

Rt Hon Jacinda Ardern
Minister for Arts, Culture and Heritage
Strengthening Kaupapa Waka Hourua
March 2020

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Title: Strengthening Kaupapa Waka Hourua – Tuia te Hau Kōmaru

Author: Ministry for Culture and Heritage

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Title: CAB-20-MIN-0010 Cabinet Minute of Decision Strengthening Kaupapa Waka Hourua – Tuia te Hau Kōmaru

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- 9(2)(f)(iv) to maintain the current constitutional conventions protecting the confidentiality of advice tendered by Ministers and officials
- 9(2)(g)(i) to maintain the free and frank expression of opinions by and between Ministers and officials

In Confidence

Office of the Minister for Arts, Culture and Heritage

Chair, Cabinet

Strengthening Kaupapa Waka Hourua – Tuia te Hau Kōmaru

Proposal

1. This paper seeks agreement to provide \$1.500 million over two years from the Prime Minister's Emerging Priorities Fund to establish a National Body to develop a strategy to make kaupapa waka hourua¹ sustainable and ensure the knowledge survives. The funding would also support some additional waka hourua activities that would take place while the strategy is being developed to build on the momentum created by Tuia 250.

Background

2. This paper follows the Prime Minister's announcement on 17 December 2019 at the closing pōhiri for Tuia 250 that she had sought advice on how the Government can support kaupapa waka hourua.
3. Waka hourua are double-hulled waka designed to travel great distances across Te Moana Nui a Kiwa. Waka hourua are distinct from waka taua (war canoe) and waka ama (out rigger canoe), which are both in-shore vessels.

Traditional Pacific and Māori Voyaging

4. Over the last 30 years a small number of navigators, kaihautū (leaders), their whānau and communities across the Pacific have led the revival of kaupapa waka hourua in New Zealand and across Te Moana-nui-a-Kiwa (the Pacific Ocean).
5. Recognised as an almost extinct cultural practice, the renaissance of Pacific and Māori waka voyaging is part of a story of cultural survival, restoration and reconnection with whakapapa relationships and voyaging traditions across the Pacific. Waka voyaging and traditional navigation, highly specialised and valued cultural practice and art forms, are at risk. Without significant support there is a real risk that the efforts of Tā Hekenukumai Busby and others could be lost within a generation.
6. Waka and voyaging lie at the heart of Māori arrival and foundation traditions and are central to the way Māori identify and organise themselves. They are inextricably linked to whakapapa, tikanga and New Zealand's wider settlement history.

¹ For the purpose of this paper kaupapa waka hourua refers to traditions, mātauranga and practices related to waka hourua (double hull sailing canoes), voyaging and traditional navigation.

7. The positive contribution waka voyaging can make to New Zealand includes strengthening cultural identity, enhancing social cohesion, increasing options for skills and training development (youth). A strong and sustainable kaupapa waka hourua will enhance connection with the wider Pacific community and provide a tangible means of maintaining commitments to the Tuia legacy - noting this is more than just voyaging.

Tuia – Encounters 250 (Tuia 250) revealed the value of kaupapa waka hourua to all New Zealanders and our connection to Pacific traditions

8. The waka hourua and Tahitian va'a were vital to the success of Tuia 250. They enabled an improved understanding of New Zealand's heritage and place in the Pacific and were able to facilitate some challenging conversations around national identity.
9. Throughout the Tuia voyage, communities sought the involvement of the waka. They fostered inter-iwi relationships, engaged all people of New Zealand, and demonstrated the extensive blue water sailing and navigation capability, innovation, skill and knowledge held by Māori and Pacific voyagers.

Barriers exist to waka voyaging sustainability that could lead to its demise

10. There are several barriers to the sustainable development and progression of waka voyaging.

Traditional navigation capability and capacity issues

11. With the passing of Tā Hekenukumai Busby in 2019 there are now only nine recognised Pwo (Pō) navigators² in the revival of traditional voyaging and non-instrument navigation across the Pacific. Only two of these leaders reside in New Zealand: John (Jack) Thatcher, and Piripi Smith.
12. Seven to eight years of training are required before a navigator can be considered for induction as a Pwo. Retaining capability in traditional navigational mātauranga in New Zealand will require commitment by individuals and resources at an institutional level.

Gaps in the governance and management of Waka Voyaging Trusts

13. There are currently five active voyaging trusts taking care of kaupapa waka hourua in New Zealand. Between them the Trusts look after six working waka hourua. Trusts generate income through commercial sailing opportunities and seek sponsorship and philanthropic support. Some receive funding through their iwi, however, most rely on significant volunteer labour and financial support.
14. Like any vessel, waka require annual investment in maintenance and accommodation (berths), and crew need ongoing training and professional development.

² Recognised leaders and teachers of the traditional way of waka and navigation.

15. While there are some government funding avenues (e.g. Creative New Zealand for project based work) all active voyaging trusts in New Zealand struggle financially and need capacity building support to ensure their long-term sustainability.
16. The voyaging trusts have grown from strong volunteer foundations and need support to further develop their governance and management capacity. Sustainable options for the future might include consolidating resources and operating collectively where appropriate.
17. The lack of a viable professional career pathway (i.e. salaries and wages for current and future waka sailors and navigators), means the value of succession planning, and intergenerational knowledge sharing is uncertain. Without direct financial support waka practitioners must earn their living by other means and make significant personal effort and contribution to keeping the kaupapa alive.

The full potential of Waka Voyaging Mātauranga is not currently realised

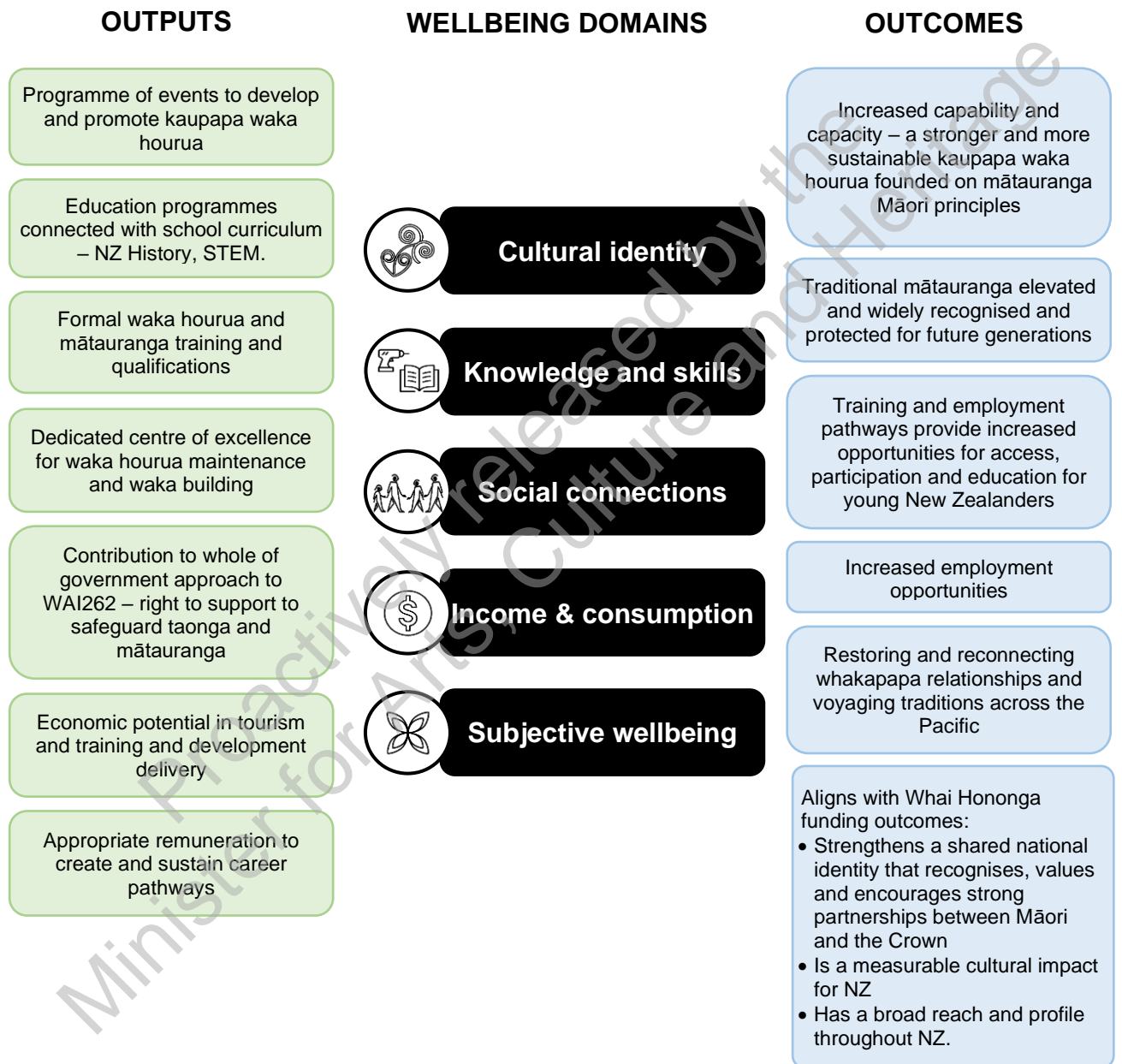
18. Kaupapa waka hourua struggles with a lack of recognition and understanding of its full potential. In addition to Māori language and traditional mātauranga and cultural practices, waka sailors and navigators develop skills and knowledge in sciences, technology, engineering and mathematics (STEM), innovation, safety, teamwork and leadership.
19. To support paid professional career pathways there is a need for formal training and qualifications. A waka hourua mātauranga training programme and qualification that recognises waka sailing knowledge and practice, including traditional non-instrument navigation, could be developed to align with the existing maritime qualification regime.
20. Voyage education programmes are currently delivered to communities throughout New Zealand by waka hourua voyaging trusts. Collectively, these programmes engage approximately 100,000 children, young people and their whānau each year. Although there is a strong appetite for these education programmes in schools and communities, they continue to be poorly resourced and rely heavily on volunteers and donations from participants and communities. There is potential to introduce a whakapapa approach to the teaching of New Zealand history through waka education programmes.

Limited national coordination hampers current waka operations, including community outreach

21. Waka traditions have varying degrees of support and coordination in New Zealand. There are national coordinating bodies for waka taua or war canoe (Ngā Waka Federation of Toi Māori Aotearoa) and waka ama or outrigger canoe (Ngā Kaihoe o Aotearoa/Waka Ama New Zealand) but no current national coordinating body for waka hourua.
22. Collaboration and co-operation to achieve mutually desirable goals is evident but vulnerable to the pressures of local and waka specific plans and priorities. There is an ever-present risk of competing interests hampering progress as individual trusts all seek funding and capability from the same limited sources.

Tuia te Hau Kōmaru aims to lead kaupapa waka hourua revitalisation at a national level

23. Tuia te Hau Kōmaru is the name given to this initiative to strengthen waka hourua to become more sustainable. Some initial thinking by a small group of waka leaders has been mapped against wellbeing domains to present a preliminary concept. With further work this concept could be developed to a point where Ministers can consider options for potentially supporting a kaupapa waka hourua programme.



24. The funding sought in this paper would support two workstreams: developing the concept and business case for future investment and supporting voyage events and activities alongside the concept development. Together, these workstreams will contribute to revitalising Māori Crown relationships.

Developing the Concept

25. The Minister for Māori Crown Relations Te Arawhiti has approved \$250,000 of the remaining Whai Hononga – Supporting Significant Māori Crown events funding (Whai Hononga) for 2019/20 be dedicated to support Tuia te Hau Kōmaru, subject to a successful application for the funding.
26. Manatū Taonga and the Office for Māori Crown Relationships – Te Arawhiti will work together to support Tuia te Hau Kōmaru.
27. Manatū Taonga will work with the waka leaders across New Zealand (including those involved with the Tuia voyage) to establish a National Body. Te Arawhiti will work with the National Body to prepare and submit a Whai Hononga funding application for the \$250,000 dedicated to support Tuia te Hau Kōmaru.
28. The National Body, with support from officials, will take on the task of fully developing the scope of Tuia te Hau Kōmaru by June 2020. This will require consultation and engagement with multiple stakeholders including (but not exclusive to) iwi, government and other agencies, waka voyagers in other parts of the Pacific, local communities, other waka coordinating bodies and Tuia participants.
29. With a clear scope established, funding from the Prime Minister’s Emerging Priorities Fund would enable the National Body to:
- 29.1. consult with all relevant stakeholders including the waka hourua and wider waka community, iwi, relevant Māori and Pacific groups, and third parties that may wish to support the kaupapa (e.g. philanthropists);
 - 29.2. develop a strategy to establish outcomes sought, high-level goals, and preferred approaches to revitalise the waka hourua tradition in New Zealand, underpinned by a needs analysis;
 - 29.3. commission the development of a business case to identify the ways to implement the strategy and present possible options (these would be scalable).

30. [REDACTED]
9(2)(f)(iv)
[REDACTED]
[REDACTED]
[REDACTED]

Fund to support waka hourua voyage events and activities

31. To maintain momentum in communities and voyaging trusts outside the formal strategy planning process, Tuia te Hau Kōmaru will also support initiatives where budget and resources permit e.g. waka hourua event(s). This would also be an input

into the stakeholder engagement process. It is recommended up to \$250,000 (of the \$1.500 million) is made available for waka hourua voyage events and activities in each of the financial years 2020/21 and 2021/22. A report to joint Ministers will be provided on how any decisions will be made as to the allocation of this funding.

Monitoring and reporting requirements

- 32. Should you agree to start work on Tuia te Hau Kōmaru, discussions would take place between the relevant agencies and ministers on how the project would be managed.

Risk management

- 33. [Redacted] 9(2)(g)(i)
- 34. [Redacted] 9(2)(g)(i)
- 35. [Redacted] 9(2)(f)(iv)
- 36. [Redacted] 9(2)(g)(i)
- 37. [Redacted] 9(2)(g)(i)

Consultation

- 38. The Office for Māori Crown Relations – Te Arawhiti were consulted. Te Puni Kōkiri and Ministry of Education have been informed and will be consulted as part of developing this initiative with Manatū Taonga, The Office for Māori Crown Relations – Te Arawhiti and national waka leaders.
- 39. Other agencies will be approached to contribute and participate in delivering the desired outcomes of this initiative, such as Ministry for Pacific Peoples, Ministry of Youth Development, Ministry of Justice, Department of Corrections, Sport New Zealand and Creative New Zealand.

Financial Implications

40. Subject to agreement of the recommendations of this paper, the Ministry for Culture and Heritage will draw down \$1.500 million from the Emerging Priorities Fund. Expenditure against this draw down will support strategy development and a business case to provide clear guidance on delivery of Tuia te Hau Kōmaru as well as providing up to \$500,000 funding for waka hourua voyaging events and activities.
41. Te Arawhiti will provide \$250,000 of the remaining Whai Hononga – Supporting Significant Māori Crown events funding (Whai Hononga) for 2019/20 be dedicated to support Tuia te Hau Kōmaru.
42. [REDACTED] 9(2)(f)(iv) [REDACTED]
[REDACTED]
[REDACTED]

Legislative Implications

43. There are no legislative implications to this paper.

Impact Analysis

44. An impact statement is not required.

Human Rights, Gender Implications and Disability Perspective

45. Tuia te Hau Kōmaru would contribute positively to New Zealand's obligations under international human rights instruments. For example, it is consistent with Article 11 of the United Nations Declaration on the Rights of Indigenous Peoples which says indigenous peoples have the right to practise and revitalise their cultural traditions and customs. This includes the right to maintain, protect and develop the past, present and future manifestations of their cultures. Article 13 states that indigenous peoples have the right to use their languages, oral traditions and literatures, and that the State shall take effective measures to protect this right.

Publicity

46. An announcement will be made during Waitangi celebrations in February if funding is confirmed. The outcomes of Cabinet's consideration of these proposals will be communicated to key stakeholders, who may choose to comment publicly on these outcomes.

Proactive Release

47. The paper will be released at an appropriate time following announcements.

Recommendations

The Minister for Arts, Culture and Heritage recommends that the Committee:

1. **note** waka hourua voyaging and traditional navigation, highly specialised and valued cultural practice and art forms, are at risk;

2. **note** the positive contribution waka voyaging can make to New Zealand includes strengthening cultural identity, enhancing social cohesion including the wider Pacific community, increasing options for skills and training development (youth) and provide a tangible means of maintaining commitments to the Tuia legacy;
3. **note** the Minister for Māori Crown Relations Te Arawhiti has approved \$250,000 of the remaining Whai Hononga – Supporting Significant Māori Crown events funding for 2019/20 be dedicated to support Tuia te Hau Kōmaru;
4. **agree** to draw down \$1.500 million from the Emerging Priorities Fund for the purposes of establishing Tuia te Hau Kōmaru which will:
 - 4.1 give recognition to the cultural significance and importance of waka hourua voyaging and traditional navigation;
 - 4.2 reduce barriers to the development and progression of waka hourua voyaging to ensure kaupapa waka hourua is sustained for future generations;
5. **approve** the following changes to appropriations to give effect to the decisions in recommendation 4 above, with a corresponding impact on the operating balance and net core Crown debt:

	\$m – increase/(decrease)				
	2019/20	2020/21	2021/22	2022/23	2023/24 & Outyears
Vote Arts, Culture and Heritage					
Minister for Arts, Culture and Heritage					
Departmental Output Expense:					
Heritage Services (funded by revenue Crown)		0.750	0.750	-	-
Total Operating	-	0.750	0.750	-	-
Total Capital	-	-	-	-	-

6. **agree** that the expenses incurred under recommendation 5 above be charged against the Emerging Priorities Fund established as part of Budget 2016;
7. **note** up to \$500,000 (of the \$1.500 million) will be made available for waka hourua voyage events/activities;
8. **note** a report will be provided to joint Ministers on how any decisions will be made as to the allocation of funding noted in recommendation 7;
9. **invite** the Minister for Arts, Culture and Heritage to work with the Minister for Māori Crowns Relations Te Arawhiti, Minister of Māori Development and other Ministers as appropriate.

Authorised for lodgement

Rt Hon Jacinda Ardern

Minister for Arts, Culture and Heritage



Cabinet

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Strengthening Kaupapa Waka Hourua - Tuia te Hau Kōmaru

Portfolio **Arts, Culture and Heritage**

On 28 January 2020, Cabinet:

- 1 **noted** that waka hourua voyaging and traditional navigation, highly specialised and valued cultural practice and art forms, are at risk;
- 2 **noted** that the positive contribution waka voyaging can make to New Zealand includes:
 - 2.1 strengthening cultural identity;
 - 2.2 enhancing social cohesion, including the wider Pacific community;
 - 2.3 increasing options for skills and training development (youth);
 - 2.4 providing a tangible means of maintaining commitments to the Tuia legacy;
- 3 **noted** that the Minister for Māori Crown Relations: Te Arawhiti has approved \$250,000 of the remaining Whai Hononga – Supporting Significant Māori Crown events funding for 2019/20 to support Tuia te Hau Kōmaru;
- 4 **agreed** to draw down \$1.500 million from the Emerging Priorities Fund for the purposes of establishing Tuia te Hau Kōmaru, which will:
 - 4.1 give recognition to the cultural significance and importance of waka hourua voyaging and traditional navigation;
 - 4.2 reduce barriers to the development and progression of waka hourua voyaging to ensure kaupapa waka hourua is sustained for future generations;

- 5 **approved** the following changes to appropriations to give effect to paragraph 4 above, with a corresponding impact on the operating balance and net core Crown debt:

	\$m – increase/(decrease)				
	2019/20	2020/21	2021/22	2022/23	2023/24 & Outyears
Vote Arts, Culture and Heritage Minister for Arts, Culture and Heritage					
Departmental Output Expense: Heritage Services (funded by revenue Crown)		0.750	0.750	-	-
Total Operating	-	0.750	0.750	-	-
Total Capital	-	-	-	-	-

- 6 **agreed** that the expenses incurred under paragraph 5 above be charged against the Emerging Priorities Fund established as part of Budget 2016;
- 7 **noted** that up to \$500,000 (of the \$1.500 million) will be made available for waka hourua voyage events/activities;
- 8 **noted** that a report will be provided to joint Ministers on how any decisions will be made as to the allocation of funding noted in paragraph 7 above;
- 9 **invited** the Minister for Arts, Culture and Heritage to work with the Minister for Māori Crowns Relations: Te Arawhiti, the Minister of Māori Development and other Ministers as appropriate on these matters.

Michael Webster
Secretary of the Cabinet

Hard-copy distribution:

Prime Minister
Deputy Prime Minister
Minister for Maori Crown Relations: Te Arawhiti
Minister for Maori Development