Community and Indigenous Involvement using Discursive Democracy Principles

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COMMUNITY AND INDIGENOUS INVOLVEMENT USING DISCURSIVE DEMOCRACY PRINCIPLES

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• Development of a collaborative governance approach to implementation of a water strategy
• Use of discursive democracy principles to integrate community and indigenous views
• Problem of representative democracy and formal regulatory processes to make decisions
• New paradigm of collaborative governance with Zone Committees
• Representation of “discourses” for deliberative democracy
• Constellation of discourses for Canterbury water management
• Zone Committee appointment process
• Operation and outcomes of Zone Committees
• Existing and future development needs to be compatible with strategy
• Significant increase in irrigation
• Beneficial to the economy
• Sustainability limits of water availability reached
• Cumulative effects of land use intensification on water quality
• Water management highly contentious

Growth in Dairying

Nitrate Nitrogen

Red: exceeds drinking water standard
Blue: background levels
DECISION MAKING DIFFICULTIES

• Regional council evenly divided into pro-development and pro-environment camps
  - decision making based on representative democracy was problematic
• Impact assessment was litigious and adversarial
  - most significant decisions were appealed to the Environment Court
  - community was divided on further water resource development
STRATEGIC APPROACHES

• Initial investigations focused on water storage to meet irrigation demand

• Community opposition to storage and further land use intensification

• Shift to strategy development based on nested adaptive systems and collaborative governance

• New governance structure established for preparation of implementation programmes based on principles of deliberative democracy

• Ten Zones identified for the preparation of Zone Implementation Programmes
DISCOURSE REPRESENTATION IN DELIBERATIVE DEMOCRACY

• For decision making all relevant “discourses” should be represented
  - discourses relate to different perspectives on an issue

• Different from Representative Democracy
  - elected officials representing people from a defined territory, making decisions on their behalf
  - election processes do not ensure all discourses are represented
  - affected parties in water management can be difficult to define spatially

• Achieving Deliberative Democracy
  - map the constellation of discourses relevant to the issue
  - determine which individuals best represent the discourse
  - design deliberative institution as part of the architecture of government

Source: Dryzek and Niemeyer 2008
DISCOURSES FOR WATER MANAGEMENT IN CANTERBURY

• Initial focus on increasing water availability to meet future irrigation demand

• Stakeholder engagement and community consultation in collaborative strategy development also identified:
  - drinking water
  - energy security and efficiency (for hydro power)
  - water use efficiency
  - contribution to regional and national economies
  - ecosystem health and biodiversity
  - natural character of braided rivers
  - recreational and amenity opportunities
  - environmental limits
  - kaitiakitanga (Māori stewardship)

Source: Canterbury Water Management Strategy 2009
ZONE COMMITTEE APPOINTMENT PROCESS

• Selection Panels of council representatives

• Applicants not only required to provide background and experience but also:
  - personal philosophy in relation to water
  - self assessment of perceived acceptability to other stakeholders
  - interview included presentation on how they would work collaboratively

• Selection Panels had to have regard for the collective experience, skills and interests of proposed members
  - skills and experience to develop quality implementation programmes
  - reflect the various interests of the Zone
  - have leadership and governance experience for collaborative decision making

• Proposed committee membership circulated to stakeholder groups for comment

Source: Canterbury Water 2010
INDIGENOUS MEMBER SELECTION PROCESS

• Need to represent indigenous approach to water management in Zone Committees

• Place on Zone Committee for each rūnanga with territory in the Zone

• Selection of rūnanga representative was made by the rūnanga itself

Rūnanga are Māori groupings centred on whanau (family) and hapu (sub-tribe) of marae (tribal meeting place) based communities.
OPERATION OF ZONE COMMITTEES

• Purpose:
  - facilitate community involvement in Zone Implementation Programme
  - monitor progress of ZIP implementation

• Operating philosophy:
  - give effect to principles and targets of the Water Strategy
  - be culturally sensitive
  - apply *Ki uta ki tai* (from the mountains to the sea)
  - work to support the region
  - consider and balance different interests
  - contribute perspective but not promote a particular interest group
  - promote philosophy of integrated water management
  - seek consensus in decision making

Source: Canterbury Water 2010
OUTCOME OF ZONE COMMITTEE PROCESSES

• Implementation Programmes prepared for the ten Zones
  - non-statutory but have guided statutory plans and water initiatives
  - work in progress: much still to be done

• Instrumental in resolving contentious issues
  - example of proposed storage on Hurunui River
  - Committee proposed alternative of tributary storage with diversion from Hurunui River
  - maintained fish habitat and whitewater rafting values

• Increased involvement of Māori in water governance and management
  - example of Whakaora Te Waihora
  - restoration programme for lake with high cultural significance
CONCLUSION

• Change in water management paradigm
  - from representative democracy to deliberative democracy
  - from reliance on formal regulatory processes to informal collaborative processes

• Change in Outcomes
  - progress towards sustainable water management
  - reduction in community conflict
  - greater involvement of indigenous people
  - but still significant work to be done

Zone Committee inspecting wetland rehabilitation
Let’s continue the conversation!
Post questions and comments via chat in the IAIA21 platform.

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