

**HERETAUNGA PLAINS URBAN DEVELOPMENT STRATEGY  
MANA WHENUA CONSULTATION REPORT**

Prepared for Napier City Council, Hawke's Bay Regional Council and Hastings District Council.

**DRAFT REPORT**

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Consultant: Karl Wixon. Director WIKI Design & Consultancy Ltd.

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## Mihi / greeting

E mihi nui ki te hau kainga o Heretaunga me Ahuriri,  
Tenei te mihi atu ki a koutou ngā whānau o Tamatea Arikini.  
Tena koutou ngā mokopuna o te maunga tapu o Kahuranaki.  
Kia ora mō to korero, tō whakaaro, tō mōhio, me tō tautoko o tenei kaupapa.

E mihi ki ngā mate o tātou marae maha, o tātou kainga, o tātou whare.  
Aapiti hono taatai hono,  
Ko te akaaka o te rangi, ki a rātou to hunga mate.  
Aapiti hono taatai hono,  
Ko te akaaka o te whenua ki a tātou te hunga ora,

Tihei Mauri ora!

He kaupapa nui tenei rautaki mo te whakatipuranga o tātou whenua, o tātou kainga  
me ngā taone nui o Heretaunga me Ahuriri.

Ki a tātou tautoko te kaupapa o tenei rīpoata:  
Te whakatipuranga o te taiao,  
Te whakatinanatia i nga wawata Māori o Heretaunga,  
Te puawaitanga o te taiao.

He pai te whakakotahi o ngā kaunihera a rohe mo tenei rautaki.  
He pai te whakawhirwhiri o ngā take Māori i tenei kaupapa.  
He kaupapa nui mō te hauora o tātou mokopuna katoa.

Tena koutou,  
Tena koutou,  
Tena koutou katoa.

*Acknowledgement: Special thanks must be recorded here to Te Taiwhenua o Heretaunga and participant Marae / Hapū for permission to use the appended information from the Whānau Development Action Research Project and Housing Needs Analysis 2005-6.*

# 1. Introduction.

This report presents mana whenua issues, needs and aspirations in regard to the study area of the Heretaunga Plains Urban Development Strategy.

This is not a technical report, as it was not feasible within the scope of the study to provide technical or quantifiable information due to a lack of pre-existing or readily accessible information. It is also acknowledged that more in-depth study will be required to further substantiate and quantify the findings and directions of this report.

The one exception to this is information provided by Te Taiwhenua o Heretaunga resulting from the 2005 and 2006 'Whānau Development Action Research Project'. Permission to include this information in this report was granted by Te Haaro, the governing board of Te Taiwhenua o Heretaunga, at its meeting on 24<sup>th</sup> September 2009, strictly for the purposes of informing the Heretaunga Plains Urban Development Strategy.

This information was the result of months of effort over two years by over 146 participants of both Marae communities and urban based whānau. Whilst the information provided by Te Taiwhenua o Heretaunga only pertains to twelve Marae, when there are twenty three mana whenua Marae in the study area, it can be taken as indicative of the state of housing in Marae communities.

The consultation undertaken for this study did not greatly extend the level of information provided from previous research, it did however serve to reinforce it, and affirm its continued currency and relevance.

The timing of, and timeframe available for, undertaking this study, has constrained its outcomes and has made mana whenua engagement in the process very difficult.

It was repeatedly commented at hui and meetings that this study would have been better undertaken a year ago, or a year from now. A year ago local mana whenua dynamics were more settled than they are now, and it is expected they will be again a year from now.

Both Heretaunga and Ahuriri mana whenua are in the midst of Treaty settlement processes. In both cases, but more particularly Ahuriri, this means mana whenua are stretched in terms of capacity to respond to studies such as this, particularly within short imposed timeframes.

The Treaty settlement process also means that there are a number of areas within the study area that will be the subject of settlement negotiations and understandably mana whenua do not want to start disclosing information or applying pre-emptive assumptions in providing information to this study.

One key trend that has emerged from the study is a focus on **'unlocking' the development potential of whenua** for both housing and economic development.

## 2. Executive Summary.

A number of key themes and priorities have emerged from mana whenua research, interviews and hui that need to be reflected in the HPUDS.

**1. Papakainga development:** The strategy needs to ensure conditions are created conducive to the development of Māori communities to meet a growing aspiration and economic imperative to develop mixed use solutions on Māori land for housing, cultural and economic activity.

**2. Compositional shift:** A growing youth and aging population means there will be an increasing need to provide low cost housing solutions through a mixture of papakainga development as well as a flexible approaches to urban intensification through house extensions, construction of secondary dwellings / kaumatua flats and increasing permanent use of temporary accommodation such as garages, caravans and sheds. This shift will also likely lead to an increase in rental housing demand due to inaccessibility of home ownership.

**3. Urban well-being:** There is a desire to see Māori communities rejuvenated in suburban centres like Camberley, Flaxmere and Mahora, many of which have lost their heart and lack some of the key infrastructure to the health of Māori communities including tangible points and places of cultural connection and exchange. This is consistent with the national Te Aranga Māori Cultural Landscapes Strategy developed in Flaxmere which has been endorsed by Ngati Kahungunu and provides a useful frame of reference. See [www.tearanga.maori.nz](http://www.tearanga.maori.nz)

**4. Whenua development:** There is an increasing desire, need and support to unlock the untapped potential of Māori freehold land in terms of primary sector production. There are strategies in place within mana whenua organisations to do this. The HPUDS will need to consider how it can enable this to occur.

**5. Treaty Settlement:** There are two pending treaty settlements in the study area. This means by 2015 Mana Whenua will have a stronger role and influence in the local economy and political structures. Mana whenua will need to be treated as decision making 'partners', rather than 'stakeholders' to be consulted with. The implications of this are that the directions developed in HPUDS are more likely to be effected by mana whenua issues, needs and aspirations by 2015 and beyond.

**6. HPUDS development process:** From a mana whenua frame of reference the development process for this strategy is inappropriate in terms of mana whenua involvement and methodology, the timing of the study is unfortunate, its development timeline too short, its horizon too close and it's scope of consideration too narrow.

Given the pending treaty settlements and increasing influence mana whenua will have at local and central government levels by 2015 the partners are strongly advised to pre-empt that eventuality by expanding the three-way partnership to a four-way partnership moving forward. Failure to do so may result in tensions later.

A move from 'consulting' mana whenua to 'partnering with' mana whenua is inevitable and should be pre-empted not only in the content of this strategy, but also the process by which it is develop moving forward from here.

## **3. Scope of Study.**

### **3.1 Scope of Engagement:**

In considering the scope of the study it is also necessary to understand the scope of 'Mana Whenua'. The term 'Mana Whenua' when used in regard to people denotes those whānau and hapū who have primacy and authority over place. The use of the term mana in this context also refers to te manawa o te whenua, or the heartbeat of the land.

Mana Whenua as a description of authority also denotes the mana held over whenua by the Mana Whenua, that is to say Mana Whenua not only describes a people, it also describes authority over place which is not affected by legal title. This mana comes through whakapapa, which is a genealogical and ancestral connection with place that has been maintained through inter-generational occupation, and has not been usurped through warfare or complete dissipation through migration. More broadly Māori can be considered Tangata Whenua, people of the land, but 'Mana Whenua' is a place specific denotation of authority, rights and responsibilities.

A focus on Mana Whenua does not exclude or preclude a focus on Tangata Whenua, nor mataa waka (other peoples) - in fact part of the responsibility of the Mana Whenua is mana-a-ki-tanga, the extension of that mana to others through hospitality to manu-hiri (visitors) and responsibility for their well-being while they are guests on the whenua. Acknowledging the Mana Whenua places both authority and responsibility on them.

### **3.2 Scope of Study:**

A scoping document was sent to parties in order to stimulate thinking about the range of issues that may need to be considered by Mana Whenua, including:

#### **Treaty Settlement Implications in regard to:**

- Property and Land Holdings.
- Relationships / joint management structures.
- Land banking.

#### **Papakainga Development, in regard to:**

- Definitions of papakainga and related zoning and planning provisions / concessions.
- Development costs / levies.
- Provision of infrastructure including roading, water, waste management etc.

#### **Urban development, in regard to:**

- Access to affordable housing stock.
- Elderly and social housing.
- Intensification through subdivision, extensions, secondary dwellings etc.

**Whenua development in regard to:**

- Zoning and plan provisions.
- Infrastructure – roading / water / waste / effluent etc
- Water rights.

**Marae Community Development in regard to:**

- Zoning and Planning provisions around Marae communities.
- Marae maintenance / revitalisation.
- Sustainability / mixed use development.

**Resource Management, in regard to:**

- Joint Management Structures.
- Iwi / hapū management plans.
- Environmental policy.
- Energy.
- Water.
- Waterways.
- Waste.
- Coastal management.
- Biosecurity.

**Heritage management, in regard to:**

- Waahi tapu,
- Sites of historical and contemporary significance.
- Ngahere development / management.
- Civic / community development.

**Mahinga Kai, in regard to:**

- Protection
- Access rights
- Management

**Hauora, in regard to:**

- Sense of place, identity and connection.
- Places for recreation and interaction – hakinakina.
- Rongoa – reinstatement of Ngahere

The strategy will also need to anticipate possible changes in the external context which may have a 'top down' influence, in addition to 'mana whenua up' issues, needs and aspirations, including:

- Implications of post-settlement relationships between mana whenua and Council's, such as the establishment of joint management structures.
- The likelihood of Iwi/Hapū management plans being in place.
- The current development of a Marae Runanganui and Community Development Unit to address Resource Management issues by Te Taiwhenua

- o Heretaunga in partnership with the Hawke’s Bay Regional Council and Hastings District Council.
- The potential influence of Ngā Aho Inc, the recently incorporated national Society of Māori Architecture, Design, Landscape Architecture, Environmental Management, Strategy and Planning professionals (see [www.ngaaho.maori.nz](http://www.ngaaho.maori.nz)) – on issues such as National Policy and Practice Guidelines regarding Resource Management, such as:
  - o Adoption of the Te Aranga Māori Cultural Landscapes Strategy, which has already occurred with the Gisborne District and Auckland City Councils and is identified in the HDC LTCCP.
  - o The possibility of Māori influencing National Policy Statements, including the proposed National Policy Statement on Urban Design, requiring an increased focus on mana whenua inclusion and aspirations in urban landscapes.
  - o The possibility of Māori influencing professional practice guidelines and policy in areas such as definitions of RM terms, practices for mana whenua engagement, cultural landscapes policy. Work is currently occurring with the New Zealand Institute of Landscape Architects and Designers Institute of NZ.
- The possibility the Napier City and Hastings District Councils will be merged into a single Council, such as is occurring with the Auckland ‘Super-city’.

There are also philosophical questions to be addressed based on Mana Whenua principles, such as the role as kaitiaki, o ngā taonga tuku iho o tātou tupuna mo nga uri a muri ake nei, including issues such as:

- The question whether development focus should be on the alluvial plains, or in the foothills and surrounding ranges in accord with korero a koroua – “kia hoki ki te tuahiwi ki te hau o tawhirimatea”.
- Wairua / Waiora / Wai Māori – the question whether water should remain in the whenua and issues of protection of the life giving waters – puna / awa / roto.
- The question of mana ki te whenua, return to and occupation of our whenua – ahi kaa roa.
- The responsibility of mana-a-ki-tanga, catering for new arrivals to the region, how they are woven into the local fabric.

Whilst these things will not directly affect things like housing demand and affordability, they may effect decision making in terms of zoning, policy, planning and consent . Beyond 2015 mana whenua will have an increasingly influential role in decision making.

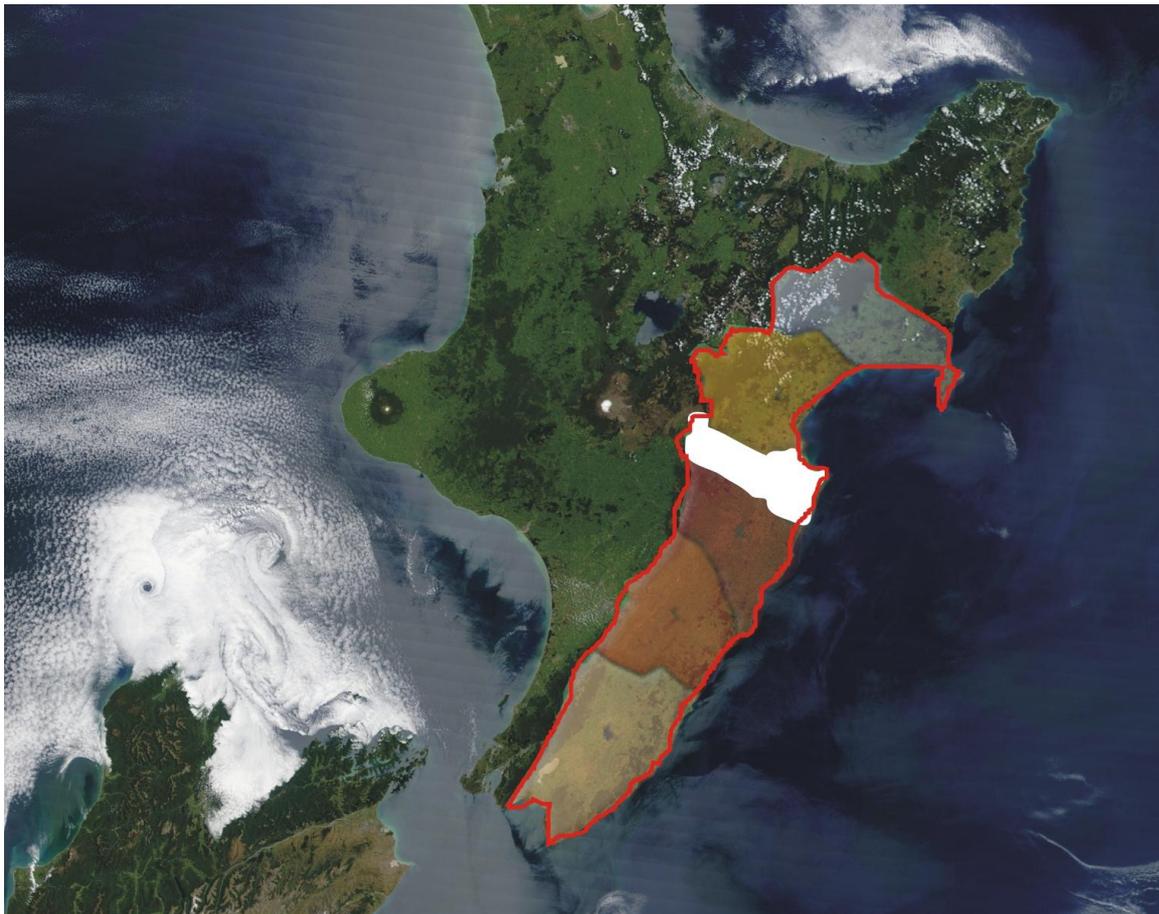
Whilst the primary instruments to give effect to the HPUDS are regulatory instruments, the focus needs to be wider to embrace and consider the impacts of mana whenua issues, needs and aspirations – and consideration will need to be given to ‘other’ instruments to give effect to a broader strategy, such as inter-agency and mana whenua partnerships.

## 4. Methodology.

### 4.1 Mana Whenua engagement

Mana Whenua consultation was principally conducted through hui in accord with tikanga.

This approach favours collective consultation and discussion, over discussion with individuals, however consultation with key individuals was necessary to gain support and guidance for convening and facilitating effective hui



This map identifies the wider Ngati Kahungunu iwi region and the six contributing Taiwhenua Regions with two key areas covered by the HPUDS study including Heretaunga highlighted in white and Te Whanganui a Orotu in Yellow.

Mana Whenua in the HPUDS study area can largely be defined in these two inter-related but distinctive groups based on a division North and South of the Ngaruroro River, namely Heretaunga to the South which includes the urban settings of Hastings and Havelock North, and Te Whanganui-a-orotu including Ahuriri to the North which includes the City of Napier.

Within each of these areas engagement was sought at four different levels:

1. Individuals: Those people most relevant to the focus of the study.
2. Marae / Hapu: Natural groupings made of of whānau and hapū who affiliate through common ancestry, marriage and connection and/or affiliate with a Marae.
3. Taiwhenua: Taiwhenua are organisations that are mandated to represent the collective mana Whenua interests of their constituent Marae / Hapū groupings within a defined region. There are two Taiwhenua organisations in the study area - Te Taiwhenua o Heretaunga and Te Taiwhenua o Te Whanganui a Orotu.
4. Treaty Claimant Groups. Treaty claims in the study area have been clustered into large Natural Groupings largely represented through Marae / Hapū on behalf of claimants. There are two key Treaty Claimant Groups in the Study area: He Toa Takitini south of the Ngaruroro and Mana Ahuriri to the North.

There are 23 Marae in the Study area:

1. Hamuera. Moteo Pa Road.
2. Hougarea. Miriama Rd, Pakipaki.
3. Kohupatiki. Fardon Rd, Clive.
4. Korongata. Maraekakaho Road. Bridge Pa.
5. Matahiwi. Lawn Rd, Clive.
6. Mihiroa. Old Main Rd, Pakipaki.
7. Omahu. Korokipo Road, Omahu.
8. Petane. Taits Rd, Bay View.
9. Mangaroa. Raukawa Rd, Bridge Pa.
10. Pukehou. State Highway No 2, Pukehou.
11. Ruahapia. Ruahapia Rd, Karamu.
12. Runanga. Taihape Road, Omahu.
13. Taraia. Old Main Rd, Pakipaki.
14. Tangoio. State Highway No2, Tangoio.
15. Te Awhina. Taihape Rd, Omahu.
16. Te Haroto. State Highway, Te Haroto.
17. Te Hauke. State Highway No2, Te Hauke.
18. Timi Kara. Moteo Pa Rd, Puketapu.
19. Waiohiki. State Highway No50, Taradale.
20. Waimarama. School Rd, Waimarama.
21. Waipatu. State Highway No2, Waipatu.
22. Waitangi. Northern Waimarama Beach. (Not formally recognised)
23. Wharerangi. Puketitiri Rd, Puketapu.

There are also two key urban Marae (not targeted in this study):

- Te Aranga Marae – Boston Crescent, Flaxmere.
- Pukemokimoki Marae – Riverbend Road, Maraenui.

The approach taken to Mana Whenua consultation for the HPUDS project was broadly inclusive, but primarily focused on the collective entities to engage mana Whenua in hui conducive to collective thinking and decision making, those being the Taiwhenua and Treaty Claimant entities.

In addition a number of organizations, or individuals in those organisations that are focused on whenua development interests were invited to participate in hui, these include:

- Ngati Kahungu Iwi Incorporated – who represent the wider tribal interests of Ngati Kahungunu from Wairoa to Wairarapa.
- Te Kooti Whenua Māori – the Māori Land Court.
- Te Puni Kokiri – Takitimu Office.

## **4.2 Process:**

The basic process followed was:

1. Review of existing material / research outcomes.
2. Development and distribution of a discussion document to introduce the study and expected scope to mana whenua stakeholders.
3. Development of a panui for a key wānanga to be hosted later in the study.
4. Conduct one-on-one meetings or phone interviews with key individuals.
5. Facilitate Marae based wānanga.

## **5. Findings.**

This section sets out key themes emerging from previous research, interviews and hui. It does not review, nor purport to provide, any demographic evidence of some of the assumptions made and trends observed, rather it comes from oral and anecdotal evidence where data is not available. The first three sections below focus on feedback on the study itself based on the critique received from those consulted. It must be noted here that these issues are recorded in the interests of informing further development of HPUDS and how mana whenua participate in that process.

### **5.1 Study area**

There was a recurring message from Mana Whenua that the extent of the study area is inadequate from a mana whenua perspective.

Mana whenua interests extend well beyond the extent of the study area and could loosely be defined by the visual reach achievable from the Heretaunga Plains i.e. from Mountain top to sea horizon and every recess and reaching arm in between.

As kaitiaki (custodians/guardians) of the area Mana whenau view this area as integral to any study on the plains in terms of ecology and whakapapa.

Of particular importance is an understanding of the ecology of catchment areas that are integral to any consideration of activity and resource management on the plains and which formed the settlement pattern and movement patterns of Māori communities.

It was also pointed out that whakapapa connections extend beyond the study area boundaries, for example the Owhaoko C7 Trust has whānau interests that extend from the top of the Gentle Annie to Waipuka / Waimarama and their development strategy seeks to foster economic development activity that utilises these links.

What this means in essence is that any mana whenua strategy or decisions made regarding the study area needs to be consistent with, and informed by, a much wider field of study.

### **5.2 Study scope**

There was a recurring view that the scope of the study was also inadequate. There was affirmation that all of the areas outlined in the scoping paper distributed as set out in section 2.2 of this report needed an integrated approach i.e. that to consider a lesser scope was not strategic.

This is consistent with a holistic Māori approach to strategy requiring a broadly integrative approach based on a notion of mātauranga where the full understanding

of something can only be gained through a broad understanding of related and connected things, similar to the difference between knowledge and wisdom.

Mana whenua view this broad integrated approach as a pre-requisite of making 'wise' decisions about the future of the region.

It was noted that the current HPUDS process was treating areas of knowledge as silos, whereas as Māori interests extend into all areas of the study, and further.

### **5.3 Study horizon**

The study horizon was also considered by mana whenua to be short-sighted. Mana whenua have an obligation and compulsion to think and act inter-generationally. This is due to Tāonga tuku iho principles, a responsibility, as the inheritors of bequeathed assets handed down by ancestors, that the assets held by this generation are handed on to the next generation in good health.

The mana whenua psyche is a view of occupation and connection with this place in perpetuity. This means decisions are tempered by a sense of inter-generational consequence that says it is more important to get it right than to get it quick.

This is reflected in the saying "ma te wa" or "when the time is right" and is also enshrined in the notion of tikanga, hara and utu i.e. that you need to do the right things and do them the right way, and that to transgress will result in inter-generational consequence.

It was also considered that a longer term view would be more conducive to a vision led approach and long term sustainability - rather than an infrastructure led approach whereby the strategy will be invariably constrained by present realities e.g. sewage pipe location and capacity, stormwater pumping limits etc.

It is expected that this will limit addressing longer term issues and questions, such as: "would it be better and more sustainable in the long term to focus on 'retreating to the hills' vs continuing to develop on the plains?". It is recognized development on the plains will increasingly come under threat from climate change, resource depletion, competing land use requirements and infrastructural limits.

A longer term view may also start to conceive alternate realities e.g. will we still be piping effluent, or looking to onsite management and 'dry' methods? These alternate long term realities would change the psyche today of resource and infrastructural issues.

**From a mana whenua frame of reference the timing of this study is wrong, its development timeline too short, its horizon too close and it's scope of consideration too narrow.**

## 5.4 Papakainga Development

Papakainga development is seen as one of the highest priorities in the study area.

Papakainga could be generally described as intentional Māori communities. The term Papakainga has layered meanings that both refer to connection with Papatuanuku, the earth mother, the life cycle of parent and child, as well as ka, or fire, as a source of life and warmth.

Papakainga development is viewed as a priority for two compelling reasons:

- Cultural development: Reoccupying and reconnecting with ancestral lands and whānau is viewed as important to cultural well-being. With the Māori cultural renaissance of the last few decades there is an increasing desire to reconnect with whenua and whānau. It is also evident around the country that as Iwi settle treaty claims and develop economic activity that whānau are attracted back to that activity. The expected Treaty Settlements in the next few years are likely to result in a similar trend.
- Economics: As housing is becoming less affordable there is an increasing financial imperative for whānau to make use of collectively owned freehold lands for housing development to keep costs down.

What is also evident is that Papakainga development aspirations are mixed use, that is to say that development aspirations are cultural, social, educational, economic and environmental.

The Papakainga provisions of each of the three partners to HPUDS have not been reviewed within the scope of this study, however the Hastings District Plan currently primarily views papakainga as housing development and a plan change request has been submitted to allow for mixed use so economic activity can be developed to ensure the sustainability of such developments.

Another key issue for mana whenua is current restrictions on where papakainga can be built. From a mana whenua perspective papakainga should be able to be developed anywhere where whānau seek to do so, within the capacity of the land to service the needs of the whānau. The principle of kaitiakitanga (custodianship / sustainability) of the land means mana whenua are concerned with issues of capacity, sustainability and development impacts on local ecology – but do not view any other constraints, such as activity zoning through the District Plan as an acceptable constraint. There is a view that any other form of constraint is contrary to an elemental human right to live and build on your land.

There are a number of Papakainga projects being progressed throughout the study area including, Pakipaki, Waiohiki, Waipuka, Waipatu, Waitangi and Waimarama.

An understanding of Papakainga development principles can be captured in the karakia:

An understanding of Papakainga development principles can be captured in the karakia:

Kei runga	<i>Above</i>
Ko Ranginui	<i>The Sky</i>
Kei raro	<i>Below</i>
Ko Papatuanuku	<i>The Land</i>
Kei mua	<i>In front</i>
Ko te moana	<i>The Sea</i>
Kei muri	<i>Behind</i>
Ko te ngahere	<i>The Bush</i>
Kei tenei taha	<i>To this side</i>
Ko nga awaawa	<i>The streams</i>
Ko te puna wai	<i>And Spring</i>
Kei tera taha	<i>To the other side</i>
Ko nga waahi mahinga kai	<i>The gardens</i>
Kei konei	<i>And here</i>
Ko te kainga	<i>Is home</i>
Ko nga oranga	<i>All kinds of</i>
Katoa	<i>Life</i>
Koko ia	<i>The sound of Koko</i>
E ara e	<i>I rise</i>

The karakia reminds us of the basic elements of survival and sources of nourishment and our need to keep them in balance and to ensure they are able to sustain us. It also guides us to suitable places to live where these elements are accessible.

This also reminds us of our tikanga (customary practices) and matters of tapu (sacredness) and noa (profanity) which can be elaborated on from this karakia. For example in respect to the puna; The puna is a source of life giving waters, 'wai-ora' and our source of spirituality 'wai-rua'. From the puna the sacred waters flow to where they quench our thirst – our place for drinking, then below to the places we bathe and wash. This tikanga provides a logical guide to the way we interact with waterways. Each of the elements identified in this karakia has associated tikanga which provide a guide for sustainable use and protection of earth's resources.

All of these elements are important for Papakainga to sustain a community.

It is such karakia and their related tikanga that provide 'best practice' guidelines for design and development. They are principles borne of millennia of experience living on these lands. Contemporary urban design principles such as found in the urban design protocols and LIUDD first developed in the 1990s fail to reflect this depth of understanding and are not appropriate impositions on Māori development, however the Te Aranga Māori Cultural Landscapes Strategy endorsed by Ngati Kahungunu does provide a useful frame of reference for Papakainga development.

Papakāinga aspirations are also multi-generational and seek to provide an environment where all generations of a whānau can live in close proximity to one another, whilst retaining some privacy. Such living structures ensure all ages are cared for – tamariki, rangatahi, pakeke and kaumatua.

Development of papakāinga has the potential to address social housing issues and to respond to the changing demographic of an increased number of elderly and youth.

## 5.5 Urban Development

The majority of Māori live in urban contexts, with large numbers in areas like west Hastings, Flaxmere and Maraenui, but also in other smaller pockets, such as Mahora in Hastings, Tamatea and Lipscombe Crescent in Havelock North.

Emerging issues for mana whenua in Urban Contexts include:

- Emergent youth population: With peak Māori birth rates in 1994 there will be an emerging need for low cost rental accommodation in the HPUDS period from 2015.
- Aging Population: With an estimated doubling of the aged population by 2050 there will be an increasing demand to house kaumatua. Māori seek to keep kaumatua within whānau contexts.
- Housing affordability: Housing is becoming increasingly inaccessible to first home buyers, meaning alternative means of accommodating whānau need to be considered.
- Mara Kai / Community Gardens: There is currently proposals to develop Mara Kai, or community gardens, in Māori intensive communities including Maraenui, Waipatu, Matahiwi and Ruahapia.
- Connectivity: There is evidence that connection to culture improves Māori well-being. It is important to ensure that Māori have both an easy means of connecting and moving between peri-urban Māori communities, such as Tangoio, Omahu, Bridge Pa, Pakipaki etc and urban communities, such as west Hastings, Flaxmere and Maraenui. It is also important that 'suburbs' maintain vital community infrastructure to provide opportunities for community connection and revitalisation.
- Intensification: Whilst 'urban intensification' is not a Māori concept, increasing need to accommodate the elderly and youth may generate a trend towards intensification through low cost accommodation alternatives including:
  - House extensions.
  - Construction of secondary dwellings / on site kaumatua flats.
  - Permanent occupation of temporary accommodation: High housing costs will drive increased use of temporary accommodation such as caravans, sleepouts, garages etc.
  - Such activity should be thought of as legitimate and supported.

Again the Te Aranga strategy seeks to address some of these issues through the manifestation of cultural landscapes in urban settings.

## 5.6 Whenua Development

There is an increasing desire and economic imperative to unlock the potential of Māori lands not only for papakainga development, but for primary sector development. This aspiration is growing amongst marae/hapū and is central to the development strategy of the Ngati Kahungunu Asset Holdings Company.

Central to whenua development is an emphasis on wai and kai (water and food).

Principles for this are enshrined in the culture, particularly through the terms wai-rua (spirituality) and kai-tiaki (custodianship of environment). Again these two principles manifest themselves in tikanga which guide the way Māori understand and interact with water and land.

Whilst this study has not provided the scope to map and quantify all Māori land in the study area, there are some indicative figures from Hastings District Council that may help to get a sense of the scope and complexity involved in developing this land as taken in 2005:

- The Māori Freehold Land Register showed 661 properties within the district categorised as Maori Freehold Land. These properties account for 8% of the total land area of the district and 2% of the district rating base.
- In addition many of these land holdings have no effective administrative bodies and succession are often out of date. (see notes Appaendix One).

It is also likely with pending Treaty settlements that the Māori land asset base will grown and that the ability to invest in development will increase.

This should be viewed in a national context<sup>1</sup> which shows:

- Māori own 6% of our countries land area.
- Māori-owned commercial assets \$16.5b.
- Māori are heavy investors in primary industry (52% of investment).
- Maori businesses increased in value by \$4.8b (2001-2006)
- Significant increase in Māori employers and Māori self employed (29%)
- Treaty Settlements to date – in excess of \$1b
- Advancements in Leadership & Governance
- Māori primary sector organisations are asset & cash rich in comparison to non-Māori and as such are surviving the economic recession better than their non-Māori counterparts.
- Focus is on both wealth & wellbeing creation
- Focus on value & values based development propositions.

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<sup>1</sup> Karaitiana, Te Horipo. Report to AIO 2009.

- Māori are more active in global markets than non-Māori.
- Inter-generational view
- Inter-tribal co-operation and joint ventures making big plays.
- Dairy – approx 8-10% of national production
- Sheep and beef - approx 12% of national production.
- Forestry - 40% of commercial forestry (with recent settlements / CNI)
- Seafood – 50%+

It should also be viewed in a global context that shows the need to double global food production by 2050<sup>2</sup> with:

- Half the present available water
- Far smaller productive land area
- Little or no fossil fuel
- Scarce and very costly fertilisers
- More droughts and heightened climatic uncertainty

This means unlocking the productive potential of Māori land is a key national economy priority and opportunity in positioning NZ to meet global food demand as reflected by the current establishment of a Primary Sector focus group of the Māori Economic Taskforce appointed by the National Government.

The HPUDS will need to consider how it makes provisions that will increase the productivity of Māori land in accord with Māori principles. This perhaps could include specific provisions and concessions aimed at facilitating development, as well as consideration of how council staff and resources could be used to inform and assist land holders in developing their land.

A comprehensive stock take of Māori land in terms of status and potential should be considered as a key first step in facilitating this development.

## **5.7 Resource management & infrastructure**

The scope and time available to undertake this study did not provide for any detailed analysis of Resource Management issues, however, it is evident that Mana Whenua will have an increasing role in decision making on how our regions resources are utilised and managed, due to:

- Negotiated powers accorded through the Treaty Settlement process.
- The increased stake Māori will have in the regional economy post-settlement.
- The present establishment of a Resource Management Unit for Heretaunga by Te Taiwhenua o Heretaunga in partnership with Ngā Marae, the Hawke's Bay Regional Council and Hastings District Council.
- Increasing powers of Māori in Resource Management decision making processes that will increasingly be integrated into National Policy Statements and Local Government policy.

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<sup>2</sup> Cribb – The Coming Famine: The Risk to Global Food Security 2009.

This will influence decision making through, and in regard to:

- Joint Management Structures.
- Iwi / hapū management plans.
- Environmental policy.
- Energy generation and consumption.
- Water supply, use and reticulation.
- Waterways protection and management.
- Waste management and control.
- Effluent management and control.
- Coastal management and control.
- Roading and transport infrastructure.
- Mahinga kai / food grounds /areas.
- Waahi Tapu / sacred sites.
- Sites of cultural significance.
- Hazard management.
- Biosecurity.

It would be prudent for HPUDS to pre-empt this shift in power by making provision for detailed study of Resource Management and infrastructure issues from a mana whenua perspective moving forward with this strategy.

Some specific resource and infrastructure issues are identified in the notes attached Appendix One.

## **5.8 Treaty Settlement**

There are two key claimant groups in the study area:

1. Mana Ahuriri representing the Mohaka-ki-Ahuriri claim.
2. He Toa Takitini representing the Southern Hawke's Bay Claim.

Both of these claims fall within Claim District 11 (Hawke's Bay-Wairarapapa) which comprises some six million acres on the east coast of the lower North Island. The boundary line runs west from the coast at Maraetaha across the top of the Hangaroa Valley to the southern boundary of Urewera National Park, which it follows through the Matakuhia, Ngamoko, and Panekiri Ranges, before heading south- west down the island along the Ahimanawa, Kaimanawa, Kaweka, Ruahine, Tararua, and Rimutaka Ranges to the coast at Te Matakitaki a Kupe (Cape Palliser).

Both of these claims are likely to be settled prior to the 2015 effective start of implementation of this strategy.

### **5.8.1 Mohaka ki Ahuriri Claim**

The Tribunal's first significant Mohaka ki Ahuriri Report was released on Saturday 5 June 2004. It covers 20 Hawke's Bay claims spanning a district bounded by the Tutaekuri River to the south, Hawke Bay to the east, the Waiau River to the north, and the inland ranges and the old Hawke's Bay provincial boundary to the west. The claimants were predominantly Ngati Kahungunu, although some identified more or equally with Ngati Tuwharetoa.

In summary, the claims concerned Maori land in two broad ways. First, they related to the loss of land through pre-1865 Crown purchases, the operation from 1865 of the Native Land Court, the 1867 Mohaka-Waikare confiscation, and later Crown purchasing (mainly conducted from 1910 to 1930). Secondly, they related to the barriers to the use and enjoyment of lands retained in Maori ownership, including title disruption, the lack of development opportunities, the fragmentation and multiple ownership of tiny parcels, and the lack of access.

This study did not gain access to any detailed or directive information in regards to the claim, however it is likely to impact upon:

- Any development of the Napier Airport.
- Development of the Hawke's Bay Hospital site on Napier Hill.
- Development of any areas bounding the Pandora Estuary and its wider catchment.

Whilst the settlement process is heading into negotiations there will be very little disclosure of information and aspirations that may be subject to negotiation.

### **5.8.2 Southern Hawke's Bay Claim**

In Heretaunga-Tamatea / Southern Hawkes Bay the claims include the Native Land Court, Crown purchasing and Maori economic deprivation.

**Native Land Court:** One feature of the Native Land Court's work to be considered will include the Court's application of the "10- Owner Rule". In one prominent example – the 20,000- acre Heretaunga block, belonging to 11 hapu – the Native Land Court awarded title to just 10 individuals. Over the next few years, those 10 were persuaded to sell their shares. This resulted in almost the entire block between Havelock North and Taradale being lost to the hundreds of Maori who lived on it and relied on it for support.

**Crown Purchasing In Southern Hawkes Bay:** The Crown land purchase commissioner Donald McLean acquired the 279,000-acre Waipukurau Block in 1851. Combined with a number of subsequent smaller Crown purchases, this meant that less than half of Hawkes Bay remained in Maori hands by 1859.

**Maori Economic Deprivation:** A central issue to the claim is that once Maori had lost the good quality land and access to the associated resources, to what extent were they excluded from the wealth that rapidly accumulated in the region?

Again, settlement in the Heretaunga area is likely to see the return of land assets and financial compensation that will enable new economic development in the area.

### **5.8.3 Settlement implications for HPUDS**

In regard to the HPUDS consideration will need to be given to not only anticipating possible areas of post-settlement development, but also need to consider how HPUDS will be reviewed once there is a clear picture of what final settlement package will look like.

Until this is clear the potential impacts of this will be unknown and may effect implementation of the HPUDS.

## **5.9 HPUDS Process**

What the above finding all allude to is the need for some reconsideration of the HPUDS development process in regard to:

- A shift from Mana Whenua consultation to Mana Whenua partnering.
- The timing of the development process and opportunities for review.
- The need to review HPUDS once likely outcomes of the Treaty Settlement process are better defined.
- The need to partner and invest in further exploration to enable the development of detailed projections in regard to priority areas.
- The need for a 'Māori Lense' to be applied to each of the areas of study of HPUDS.

## **5.10 National development**

HPUDS will also need to consider and anticipate that there may also be some effects from strengthening Māori voice and influence in regard to local government decision making in Resource Management and Urban development and design due to:

1. The development of the Te Aranga Māori Cultural Landscapes Strategy and its adoption by Ngati Kahugunu and inclusion in the HDC LTCCP.
2. The likelihood that the Te Aranga Māori Cultural Landscape Strategy will be extended into more detail and included alongside, or within, the proposed National Policy Statement on Urban Design – should it proceed, as well as along side MFEs Urban Design Protocols and DIAs LIUDD and Sustainable Design guidelines.
3. The development of 'better practice' guides and influence upon professional practice by Nga Aho Inc, the national Society of Māori Architecture, Design, Landscape Architecture, Planning and Environmental Management professionals. For instance Nga Aho is currently advising the New Zealand

Institute of Landscape Architects on their practice charter and definition of landscape terms for Resource Consent Hearings.

4. The strengthening of the political voice and policy influence of organisations like the Federation of Māori Authorities in regard to national policy and legislation effecting Māori land.

In short what this means for HPUDS is that if the HPUDS process does not work closely enough with mana whenua to ensure their needs, issues and aspirations are adequately addressed, there will likely be increasing external pressure and requirements to do so. Again this points to the need to review the HPUDS process as outlined in section 5.9 above.

## 6. Next Steps.

This report has highlighted some key mana whenua issues, needs and aspirations, but has also highlighted further effort required.

There are two key needs moving forward:

1. **Further study:** The report has merely exposed the tip of the iceberg. Much further research is required to define and quantify the needs and directions identified in this report.
2. **Process:** There is a need to review how mana whenau are engaged in, and can contribute to, further development of HPUDS.

## Appendix One: TToH Research.

In 2005 and 2006 Te Taiwhenua o Heretaunga engaged the participation of of twelve Marae, over 140 people, in a series of facilitated hui, including a focus on housing, land and infrastructure needs in their communities. The following notes are an extract from the 101 page report.

### 5.4 developing papakainga housing

#### 5.4.1 outcomes

This initiative gave rise to a huge range of complex issues and detailed information.

What was envisaged as an exercise that would result in a 'blueprint for action' probably more fundamentally and importantly resulted in evidence of needs. The resultant blueprint for action is really about continuation and extension of the exercise into what is evidently a long term project requiring significant effort and expertise.

This initiative resulted in a comprehensive 'stock-take' of Marae Communities in respect to infrastructure, housing and whenua. In the process of carrying out this stock-take recurring issues and themes were identified and the extent of need in each community quantified.

#### **Some of the recurring issues include:**

##### **In respect to Infrastructure:**

- Road safety around points of entry and exit to Marae is of huge concern, particularly where such is onto state highways.
- In one case a road was built through Māori owned land by Council who is now failing to maintain it and claiming that it is a private road.
- In one case road kerbing is channelling storm water into an Urupa where it is undermining and causing water damage to graves.
- In another case roadside kerbing is directing storm-water into driveways of private properties.
- In many cases roading surfaces are pot-holed and in need of repair, particularly around unformed driveways / points of egress.
- Urupa were revealed as having multiple issues including capacity (over-crowding), state of repair and maintenance and unclear placement in respect to titles.
- A recurring issue is the manner in which the territorial authorities ignore Urupa as they are viewed as private rather than public facilities – as such no support is provided for their upkeep and development as provided to 'public' graveyards through rates revenue, despite the fact Maori communities pay such rates.
- Water supply and quality presents issues in nearly every community in one way or another.
- A large number of homes are on private bores / wells.
- The cost of private bores is prohibitive for housing development (in one case costing \$12k for a single low income household).
- In some cases town supply is in very close proximity to Marae communities but Council will not reticulate it further due to apparently insurmountable barriers e.g. crossing stream or a road, that mean it is not viewed as financially feasible.
- Sewage systems are generally old and would not comply with new regulatory requirements should any developments require their improvement or replacement in order to attain resource or building consents.

### **In respect to Housing:**

- A number of community homes (and a couple of Marae) still have long-drops
- There are large numbers of temporary dwellings permanently occupied e.g caravans and garages.
- There are large numbers of homes in need of repairs and maintenance.
- Many whānau struggle to pay rates.
- A large number of homes rely upon tank water of variable quality.
- In one community all homes are on private bores and many are without water during summer due to adjacent land owners drawing large volumes of water for irrigation dropping the water table – meaning whānau travel to Marae or other areas to shower / bathe etc, or have to tank water in. The cost of deepening bores is prohibitive.
- A lot of housing does not suit occupants – at one end of the spectrum you have one community with 38 widows many of whom live alone in 3 bedroom homes, and at the other end of the spectrum overcrowding where multiple generations with large numbers of children compressed into small homes.
- Kaumatua housing suffers from lack of support and often single bedroom flats do not provide space for a live-in kaiawhina.

Community Profiles based on outcomes of the Community Mapping exercise completed for each Marae document and quantify housing issues. The table below gives an overview of collated responses from 12 Marae.

<b>Housing Indicator</b>	<b>Qty</b>
Number of Homes occupied by Hapū Whānau around Marae	206
Number of Homes that are rented by Hapū Whānau (which are owned by hapū whānau)	25
*Number of families that live in temporary accommodation such as caravans and garages.	9
Number of houses believed to be beyond repair (which require more than \$35k of repairs to make them liveable)	14
Number of houses believed to have serious housing issues, such as: long drop toilet, overcrowding, lack of drinking water supply / quality, not connected to electricity, leaking homes etc.	29
Number of houses believed to have housing issues that would require repairs to them within the next 5 years to prevent them from further decline – for example septic tank problems, requires painting, replace guttering etc.	53
Number of houses believed to be well maintained and only requiring superficial repairs and maintenance.	90

*It must be noted that these results are based on subjective perceptions and the limited knowledge of a few representatives from each Marae. They are not a technical assessment and cannot be expected to fully represent the scope of issues present in each community.*

*\* Please note this is a critical issue and whilst only nine whānau were identified by participant Marae representatives, the photographic evidence from these communities evidences a higher number than that recorded.*

**In respect to Whenua\*:**

- There are large numbers of Māori Freehold Land blocks with absentee owners – in some cases this can effectively 'land-lock' Marae in respect to inhibiting development.
- In many cases successions are not in order and title is unclear.
- Increasing values of land around Marae Communities due to 'lifestyle' developments are forcing rates up – but ability to pay them is getting worse.
- Unpaid rates is sometimes forcing mortgagee sales and whānau often do not know about this until it is too late.
- A lot of land is leased for peppercorn rental to commercial developers because it is in the 'too hard basket' for whānau to develop.
- There is general dis-satisfaction with the function and outcomes of the Māori Trustees Office.
- In many cases Marae whānau do not know where boundaries to titles lie – in particular this exposed that one Wharenui appears to straddle titles and in another location an Urupa evidently crossed titles.

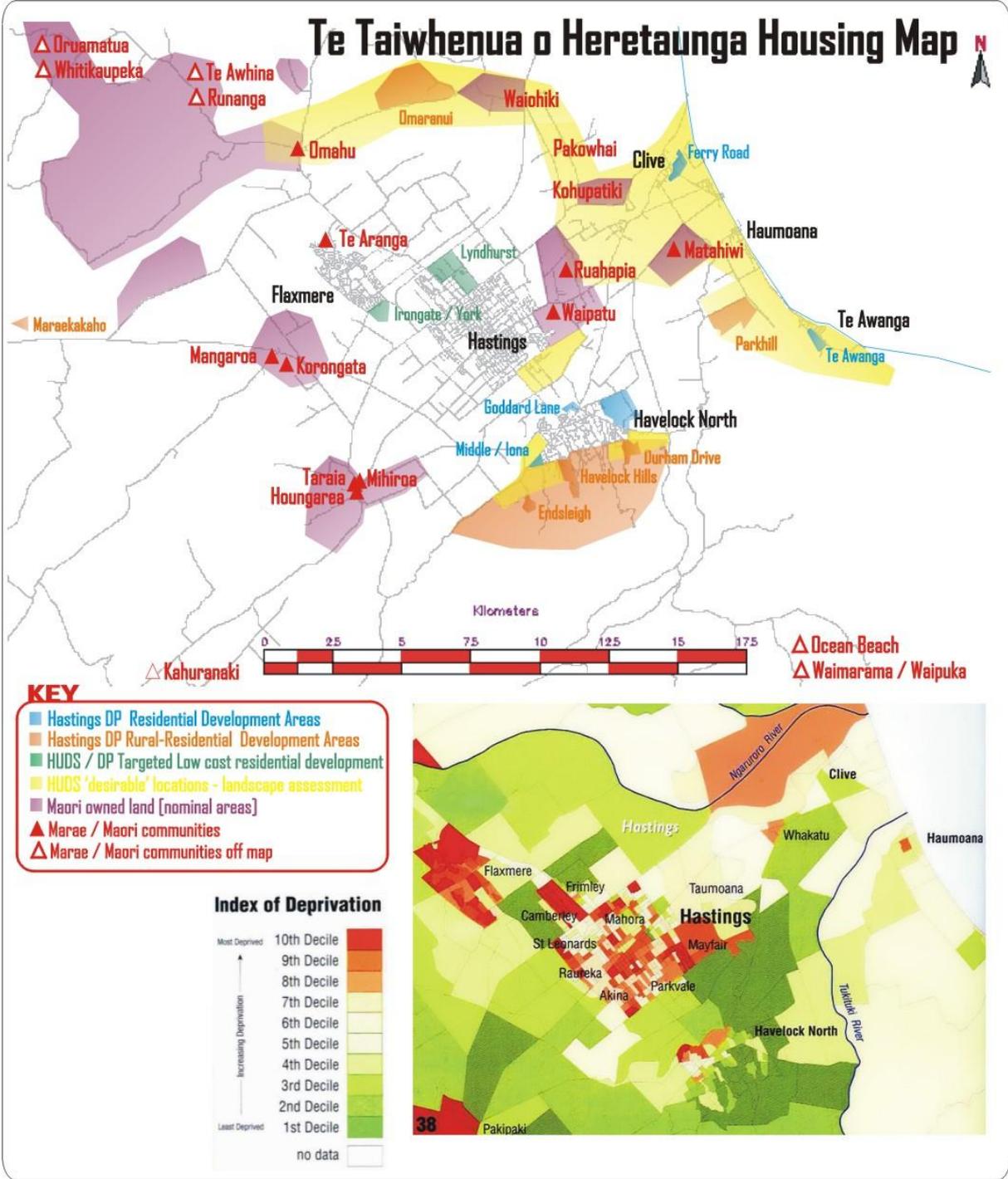
*\* Note: It became evident during this project that there were a large number of management and development issues relating to whenua that warrant further analysis and response. Such were not anticipated in the project plan and this has resulted in determining that a development pathway is needed for whenua, in addition to papakainga housing. As such this section of the report details two development pathways.*

The Community mapping exercise and the resultant community profiles highlight a number of key issues as described below along with strategic responses:

Key issues	Strategic response
<p>Whilst the outcomes of this project provide substantive evidence of the extent and nature of issues and needs – it is not a technical nor complete assessment of need due to the limited scope and duration of the exercise undertaken. It would be useful for this exercise to continue – including the involvement of Marae representatives in substantiating need.</p> <p>This will assist Marae Communities to identify housing and land issues and will provide a more useful information resources than the current maps which have been generated manually and are not printable or transferable.</p>	<p><b>To continue with the Community Mapping exercise to a higher level of detail – including transferring information onto GIS maps.</b></p> <p>This should be coordinated by the proposed Community Development Team.</p>
<p>The majority of housing issues and possible responses fall within the responsibility, function and funding of Housing New Zealand Corporation and will necessitate developing a housing partnership with HNZC to progress and progress them.</p>	<p><b>To enter a housing partnership with Housing New Zealand Corporation to respond to the identified housing needs of Marae Communities.</b></p>

Key issues	Strategic response
<p>A vast number of issues have close alignment with the function, policies and activities of the Hastings District Council - in particular the District Plan including Papakainga Policy, the Hastings Urban Development Strategy, Māori Freehold Land Rating Policy, Roding, Water etc. Many of these issues were documented and described in the Project submission to the Draft LTCCP. (Copy attached Appendix Seven)</p>	<p><b>To develop a strategic alliance with the Hastings District and Hawkes Bay Regional Councils to support papakainga development – particularly in respect to matters of strategy, policy and joint activity.</b></p> <p>This is critical to minimising barriers and harnessing opportunities and synergies for joint community development.</p>
<p>It was also apparent that many of the issues require significant resources to address and the required response spans a large number of agencies. This suggests that strong political support will be needed to champion development from our MPs and stakeholder agencies.</p>	<p><b>To gain the support of key MPs and stakeholder agencies for Papakainga housing development.</b></p> <p>This may include:  Parekura Horomia (Labour)  Craig Foss &amp; Chris Tremaine (National)  Russel Fairbrother &amp; Rick Barker (Labour)  Pita Sharples (Māori Party)  Julie Tangaere (Māori Land Court)  Pat Snedden (Chairman HNZC Board)</p>
<p>It is evident that significant work will be required - once partnerships are established, and community profiles and needs mapped more accurately - to translate evidenced needs into a housing response plan and to seek funding and support to progress priority initiatives.</p>	<p><b>To work with Project partners and stakeholders to develop a detailed housing response plan and to coordinate its implementation in respect to:</b></p> <ul style="list-style-type: none"> <li>▪ <b>Urgent Repairs and Maintenance.</b></li> <li>▪ <b>Home ownership options</b></li> <li>▪ <b>Rental Housing Options (including state)</b></li> </ul>
<p>It was also evident from this project initiative that there is a need to carry out a comprehensive stock take of Māori Freehold land and to carry out a 'clean-up' in respect to issues around title, succession, trusts, rates etc.</p> <p>This is seen as essential to support Papakainga Housing Development.</p>	<p><b>To carry out a comprehensive mapping of Māori Freehold Land and its present status.</b></p> <p><b>To facilitate access to training and support to enable land owners to take control of and responsibility for their land.</b></p>

# Appendix Two: TToH Housing Map.



This map developed for the Te Taiwhenua o Heretaunga Housing Needs Analysis has been previously presented and provided to the Hastings District Council, whilst it does not cover the wider HPUDS study area it can be viewed as indicative of some of the relationship between Māori communities and the previous Hastings Urban Development Strategy (HUDS).

What it evidences is:

- A strong correlation between areas of Māori urban occupation and areas of high deprivation.
- A strong correlation between Māori land and Māori communities and 'desirable landscape' areas for living.
- The fact that targeted areas of development in the HUDS are not where Māori housing demand is, except for the development of rural-residential lifestyle blocks adjacent to Māori land holdings and communities such as Enfield, Oamaru and Maraekakaho.
- The fact that the Māori land asset base and communities are peri-urban, where they generally receive very little development support or access to community infrastructure.