

LITMUS

**Research into partnership  
approaches for transition planning:  
Learning from the Taranaki 2050  
Roadmap process**

Prepared for:  
Ministry of Business, Innovation and Employment  
Hīkina Wakatutuki  
24 February 2021

# Contents

- Executive summary 3
- Research purpose and method 7
- Just transitions and the JTU 9
- The just transition planning process in Taranaki 13
- The role of the JTU in supporting low emission transitions 18
  - The role and support of the JTU in the transition planning 18
  - The value of the JTU in the transition planning process 23
  - The JTU's engagement with iwi in the transition planning 24
  - The JTU has a role in advocating for an equity focus in 'just' transition processes 28
- Conclusions 30
- References 32
- Appendix: Research method 35

# Executive summary

This report presents the independent research findings into the partnership model adopted by the Just Transition Unit (JTU) in its first partnership role.

## **Aotearoa is transitioning to a low emissions economy by 2050**

Aotearoa has committed to the Paris Agreement and international initiatives to respond to climate change. The Government is using a just, equitable and inclusive approach to transition, involving multiple agencies across sectors to work collectively to identify pathways to transform the economy and support new opportunities (MBIE, 2019). Within Aotearoa, just transitions are framed by Te Tiriti o Waitangi and the Crown and iwi partnership.

## **In May 2018, the Just Transitions Unit (JTU) was established in MBIE**

The role of the JTU is to help shape and support the transition process to a low emissions economy. Taranaki is the JTU's first regional transition, following the Government's 2018 decision to end further offshore oil and gas exploration. In 2019, the JTU became the Just Transitions Partnerships (JTP)<sup>1</sup>; an operational group partnering with affected people, places, and regions in the immediate term (i.e., less than five years).

## **Qualitative research was completed to inform the work of the JTP**

The Ministry of Business Innovation and Employment (MBIE) commissioned qualitative research to learn from the Taranaki planning phase about the role and work of the JTU and then JTP. The research findings will inform future partnership approaches with other regions, places, communities, or sectors, and the ongoing transition in Taranaki. Between November 2019 and January 2020, 31 stakeholders were interviewed from central and local Taranaki government, NGOs, community, union, iwi, and business.

## **The JTP has a valued role in Taranaki transition planning processes**

A multi-sector Taranaki Transition Lead Group and an operation group of Venture Taranaki, supported by the JTP, enabled the Taranaki transition planning process. These stakeholders described the JTP as a partner, reflecting their open communication, complementary skills, and flexing to offer resources to meet agreed timelines. Other stakeholders had little visibility of the JTP in the planning process as Venture Taranaki fronted the regional engagement. JTP's low visibility in this respect was important in emphasising regional autonomy.

---

<sup>1</sup> The body of the report refers mainly to the JTU. In the summary, we have referred to the JTP recognising the work of this team will be informed by the research findings.

Without the JTP's support, the region would not have been able to deliver the regional vision and transition actions within a short time.

### **JTP's role evolved through the Taranaki transition planning process**

The JTU and then JTP refined their role through working with stakeholders in the Taranaki region across the planning phases of establishment, co-design of the vision and developing the action plans. The intensity of work for the JTU, and then JTP, varied across the stages of the transition process. The role of the JTP continues to evolve with the completion of the action plans. The JTP acknowledged estimating the level of resource and time needed to support the transition planning process had been challenging as the process evolved and responded to short time frames.

The JTP role expanded beyond its original intent to incorporate the following focus areas:

- Resourcing, both people and finance, including the JTP team enabling applications for funding to do the co-design, offering operational support in the co-design process, and linking the region to funding sources to implement the action plans
- Advocacy, including the development of an inclusive engagement process
- Networks and connections, including other government agencies and subject experts contributing to the co-design process
- Advising, including providing information to central government and Ministers about transition insights and progress, and legislation and policies to enable the transition.

### **The Taranaki transition planning offers important lessons for future transitions and Taranaki's ongoing implementation journey**

To effect change, openness to learning and adaptation is essential for the JTP and transition partners. The Taranaki transition planning process was complex, emergent, and fast-paced, and offers the following lessons for JTP's future transition partnership work and ongoing work with Taranaki.

#### **Having a strong foundational partnership with iwi**

Relationships with iwi and promotion of their aspirations is an important element in the JTP's role of advocating for meaningful participation of regional partners (Cabinet Economic Development Committee, 2019). As part of a Crown agency, the JTP has a responsibility to uphold Te Tiriti o Waitangi obligations. When engaging in transitional processes, the JTP can directly partner with Māori and iwi. JTP can enable Māori participation through advocacy and funding. JTP can influence and support local community partners to use tikanga Māori processes.

## **Establishing regional partnerships and balancing local autonomy with the national perspective**

Transition planning processes are enabled by trusted partnership-based relationships at multiple levels and across sectors (OECD, 2019). When lead-in times are short, using existing networks enables a fast way for the JTP to connect into regions, while seeking to build wider connections across the diversity of stakeholders in the region. The JTP also faces the tension of navigating between enabling local autonomy in the transition planning processes and central government policy drivers.

## **Having effective leadership and operational structures**

Cross-sectoral and multi-stakeholder leadership and a multi-skilled operational structure enabled the Taranaki transition planning process. In other contexts, the JTP needs to understand the capability and capacity of regional leadership and backbone structures to establish partnerships and enable collective action.

## **Collectively creating a shared and long-term transition vision**

Transition planning to a low emission economy is effective when guided by a shared vision and long-term strategy developed by the diversity of stakeholders in a region (OECD, 2019). Advocacy, resourcing and supporting collective and inclusive co-design processes are important considerations and the responsibility of all partners in transition planning processes.

## **Advocating for an equity lens to foster inclusion in a just transition**

The JTP has a critical role in supporting regional partners to establish a shared view of what a just transition means within their local context. The JTP can advise on diversity and inclusion strategies for community engagement. The JTP can guide on the application of an equity lens at all levels from developing a shared vision to implementing action plans.

## **Having sufficient resource allocation and managing partners' expectations**

Transition planning processes done well require sufficient resources and time for an intensive co-design process. A strength of the JTP's contribution was providing the needed capacity and capability to support the visioning and action planning process in Taranaki. However, the JTP was challenged by the intensive nature of work and the amount of resource required. In future transitions, the JTP needs to ensure adequate resources are available for the work and the region's conditions. The JTP needs to proactively manage partners' expectations of their role and ensure sufficient resources are available across the transition phases.

## **Clarity of communications and effectively negotiating tension points**

Partnerships are a foundational aspect of regional transitions to a low emission economy. Effective partnership processes increase reach, buy-in, implementation and ultimately success (Crimeen et al., 2017). For the JTP, the quality of connections and communication is

central to having effective partnerships and is one of the conditions necessary to enable system change (Kania et al., 2018). The JTP also needs to facilitate challenging conversations with regional partners where central government or regional partners hold differing perspectives to seek to reach a shared agreement or direction going forward.

### **Sustaining communication and engagement to maintain momentum**

Supporting communication to the range of stakeholders about the community's undergoing transition is essential to maintain awareness and support. When other pressing priorities and unanticipated events (e.g., COVID-19) arise that are more immediate, retaining commitment across stakeholders to a longer-term transition becomes more challenging.

### **Working efficiently and avoiding repetitive activities**

When developing a transitional strategy and action plans, stakeholders' voluntary time needs to be respected and used efficiently to retain their ongoing commitment. In future transition planning processes, each transition phase needs clear objectives, and build on work already completed without unnecessary repetition.

### **The JTP needs to be agile, based on a principles-based way of working**

Working on future transitions to a low emissions economy is complex and will require the JTP to be agile and adaptive to respond to partners, the stage of the transition, and wider environmental impacts (e.g. COVID). The JTP needs to balance being responsive with being strategic and principled in their actions.

We identify the following draft principles to ground how the JTP approaches an agile way of working in transition processes:

- Lead with Te Tiriti o Waitangi
- Apply an equity lens
- Work in partnership relationships
- Transparent and open communication
- Courage to challenge and disrupt.

# Research purpose and method

## The research purpose is to gain insights to refine and strengthen the JTU's role in regional transitions

MBIE commissioned Litmus to undertake qualitative research to learn from the Taranaki experience about what to consider when designing, implementing and supporting partnership approaches with other regions, places, communities or sectors in transitioning to a low emissions economy. The research purpose was to gain insights to refine the JTU partnership model in transition approaches with other regions, places, communities, or sectors.

## This research focuses on six questions

Question one is the main research question. Questions two to six are the sub-questions to question one.

1. What was the role of the JTU in supporting the Taranaki region in the transition planning process to a low emissions economy?
2. How has the JTU supported the transition planning process?
3. How has the JTU's support changed over the transition planning period?
4. How useful was the support provided by the JTU?
5. How has the JTU engaged with iwi in the transition planning process?
6. How else could the JTU support transitions to a low emissions economy?

We have structured the report against the research questions. The table below describes the relevance of the research questions and their contribution to knowledge.

Research question	Relevance of question	Contribution to knowledge
1. What was the role of the JTU in supporting the Taranaki region in the transition planning process to a low emissions economy?	The story of the JTU's role in Taranaki's transition to a low emissions economy has not been documented.	Good documentation of the JTU's role in the Government's first transition allows for a better understanding of its value and provides important information about context, place, people and events. This knowledge informs the JTU's role in future transitions.
2. How has the JTU supported the transition planning process?	The JTU is one of seven partner groups working on the Taranaki's transition (local business, iwi, community, unions, education, local and central government). This question sought to understand the JTU's role vis a vis partners' roles.	Answering this question enables the JTU to learn from its role in the Taranaki's transition, and enables the JTU to clarify their role in future partnership approaches to transitions.

Research question	Relevance of question	Contribution to knowledge
3. How has the JTU's support changed over the transition planning period?	The JTU's partnership role has evolved over the transition planning period, based on how the transition planning process unfolded.	Answering this question provides information on the support the JTU provided and how this changed at different stages of the transition planning process, and why. It provides information on how to consider the supports other regions undergoing transitions may need.
4. How useful was the support provided by the JTU?	While anecdotal evidence indicates JTU's role is useful, the contribution of JTU's partnership has not been explored.	Answering this question provides information on the nature and value of the JTU's partnership role in supporting to the Taranaki Region in the transition planning process. It provides information on aspects of the partnership that may be useful in other transitions.
5. How has the JTU engaged with iwi in the transition planning process?	A just transition is about making sure the Government carefully plans with iwi to manage the impacts and maximise the opportunities of the transition to a low emissions economy.	Answering this question provides learnings on how to apply a partnership model and engage with iwi in the context of Te Tiriti o Waitangi. Transition partnership models adopted overseas have not operated in this type of context.
6. How else could the JTU support the transitions planning process to a low emissions economy?	Other ways exist that the JTU could support the transition planning process by providing skills and resources from other business units (outside of policy).	Answering this question provides information on opportunities for supporting partners in transition planning.

### Thirty-one stakeholders took part in an interview

From November 2019 to January 2020, we interviewed 31 stakeholders from central and local Taranaki government, NGOs, community, union, iwi, and business. To inform the research, we reviewed the international literature on government agencies' role in supporting transitions to a low emissions economy. We also held a series of sensemaking sessions with the JTU and their transition partners to discuss the research findings.

The appendix details the research method, sample achieved and analysis approach.

### The report reflects stakeholders' perspectives, at a specific point in time

This research is based on a specific point in time in the Taranaki 2050 transition planning process, specifically, the completion of the Taranaki 2050 Roadmap and start of the development of the Action Plans. The transition planning journey has continued to evolve with the development of Action Plans, and the regional response to COVID-19.



# Just transitions and the JTU

This section provides an overview of the rationale for, role and actions of 'just transitions' approaches as defined nationally, and internationally. The section also presents the role, structure, principles, and evolution of the JTU during the time of the interviews.

## Climate change is a global issue and governments across the world are transitioning to low emissions economies

Economic transitions to a low emissions economy have both opportunities and consequences. In the 1990s, trade unions first used the term 'just transition' to recognise the impact of environmental protection policies on workers. A 'just transition' is an integral part of the sustainable development policy framework (International Labour Office, 2018).

In 2015, the International Labour Organization developed guidelines for a just transition towards environmentally sustainable societies. They identified just transitions as having two core dimensions:

- Outcomes in achieving decent work<sup>2</sup> for all in an inclusive society with the eradication of poverty in a decarbonised economy.
- Process in managing the transition with meaningful dialogue at all levels to ensure the burden-sharing is just and nobody is left behind (International Labour Office, 2018, p.2).

## Just transitions involve intersectoral engagement across all levels

Intersectoral collaboration and collective action have been identified as being important for ensuring a just transition to a low emission economy. The OECD (2019, p.117) has pinpointed a series of actions to help guide a just transition, based on principles of partnership and collaboration, including:

- **Political and corporate commitment** - obtaining a commitment from the public and private sector to achieve a shared vision and provide funding for the transition.
- **Develop long-term strategies** - developing a long-term strategy to implement low-emission pathways and identify the mitigation strategies for communities and assets at-risk due to the transition.
- **Look at policy effects** - identifying the impact of policies on the population and the private sector in the short- and long-term, and across urban, regional, and national levels.
- **Integrate approaches to implementation** - ensuring policy alignment between sectoral policies (e.g. energy and environment).

---

<sup>2</sup> Decent work is defined as decent jobs with fair pay, respect for fundamental rights at work, including the effective exercise of the right to organise and bargain collectively, gender equality and workplace democracy (International Labour Organization, 2015).

- **Align policies between levels of government** - defining clearly implementation responsibilities and actions in line with competencies.
- **Stakeholder participation** - developing the vision and long-term strategies with the participation of key stakeholders, including unions, communities, business, other government agencies, indigenous leaders, NGOs. Ensuring ongoing communication and active social dialogue about the transition.
- **Monitoring and reporting** - reporting on, measuring and reviewing the impact of the strategy.

## **Aotearoa is transitioning to a low emissions economy by 2050**

Aotearoa has committed to the Paris Agreement and international initiatives to respond to climate change. The Government has mandated a climate change programme to reduce emissions by 30 per cent for the period of 2021–2030 and ensure a climate-resilient future (Ministry for Environment, 2020). The climate change programme has strong links with the Government’s broader economic strategy for building a productive, sustainable, and inclusive economy (Environment, Energy and Climate Committee, 2018).

## **The Government is using a just, equitable and inclusive transition**

Drawing on the international context, the Economic Development Committee (2018a & b) defined a ‘just transition’ as one that brings about change in a fair, equitable and inclusive way. A just transition approach is long-term and builds opportunities for future generations to flourish.

## **Intersectoral partnerships at all levels drive the transition in Aotearoa**

In Aotearoa, a ‘just transition’ involves multiple agencies across sectors working collectively to identify pathways to transform the economy and create and support new opportunities (MBIE, 2019). A collaborative intersectoral approach is based on trusted partnership and collective action across various government agencies, NGOs, business, unions, iwi and communities working across sectors such as energy, environment, agriculture, education, health, housing, social welfare etc.

## **Te Tiriti o Waitangi provides the context for partnership in transition processes in Aotearoa**

A critical consideration in applying partnership models, developed in other jurisdictions, is how they translate to the Aotearoa context. Te Tiriti of Waitangi (The Treaty of Waitangi; Te Tiriti) is the foundation document of Aotearoa. Article two of Te Tiriti, tino rangatiratanga, requires the Crown and its representatives to work in partnership with iwi and Māori. Article two of Te Tiriti defines the Crown’s partnership obligations in creating and resourcing

opportunities for Māori to exercise control, authority, and responsibility over Māori social and economic wellbeing.

The transition process to a low emission economy has the potential to affect Māori interests, both positively and adversely. Framing transition partnerships within Te Tiriti has the potential to address power and resource imbalances between Māori and the Crown.<sup>3</sup> The Cabinet Economic Development Committee (2018a) acknowledges the intergenerational leadership of iwi and Māori is vital in supporting just transitions for their people.

### **In May 2018, the Just Transitions Unit (JTU) was established**

The JTU was established to help shape and support the transition process to a low emissions economy. At its establishment, the JTU's role was to partner with others to:

- Understand the impacts of major climate change policy on households, communities, industries, and regions
- Identify opportunities and support the transition process in partnership with iwi, regions, sectors, and communities
- Work with other government agencies, especially the Transition Hub located within the Ministry for the Environment, and the Provincial Development Unit.<sup>4</sup>

Commencing in May 2018, the JTU's first regional transition engagement was working with partners in Taranaki in planning for transitioning to a low emissions economy.

### **In 2019, the JTU evolved to become Just Transitions Partnerships (JTP)**

The role of the JTU adapted to reflect the learnings from collective process of working with partners in Taranaki and other factors. In mid-2019, the role of the JTU was divided into two teams:

- **Transition Strategy** - a strategic group, looking at the impacts of climate change policy on households, communities, industries, and regions over the long-term.
- **Just Transitions Partnerships (JTP)** - an operational group, partnering with affected people, places, and regions in the immediate term (e.g., less than five years).

The JTU, and now the JTP, define the strengths of their partnership approach as:

- **Supporting regional and national partnership:** The JTP works at two levels offering advice and implementation support in the region, and national policy advice to inform other agencies and Ministers.

---

<sup>3</sup> <http://www.tearawhiti.govt.nz/assets/Tools-and-Resources/Building-closer-partnerships-with-Maori-Principles.pdf>

<sup>4</sup> <https://www.mbie.govt.nz/business-and-employment/economic-development/just-transition/>

- **Supporting co-creation design:** The JTP works with regional partners to set the goal for the transition process and to gain support and buy-in from local communities.
- **Advocating for partners' interests:** The JTP advocates for meaningful participation across regional partners and government agencies using their influence and leverage (Cabinet Economic Development Committee, 2019).

In this report, we have mainly used the name 'JTU' as stakeholders interviewed were familiar with it when the interviews were completed in late 2019. JTU refers to the original JTU, and the operational team that came into being during the latter part of 2019 with the formation of the JTP.

# The just transition planning process in Taranaki

This section presents an overview of the reason for the just transition in Taranaki, the process used, and the range of partners.

## Taranaki is historically a resource-rich region

For centuries, Taranaki was a diverse and densely populated rohe, with many distinct hapū, kāinga and pā. The rohe was long celebrated for its abundance. Colonisation and the resulting loss of land and culture had a devastating effect on whānau health, wellbeing, and Māori economy (Durie, 2017; Cram, 2019; King et al., 2018; Pihama et al., 2019).

Today, the eight collective of tribes known as 'Ngā iwi o Taranak'i include Ngāti Tama, Ngāti Mutunga, Ngāti Maru, Te Ātiawa, Taranaki, Ngā Ruahine, Ngā Ruanui and Ngā Rauru. Recent Treaty settlements are creating new opportunities for Māori investment into 'green' innovation and the regional economy.<sup>5</sup>

In 2016, petroleum, dairy, and energy sectors made up close to 40 per cent of Taranaki's Gross Domestic Product and 14 per cent of region's employment. Based on 2016 estimates, Taranaki's economy accounted for 3.4 per cent of the national Gross Domestic Product and 2.5 per cent of national employment and population (Tapuae Roa, 2017).

The [Tapuae Roa](#) (2017 and 2018) is an economic development strategy and action plan developed by New Plymouth District Council, South Taranaki District Council, Stratford District Council, Taranaki Regional Council, Venture Taranaki, local business leaders, iwi and MBIE. The strategy was developed using a top-down planning approach. The strategy is a whole-of-region approach and focuses on the best opportunities for sustainable economic growth. One of the four futures it includes is for Taranaki to create over the long-term an international business in low emission and renewable energy.

## The Government's decision to end offshore oil and gas exploration accelerated Taranaki's planning for transition to a low emissions economy

In April 2018, the Government announced ending further offshore oil and gas exploration permits.<sup>6</sup> The Government's policy decision came with little warning and had the potential for significant impact on Taranaki's economy.

---

<sup>5</sup> <https://www.teaomaori.news/final-treaty-settlement-nga-iwi-o-taranaki>

<sup>6</sup> <https://www.beehive.govt.nz/release/planning-future-no-new-offshore-oil-and-gas-exploration-permits>

Soon after the Government's decision, a Taranaki Transition Lead Group (the Lead Group) was established to guide the transition planning for the region. The Lead Group was made up of over 20 people representing seven pou (or distinct interest groups): local government, iwi, business, unions, community, education, and central government)<sup>7</sup>. The purpose of the Lead Group is to lead the development of a transition roadmap for Taranaki focused on the desired state for Taranaki in 2050 (Venture Taranaki, 2050).

The unexpected Government decision created a challenging starting point for the newly formed JTU, with distrust and limited lead-in time to establish partnership-based relationships. To facilitate the establishment phase of the transition process, the JTU drew on local connections and relationships.

As the Government policy decision accelerated the transition, regional stakeholders had high expectations of the role, time, and resources of the JTU to enable the development of the transition strategy and action plans. These high expectations, compounded by limited local capacity, resulted in JTU having to manage stakeholder expectations about the level of resource and funding available from the Government.

*Initially, people in Taranaki were very negative, but in the end, they were kind of clamouring to stay together and build networks. (Local government)*

## **The Taranaki Transition Lead Group guided the co-design of the transition strategy and action plans**

The Lead Group is not a governance group in the usual sense<sup>8</sup>, and had no formal accountability for the implementation of the transition strategy. However, the Lead Group acts as a steward that enables cross-sectoral leadership for the transition. The Lead Group represented the diversity of cross-sector organisations in the region, similar to the composition recommended by the OECD (2019). The Lead Group used its extensive networks to support the development of the long-term vision for the region. The inclusion of central and local representatives ensured information was fed back into regional and central government policymaking, resource allocation and other governance structures.

## **Venture Taranaki and the JTU were the backbone support to the Lead Group**

Complex cross-sector transitions based on collective action and impact require an organisation or organisations to offer both infrastructural support and specific skills (OECD, 2019). The role of the backbone support is to pay attention to a range of dimensions, including the mobilisation of the community and cross-sector funders, the facilitation of

---

<sup>7</sup> Initially, the Lead Group consisted of five pou until community and education were included.

<sup>8</sup> Governance means the arrangements and practices that allow an organisation to set its direction and manage its operations to achieve its outcomes and fulfil its accountability obligations.

mindset shifts across the community to foster creativity and innovation, and the balancing of the paradox of short-term wins with longer-term system change (Cabaj and Weaver, 2016).

Venture Taranaki - the Economic Development Agency for Taranaki, with support from the JTU, offered operational support and advice in co-designing the Taranaki 2050 Roadmap and the 12 Transitional Pathway Action Plans (TPAPS). The JTU and Venture Taranaki were guided by and informed the Lead Group on the operational direction and progress for the co-design of the transition plan and TPAPs to the Lead Group

**Lesson for Just Transition approaches: Effective leadership and operational structure**

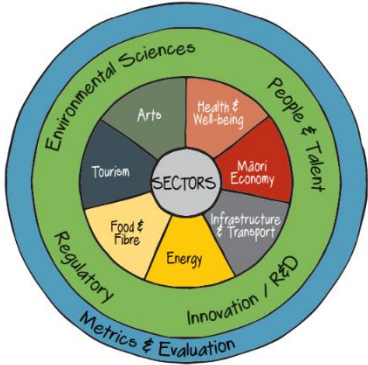
The Taranaki transition planning process was enabled by cross-sectoral and multi-stakeholder leadership and a multi-skilled operational structure. Approaches to partnership models in other contexts should consider what capability and capacity exist for regional leadership and backbone structures to support the partnership, collaboration, and collective action.

**To date, Taranaki’s transition planning has had two phases: the development of the Taranaki 2050 Roadmap and TPAPs**

**Phase one was co-designing the Taranaki 2050 Roadmap between February and August 2019**

In line with best practice (Rotmans, 2017; OCED, 2019), the Lead Group developed a co-design process to create the vision and strategic blueprint for the transition to a low emissions economy (Taranaki 2050 Roadmap). To co-design the Roadmap, 12 transition pathways (transition topics) were identified and used either a working group or exploration group model:

- Working group pathways to transform Taranaki to a low emissions economy included: Energy; Food and fibre; Tourism; Māori economy; People and talent; Innovation, research and development.
- Exploration group pathways to support the achievement of a low-emissions economy included: Infrastructure and transport; Health and wellbeing; Arts; Environmental sciences; Regulatory; Metrics and evaluation.



In contrast to Tapuae Roa, the Taranaki Roadmap 2050 was co-designed using a community-based, bottom-up approach to engage with a wide range of stakeholders. The co-design process ran during the first half of 2019 and involved a series of workshops structured around the 12 transition topics. The transition pathway workshops involved 700 people. A diverse range of people also engaged in over 29 youth and community workshops, school and community events, an online survey and a youth creative competition. The JTU was

significantly involved in supporting Venture Taranaki to design and implement the Roadmap development process.

The draft Taranaki Roadmap was completed in a relatively short time - four months. The Roadmap showed a vision of Taranaki in a low-emissions future and suggested ideas to contribute to a successful transition. The Roadmap built on Taranaki's existing regional development strategy (Tapuae Roa).

In May 2019, the draft Roadmap was launched at the National Just Transitions Summit (the Summit) held in New Plymouth. After the Summit, the Roadmap underwent a further public feedback process to gain wider local (and national) input. In August 2019, the final [Taranaki 2050 Roadmap: our just transition to a low emissions economy](#) was launched. The region's vision for 2050 includes the following themes:

- A strong, sustainable environment
- Education options that move and flex with a changing world
- Attractive jobs
- A similar lifestyle to the one we enjoy now
- Leading the way in sustainable, low-emissions energy; and
- A region that looks out for and cares for itself and its people.

Stakeholders interviewed commended the intensive, community-focused co-design process used. The process was seen as a significant improvement on the top-down approach used to develop Tapuae Roa, and one that created a shared vision. Many stakeholders liked the Roadmap and the process. For some, the process strengthened their networks and connections across sectors. However, iwi and other stakeholders were more critical about the transition planning process (see page 24).

*I think Taranaki did a **sensational job of engaging this and getting on with it**. When you look at the **volume of workshops** that were run, and the time commitment requirement, for them and the time frame within which they were run, I would say, the region has done **outstandingly well to do [this]**. (Business)*

#### **Lesson for Just Transition approaches: Collectively creating a shared and long-term transition vision**

Transition planning to a low emission economy needs to be guided by a shared vision and long-term strategy developed by the diversity of stakeholders in the region (OECD, 2019). Advocacy, resourcing and supporting collective and inclusive co-design processes are important considerations and the responsibility of all partners in transition planning processes.



## Phase two was the co-design of TPAPs which started in September 2019

Following the finalisation of the Roadmap in August 2019, the development of the TPAPs commenced. The TPAPs' purpose is to determine short-term actions and medium-term strategies to achieve the Taranaki 2050 vision.

Since September 2019, the Lead Group, working with a sub-group called the Design Council, have used a framing process (an approach common to the energy sector) to support the development of the 12 TPAPs.<sup>9</sup> Framing workshops were held to develop the TPAPs. Those involved in the Roadmap development were subject matter experts, and those who expressed an interest to take part.

By 31 August 2020, the 12 TPAPs had been published.

In December 2019, some stakeholders interviewed believed the Taranaki Roadmap process had stalled. These stakeholders were not aware of the TPAP process as they had not received or seen communications about the next development phase.

*I lost touch after that (Roadmap workshops). I have seen the picture of the Roadmap. It looks like it has tried to take on everybody's point of view, but I don't know what has fallen off the picture. (Business)*

In contrast, some involved in framing workshops perceived the process as repetitive, duplicating the co-design workshops for the Roadmap. Stakeholders' energy to commit to the ongoing development process also varied due to their capacity and other commitments.

*I had a few frustrations going through the [TPAP] workshops. We were re-hashing what had happened in the co-design workshops. We were meant to use that as a starting phase, and then move on. But we didn't do that. We circled back and re-created the Roadmap. (Central government agency)*

### Lessons for Just Transition approaches:

#### Sustaining communication and engagement

Supporting communication to the range of stakeholders about the community's ongoing transition is essential to maintain awareness and support. When other pressing priorities or unanticipated events (e.g., COVID-19) occur, retaining stakeholder commitment to a longer-term transition becomes more challenging.

#### Working efficiently and avoiding repetitive activities

When developing a transitional strategy and action plans, stakeholders' voluntary time needs to be respected and used efficiently to retain their ongoing commitment. In future transition planning processes, each transition phase needs clear objectives, and build on the work completed without unnecessary repetition.

---

<sup>9</sup> [https://about.taranaki.info/Taranaki2050/What-is-a-just-transition-\(1\).aspx](https://about.taranaki.info/Taranaki2050/What-is-a-just-transition-(1).aspx)

# The role of the JTU in supporting low emission transitions

This section addresses the six research questions. The section as-a-whole answers the overarching research question: What has been the role of the JTU in supporting the Taranaki Region in planning for the transition? The purpose of answering this question is to learn from the Taranaki experience about what to consider in implementing and supporting a partnership approach for other regions, communities, places or sectors, and in the ongoing work in the Taranaki region.

We have structured the section to address the research questions within the follow domains:

- The role of the JTU in the transition planning
- The value of the JTU in the transition planning process
- The JTU's engagement with iwi in the transition planning.
- The JTU's role in advocating for an equity focus in a 'just' transition process.

## The role of the JTU in the transition planning

This sub-section presents the findings on the role and support of the JTU and its evolution through the early stages of the transition process. The sub-section answers these questions:

- What was the role of the JTU in supporting the Taranaki region in the transition planning process to a low emissions economy?
- How has the JTU supported the transition planning process?

### The JTU's role adapted through the transition planning process

Just transitions to low emission economies occur within complex and adaptive environments, with multiple regional and national stakeholders with differing goals and agendas. Operating within this space requires a level of agility and adaptability to respond effectively to progress long-term towards a shared vision (OECD, 2019).

The JTU was established at the time of the Government's announcement of the regional policy change. While the JTU had a broadly defined purpose and mandate, how the JTU operated in practice was refined through working with stakeholders in the Taranaki region to deliver the Roadmap (vision) and action plans within limited timeframes.

The role of the JTU evolved across three phases of the transition planning process:

- establishing regional partnerships
- co-designing the shared vision for the Taranaki 2050 transition (the Roadmap process)
- co-developing the TPAPs.

## The JTU established a regional partnership with Venture Taranaki

Just transitions require a collaborative intersectoral approach, based on trusted partnership to create a shared vision and collective action against the vision. Establishing partnership-based relationships between central government agencies and local agencies and communities takes time (OECD, 2019).

The JTU worked closely with Venture Taranaki to support the co-design process to develop the transition vision and to connect to wider regional stakeholders through their networks. Working with Venture Taranaki created an immediate entry point. As a result, the JTU had limited direct engagement with iwi and wider stakeholders in the region. As discussed on page 24, the role of the JTU, with respect to iwi and other stakeholders, needs clarity when a just transition partnership model is applied in practice.

Given the adverse response to the policy change, the JTU worked to support the region without imposing directives from the centre. For example, JTU offered advice, support and guidance on the co-design process but did not prescribe an approach. The JTU took a supporting and less visible role than Venture Taranaki and the Lead Group. As a result, stakeholders beyond Venture Taranaki and the Lead Group had little awareness of the JTU and its role. As indicated by stakeholders, JTU's low visibility emphasised local autonomy.

*[The JTU] has been invisible in this process. Venture Taranaki owns this process. [The JTU] might or might not have been physically present but they probably contributed significantly financially in the process... Venture Taranaki was clearly in the front which I think is very important because it keeps the focus on local affairs...I don't think it [the JTU being invisible] was a bad thing. It acknowledges autonomy within the region. But there is still an obligation to support [from the JTU]. (Business)*

Stakeholders from Venture Taranaki and the Lead Group described the JTU as their partner in the transition process. During the establishment and Roadmap phases, the partnership with JTU was based on open communication, complementary skills and the JTU flexing and offering resources to meet agreed timelines for the Roadmap.

A few stakeholders interviewed disputed the location of the JTU in Wellington and not in Taranaki. They were expecting, due to the Government policy change accelerating the transition, the JTU would be a dedicated resource based in Taranaki to offer additional resource and to gain a deep understanding of the region.

### **Lessons for transition planning approaches: Establishing regional partnerships and balancing local autonomy with the national perspective**

Transitioning planning processes are enabled by trusted partnership-based relationships at multiple levels and across sectors (OECD, 2019). When the lead times are short, the JTU can use existing networks to connect into regions, while establishing wider connections across the diversity of stakeholders in the region. The JTU also has to negotiate the tensions between enabling local autonomy in the transition planning processes and central government policy drivers.

## The JTU had a range of roles in the development of the Roadmap

A shared vision developed by the diversity of stakeholders in a region enables long-term commitment to a just transition based on equity and inclusion. The Taranaki 2050 Roadmap is the region's shared vision.

Time was limited to develop the shared vision for the transition due to the commitment to launch the Roadmap at the national Just Transitions Summit. The JTU had to flex to support its development. Feedback from Venture Taranaki and the Lead Group highlighted that the JTU contributed to the development of the Roadmap through a range of mechanisms, namely:

- **Finding and enabling applications for funding to support the co-design process:** The JTU linked Venture Taranaki to the Provincial Growth Fund. Venture Taranaki received Provincial Growth Fund funding to build internal capacity to co-design the Roadmap and TPAPs. Effective co-design processes require resources for regional-wide engagement, logistical support, analysis, design, and ongoing communication. Venture Taranaki used the funding for an external provider with specialisation in co-design to run the process. Financial support for the co-design process was critical as Venture Taranaki and other regional stakeholders had not planned for this mahi in their workplans or budgets.
- **Supporting the development of engagement strategies:** The JTU worked with unions to create an educational seminar to support union delegates to come to and contribute to the community workshops. This feedback is an example of the JTU working locally using national resources to remove access barriers to create a more inclusive engagement process.

*Upskilling up delegates and members to attend the community meetings. To get members along, we developed an **employment-related educational leave course** that was fast-tracked for approval which was helpful. MBIE [the JTU] was helpful with that. With training delegates on what is a just transition, what are the risks, what are the opportunities, **how do you deal with being in a room with the CE of a company and the Mayor**. Because this is a different layer of engagement. (Union)*

- **Gaining involvement of other government agencies and subject experts:** The JTU worked to link in different central government agencies and experts into the visioning and action planning across the 12 transition pathways. The JTU noted the challenge of gaining other government agencies and groups within MBIE to prioritise this work. The tension is a common one, where government agencies' vertical accountabilities outweigh contribution to horizontal cross-agency initiatives. In part, this challenge was heightened by the short lead up to workshops.

*I just feel that it's about participation as opposed to anything, I mean I am not expecting them to come up with buckets of money. But, I **expected more cross-agency advocacy in Taranaki** and maybe that's too much to expect. (Community)*

- **Providing functional support through analysis and reporting on workshops:** The JTU and central government experts analysed the information from the workshops and used the feedback to draft the Roadmap pathways. This support was critical for the timely completion of the Roadmap, given the limited capacity in Venture Taranaki. The JTU had not expected this level of ‘hands-on’ work in the visioning process.

*Their role was largely to do the **analysis in the workshops**. They would send advisors along who would take part in the conversation...they would **write up a summary and key questions for the next workshops**...During the **actual drafting of the Roadmap**, the people who came to these workshops put together a draft for each of the topics... We put together the summary and the co-design process. **The actual transition pathways were put together by MBIE**. We then sent that out to the Lead Group with the Taranaki flavour, and they added into that. (Local government)*

- **Informing central government about transition insights and progress:** The JTU communicated insights from transition design into central policy development and gave progress updates to Ministers.

*The advocacy and **relationships with Ministers** are important. We can't do that from here. We need our partners in Wellington to do that. (Local government)*

- **Advising on legislation and policies to enable the transition:** Going forward, the JTU is seen as having a role in informing legalisation and policies which will enable transitions.

*Legislation is going to play a big part in trying to steer people in the right directions. There is a lot of good movement from the union. They are passionate about the cause going on because they can see how it will affect workers. Talking to a **larger agency like that and keeping those channels open**. (Local government)*

The JTU was not able to easily anticipate the level of resources they needed to contribute in the development of the Roadmap, particularly their support function. JTU's high level of contribution during the Roadmap development created expectations that this intensity of work would continue, at least in the development of the TPAPS, and ideally into the medium-term of implementation.

*It was **unexpectedly more resource intensive than anticipated** from everybody. I think that was a big catch and starting to understand, just **how massive the transition is and what it means when you commit to it**. (JTU)*

#### **Lesson for transition planning processes: Managing expectations about the resource allocation, both time and funding, available from the JTU**

A strength of the JTU's contribution was providing the needed capacity and capability to support the Roadmap visioning process. In transition planning, the JTU needs to manage partners' expectations on their role and contribution level while retaining the flexibility to adapt and flex to the changing environment.

## The role of the JTU evolved during the development of the TPAPs

After the launch of the Roadmap, the JTU team changed substantially. The JTU team reflected on their role, the time pressures and resources needed to develop the Roadmap.

*I don't think enough thought was given to the **resources needed** to get to that stage [Roadmap]. For me, the biggest learning – this was done at pace. We need to make sure **it's done with more time to ensure [it's] done right.** (JTU)*

Through this reflection, the JTU identified the need, ideally, for adequate time to develop the shared vision for just transitions, advocacy to ensure the inclusion of the diversity stakeholders, in particular iwi, and a greater focus on equity (see page 24). At this time, the JTU restructured to become the JTP, with a focus on advice, connections, and advocacy.

*I see our role as a **regional accelerator** to helping the region transition. So, if that's a role – partnership is one of those things – we would also be an **advocate, facilitators between government and the regions.** (JTU)*

The JTP's change of personnel at this time created uncertainty for regional partners as they geared up to commence the development of the TPAPs. For regional partners, this shift depicted the JTP as becoming more 'hands-off' and moving to withdraw from the transition process. However, regional partners did not have the capacity to complete the TPAPs. Following discussions, the JTP continued to support and advise on the TPAPs' development.

*There is **no way we could deliver action plans in a timely manner if we didn't have the MBIE partnership.** A **timely manner** is important. Because we needed to keep the engagement and momentum up. **Otherwise people think what has happened?** (Local government)*

Taranaki stakeholders interviewed identified their preferred roles for the JTP in the future. The roles align with the international literature on having an adaptive multi-level facilitator to:

- offer capacity to support the transition process
- collaborate with regional partners, including iwi and co-ordinate with central government
- bring in specialist expertise from other government agencies
- identify funding streams and guidance to progress TPAPs and their implementation
- offer support to review and advise on risks in the implementation of the TPAPs (Rotmans, 2017; Pasternack, 2012; Harker et al., 2017; Corfee-Morlot et al., 2009).

### **Lessons for transition planning approaches: Clarity of communications and effectively negotiating tension points**

Partnerships are a foundational aspect of regional transitions to a low emission economy. Effective partnership processes increase reach, buy-in, implementation and ultimately success (Crimeen et al., 2017). The quality of connections and communication across partners is one of the conditions to enable system change (Kania et al., 2018). For the JTU having clear and transparent communications with partners on their role and processes and paying attention to differing perspectives to reach a shared position is critical.

# The value of the JTU in the transition planning

This sub-section explores the value and relevance of the JTU in the transition planning process, and answers this question:

- How useful is the support provided by the JTU?

## The JTU role was valued by regional partners, aware of the role

Regional stakeholders (both local government and business) acknowledged the JTU role was vital in supporting the unexpected acceleration of the transition planning due to the Government's announcements. Some acknowledged developing the Roadmap and the TPAPs would not have been possible without the JTU's advice and guidance

## The value of the JTU role aligned with its core functions

Regional stakeholders acknowledge the JTU was a conduit to Ministers and central government. The JTU deepened the regions' understanding of the transition process without over imposing. The JTU also offered access to policy advice and guidance within wider MBIE and across relevant government agencies linked to the 12 transition pathways.

*If we go back to the start of forming the JTU, suddenly you have a unit of the government working with all these groups in Taranaki that could **take the message to the Minister**, or **provide a lot of advice with a lot more clarity of direction**. If MBIE haven't gotten involved, I think the whole thing, would probably run out of steam in. (Business)*

## The JTU had a key role in identifying funding for the visioning and planning phases

JTU also linked regional partners to a range of government funding sources. The funding was critical to cover the unexpected costs with the visioning and action planning processes. Going forward, regional partners view JTU as a critical partner in helping to source funding streams to action the TPAPs.

## JTU's role helped accelerate the process and ensure quality and timely deliverables

Stakeholders viewed the JTU's role in the Roadmap and the Summit development as positive. Venture Taranaki and others valued JTU's ability to flex and offer functional and logistical support of analysis and report writing during the Roadmap and the TPAPs development.

*They were critical in the first key year, between the announcement and JT Summit. **We probably wouldn't have done it without them. They were vital.** They quickly put in place their resources and it went really well. (Local government)*

# The JTU's engagement with iwi in the transition planning

This sub-section presents engagement with iwi in the transition planning process and insights from COVID-19 (March to May 2020). The sub-section answers this question:

- How has the JTU engaged with iwi in the transition planning process?

## Iwi expected a Te Tiriti partnership approach in the transition process

The Crown, including MBIE, has a relationship with Māori through Te Tiriti o Waitangi. MBIE has stated partnering with Māori and maintaining strong relationships to improve the outcomes for both Māori, and New Zealanders is a strategic priority<sup>10</sup>.

Iwi expected the JTU, representing the Crown as their Treaty partner, to:

- establish and maintain relationships based on partnership and Te Tiriti
- ensure Māori perspectives, including tikanga, mātauranga, Māori economic, scientific, and other contributions, and Māori aspirations were recognised and included
- advocate for Māori participation and ensure Māori had an appropriate and timely level of input, influence, and are involved in decision-making
- resource capability and capacity to reflect a partnership approach
- recognise the mutual benefits of working in partnership for both Māori and non-Māori.

*Mana whenua, as indigenous people, are kaitiaki and have the mātauranga to help the transition. They will never leave the area. They will be here for generations and are committed to the long-term future of the community and whenua. (Community)*

## Appropriate engagement with iwi and cultural understanding is vital

Many stakeholders noted the limited representation of Māori in the Lead Group and in the Roadmap and TPAPs workshops. Some stakeholders perceived iwi lacked capacity to engage due to the short timeframe, their focus on Treaty settlements, and other priorities.

*We tried get iwi onto the Lead Group for the Roadmap. Although people said they would go think about it, they said 'no we can't do it'. It was the timeframe we were working to. So, we didn't have anyone in the Lead Group for that. We needed iwi representation at all of the seven pou... But, the timeframe didn't work for iwi. They are so busy, they are being pulled in every single direction, they haven't got a day and half to turn up for the workshop, so we didn't get any iwi turning up for the certain work streams. (Lead Group member)*

Feedback from iwi and other stakeholders note iwi decided not to engage as processes used were viewed as discriminatory, lacking cultural appropriateness and cultural understanding.

---

<sup>10</sup> <https://www.mbie.govt.nz/about/who-we-are/>



Culturally inappropriate and discriminatory processes act to exclude Māori and increase the risk of widening existing inequities for Māori in the transition process.

*From conversations I have had with a few members of the Lead Group, we were absent with iwi through the Roadmap process. At the kick-off, iwi were quite vocal and excited about what we were doing, but since then, the Lead Group has been struggling to get them to be part of the process. Iwi told us at the beginning, 'don't consult us like you have before. We want to be part of the creation.' This is something that has been reflected upon by a few of us, 'did we not allow that to happen?... I think we missed that. (Lead Group member)*

### **Iwi reported the process lacked an appreciation of Māori values and world view**

The perceived lack of iwi capacity led to a process for consulting with iwi like that used for Tapuae Roa. Three iwi leaders were nominated to represent the eight iwi in the region. Iwi stakeholders commented expecting three people to represent the aspirations of eight iwi does not respect their tino rangatiratanga. Iwi stakeholders noted this concern several times during the development of the Tapuae Roa and the Roadmap.

The Roadmap is based on 12 transition pathways, one of which is the Māori economy. The workshops were constructed around these pathways and followed a format with prescribed questions. Iwi stakeholders disliked this siloed process, as it clashed with Māori holistic world views, based on Te Ao Māori perspectives across te katoa (all) pathways.

Iwi stakeholders reported the facilitation process at workshops lacked an understanding of manaakitanga and tikanga Māori; for example, appropriate mihimihi, karakia and whakawhanautanga at the opening and close of workshops. Iwi stakeholders recommended Te Puni Kōkiri could have been a valuable support for the Roadmap engagement processes.

When iwi did take part in the Taranaki transition planning process, negative stereotypes meant iwi were viewed as having nothing meaningful to contribute. Iwi reported partners did not appreciate their positive contributions and investments in the economy. Most iwi have extensive investment portfolios and innovative projects that the transition could benefit from.

Iwi and some community stakeholders also noted disregard for local colonial history. For example, one workshop was held where guns used in the confiscation of Māori lands had been stored during the Land Wars. Holding a workshop here was disrespectful and harmful.

### **Government agencies participating in transition processes have obligations to uphold Te Tiriti**

The Crown has specific obligations with respect to Te Tiriti. Capability and capacity for supporting positive and effective iwi engagement is an important consideration for collective transition planning processes. In future transition planning processes, the JTP can, from the outset, advocate for and support strong foundational relationships with iwi. JTP can also draw other parts of MBIE, like the Provincial Development Unit to connect with iwi.

*Legally, the Crown is meant to be working in partnership under the Treaty of Waitangi. That did not happen. There are ways that could happen better. Half of the Lead Group could be iwi members. They could be running the process rather than just be consultants. Frankly, iwi were not engaging because they were not being listened to, they could not be bothered. They just want to tick the box saying they have filled in iwi. (Community)*

The table below offers insights into how the four Treaty articles can guide the JTP's approach. In future, the JTP can use these questions to inform its role with respect to iwi, at all levels of the transition and across transition pathways.

<p><b>Article 1 – Kāwanatanga</b> Ko nga Rangatira o te Wakaminenga me nga Rangatira katoa hoki ki hai i uru ki taua wakaminenga ka tuku rawa atu ki te Kuini o Ingarani ake tonu atu-te Kawanatanga katoa o o ratou wenua.</p>	<p><b>Governance and management reflect a modern and inclusive approach</b></p> <p>To what extent do Governance and management arrangements provide for meaningful participation and/or leadership at all levels for Māori, including decision making, prioritising, purchasing, planning, policy, implementing?</p>
<p><b>Article 2 – Tino rangatiratanga</b> Ko te Kuini o Ingarani ka wakarite ka wakaae ki nga Rangatira ki nga hapu-ki nga tangata katoa o Nu Tirani te tino rangatiratanga o o ratou wenua o ratou kainga me o ratou taonga katoa. Otiia ko nga Rangatira o te Wakaminenga me nga Rangatira katoa atu ka tuku ki te Kuini te hokonga o era wahi wenua e pai ai te tangata nona te Wenua-ki te ritenga o te utu e wakaritea ai e ratou ko te kai hoko e meatia nei e te Kuini hei kai hoko mona.</p>	<p><b>Self-determination for Māori is evident</b></p> <p>To what extent is the achievement of Māori aspirations as determined by Māori a core feature of the transition planning process design and implementation?</p> <p>How does the process create and resource opportunities for Māori to exercise tino rangatiratanga, control, authority, and responsibility over Māori outcomes?</p>
<p><b>Article 3 – Oritetanga</b> Hei wakaritenga mai hoki tenei mo te wakaaetanga ki te Kawanatanga o te Kuini-Ka tiakina e te Kuini o Ingarani nga tangata maori katoa o Nu Tirani ka tukua ki a ratou nga tikanga katoa rite tahi ki ana mea ki nga tangata o Ingarani.</p>	<p><b>Equitable outcomes for Māori</b></p> <p>To what extent does the transition process actively seek to remove disparities between Māori and non-Māori by addressing current systems, institutional racism and policy settings?</p>
<p><b>Ritenga Māori declaration – Wairuatanga<sup>11</sup></b> E mea ana te Kawana ko ngā whakapono katoa o Ingarani, o ngā Wetereiana, o Roma me te ritenga Māori hoki e tiakina ngatahitia e ia.</p>	<p><b>Cultural and spiritual protection</b></p> <p>To what extent dos the partnership with Māori ensure Māori principles and practices, and their importance in Te Ao Māori, are part of transition planning design and processes?</p>

<sup>11</sup> The Ritenga Māori declaration is often referred to as the 'fourth article' or the 'verbal article' and reflects the right to freedom of religion and beliefs.

## **Iwi collective response to COVID-19 and implications for Taranaki 2050**

This section draws on insights from a meeting with iwi stakeholders in May 2020. The insights can inform the ongoing work of the JTP in other places, regions, and communities.

### **The collective iwi response to COVID-19 highlights their strength and tino rangatiratanga (self-determination) to meet the needs of their people**

The arrival of COVID-19 and the subsequent lockdown created the need for rapid transition and response. COVID-19 has profoundly impacted all aspects of people's lives, including employment and the economy, physical and mental health, and social interactions. COVID-19 has created an uncertain and, to a large extent, unknown future.

During COVID-19, the eight Taranaki iwi worked collectively using tikanga foundations of manaakitanga and kaitiakitanga to care for and meet the needs of whānau and communities. Iwi used their collective resources to act swiftly to sustain their communities. Iwi provided kai and care packages and maintained or created new employment opportunities.

Iwi did this autonomously, receiving little support or recognition for their efforts from central and local government. Iwi stakeholders reported little or no engagement from their regional partners during COVID-19. During this time, local engagement with iwi tended to happen after decisions were made with the expectation iwi would agree with these decisions.

### **Iwi plan to develop transition plans independently of Taranaki 2050**

The response of iwi to COVID-19 in Taranaki demonstrated their tino rangatiratanga and mana motuhake. After their successes in effectively responding to COVID-19, iwi are developing their economic transition plan for the region. Iwi are developing their Māori economic strategy and using their governance structures and settlement resources. Iwi are moving forward in their waka and preparing for a new pathway ahead.<sup>12</sup>

#### **Lessons for transition planning approaches: Strong foundational partnerships with iwi**

Relationships with iwi and promotion of their aspirations is an important element in the JTP's role of advocating for meaningful participation of regional partners (Cabinet Economic Development Committee, 2019). As part of a Crown agency, the JTP has a responsibility to uphold Te Tiriti o Waitangi obligations. When engaging in transition processes, the JTP can directly partner with Māori and iwi. JTP can enable Māori participation through advocacy and funding. JTP can influence and support local community partners to use tikanga Māori processes.

---

<sup>12</sup> Feedback from the JTP indicates they and the region are actively supporting this kaupapa and working to include actions into the implementation of the Taranaki 2050 Roadmap.

# The JTU has a role in advocating for an equity focus in ‘just’ transition processes

Inequities are prevalent in New Zealand. Central government has committed to make the transition process a ‘just transition’ – one that is fair, equitable and inclusive. Transition processes and outputs must strive to be inclusive and create equal opportunities for all (Economic Development Committee, 2018a & b).

Using a just transition process to address longstanding and intergenerational inequities is challenging (OECD, 2019). If inequities are to be addressed, they require deliberate focus based on a shared vision. Ideally, equity should be defined by people of the region. Planning for equity of outcomes requires leadership, knowledge, commitment and focus at a system, organisational, and individual level.

## Transition partners need a unified view of what a ‘just’ transition is

A just transition, by definition, requires a shift in power dynamics and resource allocation. Across stakeholders in the Taranaki 2050 context, the concept of ‘just’ was interpreted differently. Some were committed to decreasing existing inequities within the Taranaki region through the reallocation of resources. Others were focused on at least ensuring Taranaki was no worse off than before the transition.

## Differing views about equity can mean some stakeholders disengage

In Taranaki, the Lead Group spent significant time discussing equity in the transition planning. Disparities in the region were acknowledged in the Roadmap process.

Regardless, not all the partners saw the Roadmap as going far enough to actively address known inequities. Community and iwi leaders felt the Roadmap and action planning process did not give enough weight to groups facing inequities that are disproportionately affected by economic shifts. These stakeholders noted Māori, youth, women, SMEs, people on low incomes, the grassroots community, and those living outside of New Plymouth were not well represented.

*One of the things that bothered me was the **lack of Involvement of youth**. We have a very active youth here. The OMV strike and the climate strike started here. I just think they weren't as involved. (Community)*

For these stakeholders, this raised questions about whether the Roadmap adequately included differing perspectives. A few stakeholders were, therefore, questioning their ongoing commitment to the transition process. Some community stakeholders are working on a parallel just transition strategy to create a shared economy.

**Lessons for transition planning processes: Advocating for an equity lens to foster inclusion in a just transition**

The JTP has a critical role in supporting regional partners to establish a shared view of what a just transition means within their local context. This can include advising on diversity and inclusion strategies for community engagement and enabling the application of an equity lens at all levels, from developing a shared vision to implementing action plans.

# Conclusions

Regional transitions to low emissions economies require intersectoral collaboration and collective action centred on people and place. To be 'just' transitions require careful attention to both process and outcomes to be fair, inclusive, and equitable. Internationally, just transitions have a vision of the eradication of poverty. Within Aotearoa, just transitions are also framed by Te Tiriti o Waitangi and the Crown and iwi partnership.

Just transitions processes are complex and challenging. Effective multi-level and multi-sector leadership and a multi-skilled operational structure are needed to enable transition processes. A shared vision and action plans are critical to ground the transition on diverse regional aspirations and to guide the long-term change process.

Developing the Taranaki Roadmap 2050, and TPAPs, was the first transition planning process triggered in Aotearoa. Given the complexity of just transitions, no off-shelf transition process existed for the JTP to use. However, the OECD (2019) offers guidelines on actions to enable a just transition. These actions were broadly demonstrated by the JTP working with their partners in the transition process. The OECD (2019) guidelines on actions are:

- Obtaining political and corporate commitment to develop a common vision
- Developing long-term strategies to implement transition pathways
- Identifying policy effects on the region in the short- and long-term
- Integrating approaches to enable implementation across sectors
- Aligning policies between levels of government
- Facilitating diverse stakeholder participation and communication about the transition
- Reporting and reviewing the impact of the strategy.

The JTU was a valued partner in the Taranaki transitional planning processes. The Taranaki Transition Lead Group and the operation group welcomed the JTU's advice on funding sources and engagement strategies, connecting with other government agencies and Ministers, policy guidance, and functional support. Without the JTU, the region would not have delivered the Taranaki Roadmap 2050 and TPAPs within a short time.

The role of the JTU, and then the JTP, expanded through the phases of the transition planning process to include resourcing, advocacy, networks, and advice. The intensity of contribution by the JTU and then JTP varied through the process as they flexed when needed to support partners. In the ongoing Taranaki and other future transitions, the JTP will need to be flexible in its role and contribution to support the differing capacities and capabilities and resources in these regions.

The Taranaki transition planning process was complex, emergent and fast-paced. It offers the JTP and its partners the following lessons for future transition partnership planning work:

- Involve iwi from the outset and align engagement with the articles of Te Tiriti

- Create deep and wide connections with stakeholders across the region, while leveraging known contacts to initiate engagement processes
- Have sufficient resources, both people and finance, to undertake the transition planning process, and support the functional activities of engagement, analysis, and reporting
- Have, ideally, adequate time to enable an inclusive and equity-led process as defined by the region and the diversity of stakeholders affected by the transition
- Sustain transparent communication about the transition planning process to enable ongoing momentum
- Manage partners' expectations as the role and intensity of involvement of the JTP evolves through the transition planning process
- Balance tensions between local autonomy and central government policy drivers, and have the courage to have challenging conversations when needed.

Working on future transitions to a low emissions economy is complex. It requires the JTP to be agile and adaptive to respond to partners, the transition phases, and broader environmental impacts (e.g. COVID). In this context, the JTP has the challenge of balancing being responsive with being strategic and principled in their actions. We identify the following draft principles to ground how the JTP approaches an agile way of working in transition processes:

- Lead with Te Tiriti o Waitangi
- Apply an equity lens
- Work in partnership relationships
- Transparent and open communication
- Courage to challenge and disrupt.

# References

- Bailey, S. and G. Lewis (2018). Meeting the Challenge of a Low Emissions Economy. *Policy Quarterly*, 14(3): 17-24.
- Cabinet Environment, Energy and Climate Committee. (2018). Framework for climate change policy and key upcoming decisions. (Cabinet Paper). Retrieved from: <https://www.mfe.govt.nz/sites/default/files/media/Legislation/Cabinet%20paper/framework-for-climate-change-policy-and-key-upcoming-decisions.pdf>
- Cabinet Economic Development Committee. (2018a). *Just Transition to a Low Emissions Economy: Strategic Discussion*. (Cabinet Paper). Retrieved from: <https://www.mbie.govt.nz/assets/b1947380f4/just-transition-to-low-emissions-economy-strategic-discussion-cabinet-paper.pdf>
- Cabinet Economic Development Committee. (2018b). *Annex 1: Just Transition to a Low Emissions Economy: Strategic Discussion*. (Cabinet Paper). Retrieved from: <https://www.mbie.govt.nz/assets/fe990265c8/just-transition-to-low-emissions-economy-strategic-discussion-cabinet-paper-annex-1.pdf.pdf>
- Cabinet Economic Development Committee. (2019). *Just Transitions: Report back and next steps*. (Cabinet Paper: DEV-19-MIN-0207). Retrieved from: <https://www.mbie.govt.nz/assets/just-transitions-report-back-and-next-steps.pdf>
- Corfee-Morlot, J. et al. (2009). Cities, Climate Change and Multi-level Governance, OECD Environment Working Papers, No. 14, OECD Publishing, OECD. doi:10.1787/220062444715.
- Cram, F. (2019). Measuring Maori Children's Wellbeing. *Mai Journal*, 16-32. Retrieved from: <http://journal.mai.ac.nz/content/measuring-m%C4%81ori-children%E2%80%99s-wellbeing-discussion-paper>
- Crimeen, A., Bernstein, M., Zapart, S., Haigh, F., (2017). *Place-based Interventions: A Realist Informed Literature Review*. Sydney: University of New South Wales.
- Doyon, A., et al. (2017). Exploring the Contribution of Transitions Management to inform Regional Futures. *Australasian Journal of Regional Studies*, 23(3): 321- 343.
- Durie, M. (2017). *Pūmau Tonu te Mauri: Living as Māori, now and in the future*. Wellington: Te Puni Kokiri. Retrieved from <https://www.tpk.govt.nz/en/a-matou-mohiotanga/culture/pumau-tonu-te-mauri-living-as-maori-now-and-in-the>



- Harker, J., Taylor, P., Knight-Lenihan, S. (2017). Multi-level governance and climate change mitigation in New Zealand: lost opportunities. *Climate Policy*. 17:4,485-500, DOI: 10.1080/14693062.2015.1122567.
- International Labour Office. (2018). *Just transition towards environmentally sustainable economies and societies for all*. ILO ACTRAV s. policy brief. Retrieved from: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_dialogue/---actrav/documents/publication/wcms\\_647648.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---actrav/documents/publication/wcms_647648.pdf)
- International Labour Organization. (2015). Guidelines for a just transition towards environmentally sustainable economies and societies for all. Retrieved from: [https://www.ilo.org/global/topics/green-jobs/publications/WCMS\\_432859/lang--en/index.htm](https://www.ilo.org/global/topics/green-jobs/publications/WCMS_432859/lang--en/index.htm)
- Kania, J., Kramer, M., Senge, P. (2018). The Water of systems change. Retrieved from: [https://www.fsg.org/publications/water\\_of\\_systems\\_change](https://www.fsg.org/publications/water_of_systems_change)
- King, P., Cormack, D., & Kōpua, M. (2018). Oranga Moko-puna: A tāngata whenua rights-based approach to health and wellbeing. *Mai Journal*, 186-202. Retrieved from <http://www.journal.mai.ac.nz/author/paula-king>
- Ministry of Business, Employment and Innovation. (2019). *Just transitions: A generic intervention logic. Partnership approach to transition planning and management*.
- Ministry for Environment. (2020). The transition to a low-emissions and climate-resilient Aotearoa New Zealand. (Cabinet Paper). Retrieved from: <https://www.mfe.govt.nz/climatechange/climate-change-and-government/climate-change-programme#markets>
- Mintzberg, H., et al. (2018). Worldly Strategy for the Global Climate Stanford Social Innovation Review. *Stanford University Centre on Philanthropy and Civil Society*, 42-47.
- OECD. (2018). Peer learning among regions in industrial transitions. *Workshop Report. Cohort 1*, OECD Publishing, Paris.
- OECD. (2019). *Regions in Industrial Transition: Policies for People and Places*. OECD Publishing, Paris. <https://doi.org/10.1787/c76ec2a1-en>.
- Pasternack, S. (2012). Local climate change law and multi-level governance in North America. In B. Richardson, *Local Climate Change Law* (pp. 243-269). Massachusetts: Edward Elgar.
- Pihama, L., Simmonds, N., & Waitoki, W. (2019). *Te Taonga o Taku Ngākau: Ancestral Knowledge and the Wellbeing of Tamariki Māori*. Hamilton: Te Mata Punenga o Te

Kotahi, University of Waikato. Retrieved from  
<https://www.waikato.ac.nz/data/assets/file/0006/503826/Te-Taonga-o-Taku-Ngakau-Final-report.pdf>

Rotmans, J. (2017). *Roadmap Next Economy for the Metropolitan Region Rotterdam-The Hague: an example of transition governance* (pp. 1-13). Rotterdam: Erasmus University Rotterdam.

Tapuae Roa. (2017). *Tapuae Roa - Make Way for Taranaki. Taranaki Regional Economic Development Strategy*.

Tapuae Roa. (2017). *Tapuae Roa - Make Way for Taranaki. Action Plan to Prosper Taranaki*.

Venture Taranaki. (2019). *Taranaki 2050 Roadmap: Our Just Transition to a Low-Emissions Economy*. <http://about.taranaki.info/taranaki2050.aspx>

# Appendix: Research method

## Qualitative interviews with national and regional stakeholders

Experienced qualitative researchers conducted the interviews (three Pākehā researchers and one Māori/Pasifika researcher). Most interviews were conducted face-to-face. A few discussions with stakeholders were held by telephone. We received one written interview. Interviews lasted approximately 60 minutes.

A discussion guide supported the interview process. We recorded all interviews with the permission of the participants. We transcribed the audio recordings after the interviews.

We conducted the interviews between November 2019 and January 2020.

## Purposive sample achieved

Thirty-one people took part in the research. We identified participants from a list of stakeholders supplied by the JTU and Venture Taranaki. We also identified additional community members to take part through interviews with stakeholders.

**Table 1: Overview of purposive sample achieved**

Location	Description	No. of people
Taranaki	Business (e.g., energy, port, engineering, SMEs)	5
	Local government	4
	Community	4
	NGOs (e.g., youth, sustainability)	2
	Iwi	2
	Union	2
	Venture Taranaki	2
Wellington	MBIE	7
	Other central government agencies	3
<b>Total</b>		<b>31</b>

## We followed a multi-stage thematic analysis process

Data analysis was systematic and rigorous. All interviewers were part of the analysis process. We conducted a literature scan to supplement the emerging themes. We analysed interview transcripts and field notes and identified themes from the data. A detailed thematic analysis process followed to identify patterns and themes. We held an analysis workshop with JTU. We presented preliminary findings to Venture Taranaki and iwi in two separate workshops.

**Liz Smith**  
**Partner**  
**021 473885**  
**[liz@litmus.co.nz](mailto:liz@litmus.co.nz)**

**Sandar Duckworth**  
**Partner**  
**021 473883**  
**[sandar@litmus.co.nz](mailto:sandar@litmus.co.nz)**

**[www.litmus.co.nz](http://www.litmus.co.nz)**

**LITMUS**