

7 June 2018

Hon. Andrew Little, Minister for Treaty Negotiations  
Parliament  
Wellington 6140

### **Ngāti Mutunga o Wharekauri Settlement**

Tena koe e te Minita,

Thank you for meeting with us on 31 May 2018. As you know, our strong preference was for that meeting to occur on Island and the abandonment of those plans did generate considerable ill-feeling there. However, your considerate and attentive approach during the replacement meeting in your office was noticed and appreciated by all of us. We are fully aware of the many demands on your time but look forward to further opportunities for direct and fruitful discussions with you of similar depth and quality.

There is no avoiding the fact that addressing the complex history and overlapping claims of both Ngāti Mutunga o Wharekauri and Moriori in the unique circumstances of the Chatham Islands is very challenging. The level of challenge is elevated because, unlike many other settlements, this process of resolution does not rest on a well-balanced and carefully-reasoned Waitangi Tribunal Report. You were right to raise the topic of this report (WAI64) now that your officials are directing you towards some of its recommendations.

The achievement of a satisfactory 'whole of Island' pair of settlements will only be possible if the Crown can detach itself (to some extent) from the undoubted emotion of the Moriori story and apply a balanced and therefore more accurate Chathams history to the simple framework of the Treaty of Waitangi. Further to our brief comments in your office, we attach a memo that indicates some areas where we feel that the Waitangi Tribunal did not succeed in striking this balance. Please contact us at any time if you would like to discuss these matters in greater depth.

Naku noa na,



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# Waitangi Tribunal Criticism of the 1870 Chatham Islands Native Land Court

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## 1. Introduction

All five March 2018 OTS advice memos on overlapping claims refer to the *Rekohu Report* (WAI64) and selected references from that Report relating to the Native Land Court.

*“This memo includes a section on the 1870 hearing of the Native Land Court that resulted in around 97% of the land in the Chathams being awarded to Ngāti Mutunga. The Waitangi Tribunal considered that this award was unjust and a breach of the Treaty of Waitangi, as the criteria set by the Crown prevented all circumstances being taken into account.”<sup>1</sup>*

The implication must be that these references are relevant to recommendations relating to overlapping claims on Wharekauri but why they are relevant is not explained. We know that the opinion of the Tribunal was that the outcome of the 1870 Native Land Court hearings in which 97% of land was awarded to Maori owners and 3% to Moriori was unfair. The Treaty of Waitangi reasoning behind this opinion is not at all coherent in the Waitangi Tribunal Report (it is assumed to be self-evident by the ratio 97:3).

The detail relating to particular blocks subject to overlapping claims within the OTS memoranda confirms that all awards of land to Moriori by the Native Land Court in 1870 were made upon the request of Ngāti Mutunga o Wharekauri people in their capacity as representatives of the recognised customary owners of that land. To claim that Moriori should have been awarded more land in 1870 (which presumably would have been awarded against the wishes of Ngāti Mutunga o Wharekauri) the Court would need to have recognised that Moriori had customary title to those “additional lands”.

The Tribunal criticises the Court for not doing this on the basis that it supposedly did not take into account all of the circumstances it should have. Three of these ‘circumstances’ are mentioned in the memoranda and are dealt with individually below. Individually and collectively these ‘circumstances’ do not establish that Moriori were the customary owners of Wharekauri whose lands forests and fisheries were secured and guaranteed by the Treaty of Waitangi.

When the Crown agrees with the assertions of the Tribunal above (as it does in the memoranda), it is declaring a Crown position that Ngāti Mutunga o Wharekauri were not the customary landowners of all of Wharekauri when British Sovereignty was first asserted

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<sup>1</sup> *Waitangi Tribunal, Rekohu: A Report on Moriori and Ngati Mutunga Claims in the Chatham Islands (2001), pp 5-7. The circumstances identified by the Tribunal included the ancestral right of Moriori to the land, the return of Chathams Maori to their ancestral homes by the time of the hearing, the Moriori petition for the principles of British justice to be applied in their case, and the question of which group’s custom was to be followed by the Court.*

over Wharekauri in 1842 and thereafter and that Ngāti Mutunga o Wharekauri did not hold mana whenua/mana moana over Wharekauri along with the full suite of Article II Treaty rights associated with that status. Any such declaration by the Crown is both historically incorrect and a contemporary grievance.

#### Circumstance 1. Ngāti Mutunga o Wharekauri had returned to Taranaki (abandoned Wharekauri) by 1870

The history of Ngāti Mutunga o Wharekauri provided on pages 1,3 and 4 of the *Rekohu Report* (actually less than 2 pages of text) is so abbreviated, selective and inaccurate as to be a travesty. No other iwi has had to endure such a shoddy representation of its history from a Tribunal that normally prides itself on the quality of its historical research. The Tribunal summary mainly comprises a one-sided account that collects various pro-Mori assertions, even those that have been comprehensively disproven or understandably rejected.

One such example is the assertion that Ngāti Mutunga o Wharekauri had abandoned Wharekauri by 1870 and therefore had relinquished all customary land titles by that abandonment. This assertion is simply untrue and was dealt with in the Ngāti Mutunga o Wharekauri Special Factors Papers. It is therefore very disappointing that this falsehood should re-appear in the overlapping claims memoranda prepared by the Crown more than a year later.

The fact that some Ngāti Mutunga o Wharekauri people did not return to Wharekauri after their largely unsuccessful and financially ruinous attempts to represent themselves before the Taranaki Compensation Court in no way weakened the control of Ngāti Mutunga o Wharekauri over their Chathams lands. The Tribunal simply stated “*Ngati Tama did not return to Rekohu.*” This bald fallacy is contradicted by the numerous Ngāti Mutunga o Wharekauri persons resident on Wharekauri who cherish Ngāti Tama whakapapa.

The ownership of lands on Wharekauri did not preclude the simultaneous customary ownership of lands by Ngāti Mutunga in Taranaki. Not all Ngāti Mutunga went to Wharekauri and many of those who did so were very active in maintaining their connections in Taranaki.

In 1870, Ngāti Mutunga had two separate rohe. The Wharekauri rohe was established in 1835 by conquest, subjugation and continuous occupation that evolved into increasingly deep ancestral connection. The Taranaki rohe was based upon ancestral connection and even though subject to defeat by Waikato and Maniapoto in the musket wars of the 1820s and 1830s, the victors did not maintain the subsequent subjugation and continuous occupation that would have extinguished Ngāti Mutunga customary ownership there by conquest. Contrary to the narrative of the Waitangi Tribunal, the Taranaki Compensation Court did not award lands in Taranaki to Ngāti Mutunga for political reasons but because particular Ngāti Mutunga could prove to a fundamentally hostile Court that they were the customary owners of lands that had been confiscated unjustly in 1865.

## Circumstance 2. Which Group's Custom should be followed by the Court?

The question facing the Native Land Court in 1870 was not the red herring mooted by the Tribunal: 'which group's custom should be followed?' but 'who were the customary owners of Wharekauri lands in 1870?'. This is a question of fact about who exercised control and who enjoyed the incidents of land ownership, not a question of custom or philosophy. Quite rightly, the Court found the facts to be that Ngāti Mutunga o Wharekauri were the customary owners of all Wharekauri lands on the basis of conquest, ongoing exercise of control (ringa kaha) and continuous occupation of land since 1835. Moriori were subjugated in 1835 and even though the conditions of that subjugation improved over time, especially after 1842, Ngāti Mutunga o Wharekauri control over land and resources was continuous and comprehensive.

The Waitangi Tribunal and Moriori attempt to deprecate the crucial role of conquest in the establishment of Ngāti Mutunga o Wharekauri rights and interests (secured and guaranteed by the Treaty of Waitangi) on Wharekauri. A considerable time after the event and when it was safe to do so, some Moriori began to propound the idea that Moriori had not been conquered because they had not resisted the invaders and furthermore that the lack of resistance was due solely to the pacifist beliefs of Moriori. First, conquest is achieved through force but does not require resistance for it to be conquest. According to the Shorter Oxford English Dictionary, the word **conquer** means "*acquire, get possession of, attain to...acquire by force of arms, win in war, subjugate (a country etc.) by force. To subjugate means to "bring (a country, people etc) into subjection, vanquish, subdue,..bring under domination or control; make subservient or dependent."* A **subject** is "*under the rule or domination of another country, group etc...under the control and influence of, subordinate to*". Moriori claims to customary title to land cannot be sustained by the mere unilateral invention of some retrospective 'rules' to be applied to the process of subjugation that supposedly have the power to negate the historical fact or outcome of subjugation.

Second, adherence to Nunuku's law was not the reason why Moriori were subjugated by Ngāti Mutunga o Wharekauri. The simple facts are that Ngāti Mutunga o Wharekauri had the will and capacity to impose that subjugation on Moriori and Moriori did not have the capacity to prevent that imposition. If Moriori had chosen to resist the Ngāti Mutunga o Wharekauri invasion in 1835, the eventual outcome would have been the same but with much larger loss of life on the Moriori side. Unlike Ngāti Mutunga, Moriori had no firearms, no cannon, no military experience in a wide range of combat situations and no realistic plan of attack.

There is no tribe or country in history who thought that their subjugation was fair and just. That did not nullify the unfortunate fact of their subjugation.

The Tribunal saw fit to repeat these two Moriori assertions without critical analysis but went further in that it also suggested the extraordinary idea that the only basis for customary ownership of Māori land is ancestral association and that such ownership is somehow immune from the effects of conquest, subjugation and enslavement, occupation of the land by others and the assimilation of conquered peoples. This was a radical attempted re-characterisation of Māori culture by the Tribunal that does not stand examination. Certainly, the Native Land Court deserves praise rather than criticism if it did not accept this cultural revisionism when it deliberated on the ownership of lands in 1870.



### Circumstance 3. The Moriori Petition for the “higher principles of British Justice” to be applied in their case

This petition contained a variant of the custom argument above. It pleaded that the Court should have rejected land ownership and control founded (at least to some extent) upon conquest on the grounds that the behaviour necessary to achieve conquest and subjugation are inconsistent with the British notion of fair play. An expectation that Britain would reject the entire notion of conquest as one of the bases for sovereignty and ownership betrays a lack of knowledge of British history and it is not surprising that such a naïve petition failed. The only thing that is surprising is that the Waitangi Tribunal some one hundred and sixty years later would take it seriously.

When the Tribunal criticises the Native Land Court in 1870 for not responding to the Moriori petition, it is criticising a Court for not abandoning the statutory framework that it was operating in. This is a grossly unfair criticism of any Court. If such a criticism is to be mounted it should be directed towards the Government who enacted the relevant legislation. Without joining the dots of its argument, perhaps this what the Tribunal meant in its recommendation that there should be a new Maori Land Law developed and enacted for the Chatham Islands. The suggested content of that law was not elaborated by the Tribunal.

There are some very good reasons why that recommendation should be ignored today but the problems with the concept of developing and implementing an alternative Native Land Law are no less formidable if that herculean task is hypothetically projected back in time to the middle of the nineteenth century or, ideally, to 1842. First, it assumes that the Crown had the knowledge, inclination and capacity to pass and enforce the alternative law for the Chatham Islands. This was not the case and while it is fair to hold the Crown accountable for actions it might reasonably have taken, the Crown should not have to apologise for things it could not possibly have done.

Second, the intention to pass such a law implementing such land policies would create a major new caveat in the Treaty of Waitangi. Article II would require amendment so that rights to lands, forests and fisheries were secured and guaranteed except to the extent that the Crown thought they might have been obtained by conquest (or something similar). It is most unlikely that many rangatira would have endorsed this alternative Treaty text in 1840/42. The customary rights secured by the alternative Treaty would not be governed by a Māori understanding of custom but by a British prescription of that custom. The implication of the Waitangi Tribunal Recommendation on land law is not that Moriori custom or Ngāti Mutunga o Wharekauri custom be respected but that something which is neither one thing nor the other be invented and imposed.

It is absurd for the Tribunal to indirectly suggest a theoretical modification to the Treaty of Waitangi that would establish the Crown as the arbiter of Maori custom and which would therefore, in all likelihood, have guaranteed its rejection by Māori. It is doubly absurd for the Crown in 2018 to contemplate a Treaty Settlement based upon the unspecified wording of an alternative and hypothetical Treaty rather than the one we have.

### 3 Conclusion

The three 'circumstances' that the Waitangi Tribunal in WAI 64 criticise the Native Land Court for not taking into account during its 1870 Wharekauri sitting do not withstand critical examination. They comprise:

- a falsehood (that Ngāti Mutunga o Wharekauri abandoned Wharekauri and thereby vacated their customary title);
- a red herring (that the Native Land Court did not follow Moriori custom in its deliberations) and;
- the invention of a parallel universe and alternative Treaty of Waitangi (in which the Crown - not Māori - would determine Māori custom about land ownership and control).

Clearly the Tribunal were in favour of a Treaty of Waitangi Settlement for Moriori that would contain the transfer of more land to Moriori than to Ngāti Mutunga o Wharekauri. However, it failed in its attempts to ground this preference in the Treaty of Waitangi and historical fact. The Tribunal also evaded the reality that the transfer of land on Wharekauri on an exclusive basis to Moriori, inevitably entails the transfer of land in which Ngāti Mutunga o Wharekauri have an undeniable customary and historical interest as the iwi with 183 years of unbroken mana whenua status over all of Wharekauri.

Establishing that Moriori have a historical or ancestral connection to an area does not alter the nature and extent of Ngāti Mutunga o Wharekauri rights to the same area. These rights are to be secured and guaranteed by the Crown, not damaged or even removed by a deeply flawed 'settlement' process. Even if the Crown shares the Tribunal's proclivity to somehow give land to Moriori, that inclination has no relevance at all to the description of overlapping interests.