Policy design lessons for ecosystem services: Including cultural ecosystem services through adaptive governance

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Outline

▪ Cultural services & adaptive governance
▪ Erosion Control Funding Programme (ECFP) context
▪ Methods: Gray literature and interviews (26 hapū, 52 non- hapū)
▪ Results: ECFP assessment vs adaptive governance principles
▪ Conclusions: Policy design lessons.
Cultural ecosystem services. The non-material benefits people obtain from ecosystems.

Cultural
Social
Spiritual
Land (whenua)

Identity
Whakapapa

Erosion is a symptom
Overcoming complexity through dialogue and sharing resources and power in decision making (Barnard 2017).
Effective leadership and monitoring

Attention to socio-ecological & governance context

Community empowerment & building capabilities

Identify future & current local leadership, skills & resources

Connect people & systems

Common aspirations

More ... From Adaptive to Anticipatory
Whatatutu

Tarndale and Mangatu slip

GoogleEarth: https://www.youtube.com/watch?v=pNRfjDZRNTM
Historical context leading to ECFP

Before colonisation
- Fluid boundaries
- Use rights: participation, relationship

During colonisation
- Land alienation
- Acquisition
- Confiscation
- Fragmentation

Before settlement
- TTW Act 1993
- Land inc. & trusts: no trust in Maori to manage own land (Coombes 2003)

Settlement

NZ Context

- 1840 – Treaty of Waitangi – lost in translation

<table>
<thead>
<tr>
<th></th>
<th>English version</th>
<th>Māori version</th>
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<tbody>
<tr>
<td>British Crown</td>
<td>Absolute sovereignty</td>
<td>Kāwanatanga (limited government)</td>
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<tr>
<td>Māori</td>
<td>full, exclusive and undisturbed possession over their land and resources</td>
<td>Te tino rangatiratanga (full chieftanship)</td>
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ECFP Context: Cultural I

**Tino rangatiratanga**
- sovereignty & control

**Mana whenua**
- right to determine own affairs → territory

**Mana tangata**
- right to organise as they see fit through benefits of whakapapa
Weaving the Korowai Regional Forum
16-17 April 2018
Gisborne

Understand VISION

Ingredients

Repin Whanau
Bella & Rehania Parangi

Tamariki

Waiapu again

Waipu river

Culture

Health of river

Spiritual importance

Water monitoring

Solutions

No littering!

Tidy kiwis

Organic farming

Local employment

Sustainability

Charcoal for tattoos

Medicinal hemp

Hokianga

Need for crop production

Local employment

Organic farming

Charcoal for tattoos

Hokianga

MEDICINAL HEMP

HOKIANGA

SUGAR CANE

HOKIANGA

SUGAR CANE

SUGAR CANE

SUGAR CANE
1. Attention to the socio-ecological and governance context

- **Covenant** requirement of 50 years to avoid deforestation
  - Introduced in 2005, reduced Maori participation (no flexibility)
  - Removed in 2014.
- ECFP focused on technical aspects and bypasses holistic nature of Ngāti Porou relationship with their land and causes and impacts of the East Coast erosion problem

… [*T]hat’s what the restoration is in the larger sense. It’s not the restoration just of the physical landscape. It’s actually our people, of our knowledge, and our way of doing things. (Hapū interviewee, 2016).
2. Facilitating community empowerment and capacity building

- ECFP = tribal revitalization?, self determination (Kapua in Cocklin and Wall 1997, 155)

- Retain control of land and forestry operations:
  - Ngāti Porou Whanui Forests (NPWF) joint venture with Tasman Forestry Ltd.
  - BUT…Clearance of scrubland is against Forest Accord
  - Most of Ngāti Porou land is on scrubland
  - Environmental groups: “ECFP violate the Accord”. Tasman Forestry left joint venture.
Not quite there…

- Originally, ECFP funded retroactively

  …You have to pay for everything and just hope and pray that they survived so you would get back the money. It was all retrospective. For want of better words, that only worked for the really big rich farms that were never supposed to be why the fund was set up in the first place …. (Hapū interviewee, 2016).

- …Revisions came 6 years into ECFP, even when Ngāti Porou’s lack of capital was acknowledged as a barrier from the outset (PCE, 1994).

- Lack of information of when to plant, how to plant, etc. (Hapū interviewee).
  - Recent efforts (2018) through field days
  - Ngāti Porou ECFP relationship manager (mid 2014)
3. Effective leadership and monitoring

- New partner: Hansol Forem – Korean company
- Reiteration of Ngāti Porou’s *mana* (prestige) after being ‘dictated to’ by the environmental groups in the New Zealand Forest Accord (Mahuika in Cocklin and Wall, 1997, 158).
- Ngāti Porou coordinator to increase Māori enrolment: MPI (2017) notes some success BUT…
- **Barriers** to engagement within multiple owned Māori blocks: requires land incorporations and trusts.

I think there has been a lot of confusion of the actual grant scheme itself. No one has really been clear on what it looks like and what it would achieve. They will say it is erosion control when in fact that doesn’t mean anything for whanau (extended family) (Hapu interviewee, 2016.).
1990

1991 New Zealand Forest Accord

1992 East Coast Forestry Project starts

1994 PCE Review: 'clear goals, stakeholder involvement & integrated approach'

1998, 2000: Review

Lobby against scrub clearance guidelines in ECFP

1990-1995

1995

2000 Objectives revised to focus on 'sustainable land management'; afforestation expanded to non-commercial trees species & natural regeneration

2000

2005

2006 Changes from tender to grants; gully planting; 50-year land covenants

2005 ECFP review: 'increased flexibility & smoother implementation but insufficient uptake and complex tender process'

2005

2010

2016 ECFP reviewed by MPI: upfront funding & extension of the land categories eligible for funding

2010

2014 Removal of covenant requirement, earlier payments to grantees, increased planting flexibility

2014

2017 ECFP expanded to include community projects

2017

2015

2011 Review of ECFP & afforestation programmes

2012 ECFP reviewed - covenant key obstacle to uptake

Slow speed?

ECFP timeline

Monitoring

Political context

ECFP review

Key changes to ECFP

1990-2017

Lobby against scrub clearance guidelines in ECFP

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High levels of real or perceived **distrust** in the East Coast region:

*To me, I look at MBIE and MPI and everyone is all about how do we generate and utilize unproductive Maori land? Well, the reality is it is not your Maori land to have a say over and care for. What we need from places like that is support in terms of resources, not only financial but the science stuff as well* (Hapū interviewee, 2016).
Conclusions: Lessons for afforestation policy design

1. **Meaningfully include** Maori landowners’ aspirations, values and assets in **policy design** that accounts for the quadruple bottom-line (social, cultural, economic and environmental).

2. Pay close attention to the **local context**, power relationships, equity issues and history to remove early barriers to afforestation.

3. Increase the **capacity** of Maori to participate in decision-making processes through **access** to science, brokers and connectors, supporting local leadership and incentivizing learning between different groups.

4. Faster feedback loops: Shortening the period between policy review and policy changes, making the **learning** process more agile and effective.
   - Tino rangatiratanga: mana whenua, mana tangata.


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Prosperity from trees Mai i te ngahere oranga

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