent surveillance expertise to warn of possible incursions.

Role of the public

The Māori Focus Group members were fully supportive of increasing and improving public awareness of, and participation in, biosecurity. This would help in the identification of biosecurity risks, and with compliance with biosecurity measures. The ultimate goal would be that every person entering Aotearoa arrived with the desire and ability to be an active and willing participant in the biosecurity system.

Education

Focus Group members were very keen to see educational programmes on biosecurity incorporated throughout the school curriculum. They felt there could be a much stronger emphasis on biosecurity and biosecurity science at the tertiary level and called for a BSc in Biosecurity to be available at universities (as was at one time proposed by Lincoln University).

Two-way capability building

Members of the Māori Focus Group endorsed and welcomed plans under Biosecurity 2025 to reinvigorate the focus on improving capacity and capability building in biosecurity agencies, which was originally contained to in the 2003 Biosecurity Strategy (Expectation 4). This commitment had been extended in the 2011 MAF Biosecurity New Zealand Pest Management National Plan of Action (PMNPOA) to include “two-way capability building” of both agencies and tāngata whenua (i.e. skill development in tikanga for agencies, and development of skills and mechanisms by tāngata whenua for efficient engagement with agencies). Such two-way capability building was intended to “make it easier for parties to know who to talk to on both sides of the relationship and provide a platform for real and efficient engagement” (PMNPOA, page 27).

To effect such two capability building Māori Focus Group members urged that:

- MPI and other biosecurity agencies be supported/resourced to have the internal capacity and capability to engage meaningfully with Māori and consider Māori perspectives on biosecurity matters. This would include capability and capacity in tikanga, an area in which MPI, as biosecurity system leader, needed to lead by example.
- Capacity and capability for mātauranga Māori me āna tikanga should also be developed within and across MPI and other biosecurity agencies.
- Māori/iwi recognise that they have their own gaps in capability and need to commit to improving their skills and knowledge – at their own governance/decision making levels and on the ground. Marae-based training could be one way to help achieve this, though resources would be required to support it to happen. A kahui Māori (Māori cluster or network) around biosecurity would also be useful.

The members noted that the wider community, not just tāngata whenua, also needs to be up-skilled, taking everyone on the biosecurity journey.

Mātauranga Māori and taonga species

MAF's 2007 Biosecurity Science Strategy:

- recognised and provided for the role of mātauranga Māori me āna tikanga as a source of knowledge and information that contributes to and adds value to New Zealand's biosecurity system;
- acknowledged the importance to Māori of their strong cultural connection to and concern to protect taonga species; and
- provided a way to create resilience in biosecurity – ensuring that biosecurity science was not isolated in one organisation, and therefore not easily subject to change or neglect by one entity.

Members of the Māori Focus Group expressed disappointment that the status of the Biosecurity Science Strategy had become unclear and called for it to be “re-mandated and actively used to inform science in the biosecurity space – in particular with regard to the integration of mātauranga Māori values with western science and the multiple layers of Aotearoa New Zealand's biosecurity system. Mātauranga Māori in this context to be carried out by Māori, for Māori”.

The Focus Group also called for more science to be undertaken looking at taonga species, as so many taonga species were being lost (e.g. freshwater koura).

Information and information systems

The Focus Group endorsed the value of having good information systems shared across participants and agencies to help clarify roles and responsibilities and ensure ease and clarity of communications. This would enable kaitiaki to:

- be contacted quickly and easily during an incursion response;
- readily and easily access the system, and
- contribute their expert local knowledge.

Members also suggested that more consideration be given to tapping into knowledgeable international networks, particularly indigenous groups' knowledge about risk with regard to particular species and tools, as indigenous knowledge equivalent to mātauranga Māori offered insights western knowledge often did not.

Performance monitoring and measurement

The Focus Group noted that once performance measurement of the wider system was effectively in place, it would be important to communicate the results of monitoring and measurement, ensuring that tāngata whenua and the wider public were aware of outcomes, since they have a role in monitoring and learning too.

The Group also called for performance monitoring and measuring of:

- biosecurity agencies' engagement with Māori and their fulfilment of the expectations relating to Maori in the 2003 Biosecurity Strategy; and
- the commitments in the 2011 Pest Management National Plan of Action, and the 2007 Biosecurity Science Strategy. The group noted that a 2015 report by MPI outlining achievements since the 2003 Strategy [*Biosecurity System Achievements, 2003-2015* (<http://www.mpi.govt.nz/dmsdocument/13185-biosecurity-system-achievements-2003-2015>)] cited little hard evidence for achievements relating to the "Category: Māori", particularly compared to the depth of description relating to progress on other Strategy expectations.

Implementation

Finally, the Focus Group asked that attention be given to how the new Biosecurity Direction Statement will be implemented. They suggested that an overall implementation plan or roadmap be prepared setting out the "who, why, what" required to achieve the vision and fulfil the expectations set up by the narrative in the Direction Statement. They also called for all Priorities for Action in the Direction Statement to be linked to the implementation plan.

Appendix A

Biosecurity 2025 Māori Focus Group Vision

As part of the Biosecurity 2025 project, the Māori Focus Group undertook a visioning exercise to identify and articulate the ideal biosecurity future that their great, great mokopuna might inherit, forty years from 2015.

That ideal future is captured here, first as an overarching narrative. Then it is viewed in more detail under similar headings and themes to those also discussed with stakeholders during preliminary engagement leading to the development of the public Discussion Document on the Biosecurity 2025 Direction Statement.

This future narrative served the Māori Focus Group as a starting point to inform the conversation at the heart of Biosecurity 2025: what direction do we want New Zealand's biosecurity system to be travelling in, ten years from now?

By 2055...

Aotearoa New Zealand is a place where cultural, environmental, economic and social values are recognised in respect of the environment. It is a place where indigenous biodiversity thrives and habitats are clean and free from harmful pests and diseases. This is due in part to the contribution of Aotearoa's world class biosecurity system.

Aotearoa continues to have a multi-layered biosecurity system that begins off-shore, incorporates the border and continues post-border. Each of these layers is a joint effort between central and local government, Māori, the scientific community, industry and community groups, and all New Zealanders.

The biosecurity system operates cohesively and collaboratively to achieve specific social, cultural, economic, environmental, and biodiversity outcomes. Aotearoa is pest free. The border is effectively and efficiently managed, introduced organisms are either classified as being safe or are appropriately managed or eradicated. Overseas visitors recognise the importance of biosecurity to Aotearoa.

There is a full partnership between Māori and the Crown that is recognised and gives expression to Te Tiriti o Waitangi. A collaborative approach is taken in respect to issues that affect both the Crown and Māori interests, particularly with regard to biosecurity.

Aotearoa has given effect to the United Nation's Convention on Biological Diversity, which is dedicated to promoting sustainable development internationally. Māori regularly engage with central government on Free Trade Agreement discussions with overseas trading partners. Aotearoa continues to have strong relationships with its trading partners who recognise and respect the role Māori have as tāngata whenua due to Māori participating in pre-border biosecurity promotion and system implementation with partner countries. International resources, such as capability networks, are leveraged and Aotearoa accepts and learns from international developments and emerging situations in relation to biosecurity.

The Waitangi Tribunal Claim for Wai 262 has resulted in government laws and policies to support kaitiaki relationships with taonga in the environment such as land, natural features, waterways, wāhi tapu, pā sites, and flora and fauna within iwi and hapū tribal areas. Decisions on bio-prospecting (the search, extraction, and examination of biological material) are made jointly by the Crown and tangata whenua and policies provide for kaitiaki participation in decision-making on bio-prospecting involving taonga species and traditional Māori knowledge. Kaitiaki also share in the benefits of bio-prospecting based on their taonga species or knowledge.

Contributing to the success of the biosecurity system is resilient rapid response infrastructure that is in place for any post-border incursions of pests and diseases. Pest management responses include an effective balance between social (engagement and behaviour change), science, mātauranga Māori technical advice, logistics and operations.

An empowered and fully resourced Parliamentary Commissioner for Biosecurity acts as a steward across the biosecurity system and provides regular reports and recommendations. The Commissioner has authority to make decisions to ensure that these recommendations are considered by the Government and implemented as necessary.

Aotearoa's biosecurity system takes a collaborative approach which encompasses all system participants while maintaining its effectiveness and integrity. The leadership and governance of the system has clearly defined roles, responsibilities and effective resource allocation. The success of the biosecurity system is supported with knowledge from various sources, including mātauranga Māori and other knowledge systems.



□ **Biodiversity**

By 2025, Aotearoa is a world leader in biodiversity restoration and protection programmes and projects. Biodiversity decline has halted and there are no extinctions due to pest or disease incursions or impacts. Biodiversity restoration has increased and rare indigenous species have been reintroduced on the mainland.

□ **Biosecurity system leadership and governance**

In 2055 a Ministry for Sustainability leads Aotearoa's national environment and conservation initiatives. Tikanga is embedded within the Ministry and capability for engaging with Māori is fully resourced. Responsibilities in the biosecurity system are clearly understood and implemented. Biosecurity sovereignty is maintained in the face of Free Trade Agreements. The working relationships between the Crown, tāngata whenua and regional authorities are effective in the management of the system. As a matter of course, kaitiaki work with central and local government on biosecurity matters and Māori mana motuhake is recognised as an intrinsic part of the biosecurity system. This includes the explicit consideration of Māori values in decision-making, in keeping with the 2003 *Tiakina Aotearoa Protect New Zealand Biosecurity Strategy for New Zealand*.

Māori are full partners with the Crown in the biosecurity system and are involved when the Government is planning, prioritising and implementing improvements to the biosecurity system. The role and values of Māori with regard to biosecurity are acknowledged throughout the system, including recognition of the longstanding historical role Māori have as kaitiaki of natural resources and the biosecurity system, including their knowledge of the environment and taonga species.

□ *Roles and responsibilities of those whose actions contribute to biosecurity risks*

The global population in 2055 is educated and informed on biosecurity matters. Aotearoa's population is engaged and aware of the importance of biosecurity and educational programmes on biosecurity are incorporated throughout the school curriculum.

Overseas visitors are aware of the importance of complying with biosecurity laws and understand the importance of these to Aotearoa's environment, economy, and culture. Travelers are educated about the risks of bringing in goods that potentially carry harmful pests and diseases. Whanau, new immigrants, scientists and all people returning to or visiting Aotearoa from overseas are aware of the potential risks and comply with biosecurity measures. In essence everyone who enters Aotearoa is an active and willing participant in the biosecurity system.

Māori economic initiatives are exemplars of quadruple bottom line success including responsible biosecurity management.

□ *Roles and responsibilities within biosecurity agencies*

In 2055, government imperatives are realised while recognising mātauranga Māori. Capacity and capability for mātauranga Māori me āna tikanga has been developed within and across all biosecurity agencies. The role of Māori with regard to biosecurity is recognised and acknowledged by biosecurity agencies within central and local government. Kaitiaki play an integral role in biosecurity and agencies regularly involve them in the development of laws, policies, programmes and initiatives.

Biosecurity agencies are fully resourced and supported to have internal capacity and capability to meaningfully engage with Māori and consider Māori perspectives on biosecurity matters. This capability is embedded within these agencies so Māori perspectives are an integral part of policy development.

National and regional pest management plans give effect to mana whenua pest management plans. Biosecurity is managed via fully resourced, regional/takiwā/rohe based, biosecurity management units, with knowledgeable kaitiaki working closely with central and local government to see that biosecurity outcomes are achieved and managed, locally and nationally.

There is information sharing across biosecurity agencies, including conveying responsibility for taonga species.

□ ***Role of the public / influence of media and social media***

By 2055 all New Zealanders are taking ownership and participating in managing Aotearoa's biosecurity system. All people at every level are knowledgeable and able to see pathways and processes to access and support a healthy, resilient biosecurity system. This extends to responsible animal (domestic and commercial/industrial) husbandry (e.g. microchips in domestic animals).

The general public is fully engaged with the environment, including reporting potential biosecurity risks. News and social media are used effectively so that the public is actively involved and owns biosecurity practice and values – for example, smart phone applications are used to immediately map biosecurity responses and offer a readily used tool for the public to identify pests they see.

□ ***Role of science and innovation***

In 2055, mātauranga Māori me ona tikanga is recognised as an important source of knowledge and information which adds value to the biosecurity system. To achieve this vision, actions have been taken to develop mātauranga Māori as a science discipline; Māori biologically-based economic and cultural resources are protected; and the relationship of Māori and their culture and traditions with their ancestral lands, waters, sites, wāhi tapu and taonga, is understood, respected, and maintained.

□ ***Skills and capability***

Mana whenua and Māori cultural authority are recognised as an intrinsic part of Aotearoa's biosecurity system. Māori involvement in biosecurity is meaningful and Māori values are explicitly considered in decision-making. Because mātauranga Māori me ōna tikanga is recognised as being able to add value to the biosecurity system, capacity and capability has been developed. Two-way capacity and capability has been built between Māori and other contributors so that parties understand their respective roles, responsibilities and perspectives. Additionally, kaitiaki are funded to partner in and provide their expertise in biosecurity responses.

□ ***The use of information and information systems***

Existing global information-sharing systems across the public service are utilised in involving Māori in strategies, plans, policies, processes, activities and incursion responses so that the correct people are contacted easily and the roles and responsibilities of all parties are clearly understood by all.

□ ***Prioritisation and decision-making***

By 2055, Māori perspectives are explicitly considered in decision-making criteria, and decisions made are founded on sound mātauranga Māori. Decision-making takes into account tikanga Māori and kaitiaki responsibilities of tāngata whenua. Māori have leadership roles in decision-making while ensuring that processes are agile and nimble.

□ *The regulatory system*

In 2055 kaitiaki work with central and local government on biosecurity management as a matter of course. This working relationship acknowledges the relationship of Māori and their culture and traditions with their ancestral land, waters, sites, wāhi tapu and taonga, as per the Biosecurity Act. By 2055 the Biosecurity Act also gives effect to Te Tiriti o Waitangi and implements the biosecurity-relevant recommendations of Wai 262 relating to conservation, taonga species and resource management. This effectively legislates for Māori values to be explicitly considered in decision-making criteria.



Appendix B

From: Tiakina Aotearoa Protect New Zealand

The Biosecurity Strategy for New Zealand, August 2003

Māori

Our biosecurity system must respond to the needs and aspirations of Māori. Understanding of Māori interests in biosecurity – the protection, sustainability and management of taonga for present and future generations – is pivotal to any effective relationship between Maori and the biosecurity agencies. Taonga are resources highly prized by Maori - including fisheries, indigenous flora and fauna and traditional food gathering areas on land, in rivers and in the sea.

Maori hold significant economic interests that are focused on primary production (spanning agriculture, horticulture, forestry, fishing, marine farming) and tourism so their interest in robust biosecurity is similar to any other producer. Maori cultural and social values and economic interests may favour particular solutions and disallow others. Maori, for example, may have specific issues with some methods of pest control, or concerns with the management of species such as the kiore (Polynesian rat) or a particular interest in marine biosecurity. The tradition of mahinga kai (food gathering systems) is pivotal to Māori culture so the loss of wetlands, pollution of waterways, introduction of exotic species and control of pests and weeds has particularly significant cultural and economic implications for them, not always adequately appreciated by the biosecurity agencies.

Maori are concerned at the lack of understanding by non-Maori of their customs and the value of traditional knowledge in managing indigenous species. Direct involvement by Maori in biosecurity decision-making processes would inform both biosecurity agencies and the wider community of Maori specific outcomes. Local iwi need to be involved in the protection of taonga. If taonga are threatened by incursions, kaitiaki (guardians) from local iwi can assist. Biosecurity agencies must have an ongoing process of review and responsiveness to Maori.

First Step 5

Identify ways to involve Māori in biosecurity issues and decisions, nationally and locally.

Expectations – Maori

3.	That the Chief Executive of MAF is responsible for developing a Maori responsiveness strategy for biosecurity agencies
4.	That capacity and capability is developed within the biosecurity agencies with specific training (specialist skills and knowledge) to ensure Maori are involved meaningfully
5.	That existing channels (under the Resource Management Act, Fisheries Act, District Health Boards or conservancies) are used in consulting on pest management strategies and during incursions
6.	That kaitiaki are invited to work with central government and regional councils on biosecurity matters
7.	That Maori values are explicitly considered in decision-making criteria

Appendix C

**Members of the Biosecurity 2025 Māori Focus Group
During 2015-2016**

Dr Amanda Black
Juliane Chetham
Gerry Coates
Iti Paenga
Glenice Paine
Maree Pene
Wood Waitangi
Dr Nick Waipara
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