

## Papakāinga Technical Report for Auckland Council

Final Draft - 30 April 2012

*He whare maihi e tu i te wao, he kai na te ahi*

*He whare maihi e tu ki roto i te pa tuwatawata, koina te tohu rangatira.*

### 1.0 Introduction

'Papakāinga' refers to 'papa' or Papatuanuku as the ancestral earth mother and 'kainga' as the village communal living environment. Today the term is used to define both an ancestral land base as well as a collection of dwellings occupied Māori connected by common kinship or kaupapa, located in reasonable proximity to each other and normally relating to a marae or other communal area or building. While traditionally papakāinga are generally conceived of as being rural in nature, with 83% of Māori now urbanised, increasingly such developments will desirably be developed in urban and peri-urban areas.

This Technical Report is provided to key Auckland Council staff involved in the writing of the Auckland Council Unitary plan and includes case studies profiling four Papakāinga developments at Ōrākei, Māngere, Tauranga Moana and Whāngaruru (Northland).

The four case studies have been chosen for their diverse locations drawn from urban, periurban, rural and remote coastal settings. The Horaparaike (Tauranga Moana) and Poike (Whangaruru) papakainga are complete, while Pūkaki (Mangere) will be built this year and the Ōrākei papakāinga is still in the planning phase.

All of the profiled papakāinga involve whānau returning to ancestral lands from periods of occupation in urban and sub-urban settings. While some of the historical disconnection from these sites has been occasioned by a process of 'urban drift', in two of the cases legislation has been the root cause of separation from ancestral lands.

In two of the cases studies the District plan RMA consent processes together with a lack of Council awareness and cultural sensitivity combined to create challenging processes for whānau to navigate while the other two cases involve District Plan zones which have been customised to the individual papakāinga.

It is hoped that this technical report will assist Auckland Council in ensuring that its Unitary plan provisions will be able to take advantage of 'best practice' District Plan provisions from around the motu and be both responsive to, and facilitative of whānau in their papakāinga development processes.

### 1.1 Report Structure


This report commences with a Resource Management Act key issues table covering each of the four case studies presented in the form of an executive summary. Following this is a discussion on new Papakāinga district plan provisions that have been developed in recent years and their ability to assist in Papakāinga developments both within their regions as well as across the country. The four detailed case studies

themselves follow with a final section covering preliminary recommendations for the Auckland Council Unitary Plan provisions for Māori freehold land and Papakāinga housing.

## 2.0 Resource Management Act Key Issues Summary

The following section provides tables of key Resource Management Act issues encountered in the development of each of the four papakāinga together with relevant details and whānau responses to these issues.

### 2.1 Ōrākei Papakāinga RMA Issues Table

Key Issues	Details / Whanau Response
Location - urban	<p>Kepa Road, Kitemoana St, Takitimu St, Ōrākei Papakāinga, Auckland</p>  <p>Takaparawhau (Bastion Pt) with surrounding papakāinga lands</p>
Block size(s)	102 HNZN lease houses each on approx 1000m2 sites. Papakāinga land from Ōrākei Act Settlement 14.2ha less 1.52ha of land swap exchanged for .84ha at Kitemoana St
Ownership Structure	Ngati Whatua o Orakei Trust Board
No. of dwellings per block	Currently 144 houses including Kitemoana St, Ngā Oho, Atareta and HNZN leased properties. Proposal to increase to up to 772 dwellings housing 3088 people.
District Plan Zone	Auckland Council - Special purpose 4a zone (Papakāinga, Ōrākei)
Activity Status & notification requirements	Blocks available are a mixture of brown and green field with papakāinga and residential 6 and 7 zonings
Consents for Communal Buildings	The existing Ōrākei Marae on the neighbouring block provides a range of high quality communal buildings so while former proposals have included emphasis on communal outdoor spaces, the current Draft Spatial plan does not include special emphasis on either communal buildings or outdoor areas.


Infrastructure provision	Being a highly urbanised environment only infrastructure connections and extensions are required with all roading, electricity, water, sewer and stormwater infrastructure is in place.
Length of Resource Consent Validity	To be confirmed / negotiated with Auckland Council
Shared Facilities	Yet to be determined, the Ngā Oho Street papakāinga developed in the 1990s has conventional self contained houses as do the Kaumātua flats developed on the southern Marae boundary in the early 2000s.
Planning / specialist assistance	The Ngāti Whātua o Orākei Trust Board have engaged Boffa Miskell and ASC Architects to undertake spatial planning for the project.

## 2.2 Pūkaki Papakinga RMA Issues Table

Key Issues	Details / Whanau Response
Location - Periurban	<p>Pūkaki Road, Mangere, Auckland</p> 


	Pūkaki Papakāinga with Pūkaki marae at bottom
Block size(s)	6ha
Ownership Structure	Pūkaki Ahuwhenua Trust
District Plan Zone	Auckland Council - Papakāinga Zone
Activity Status / notification requirements	Currently 2 permanent and 4 temporary residential buildings are located on the site. The district plan allows for up to 24 dwellings for the 6ha block. CKL (Multi disciplinary and development consultancy company) applied for a waiver to site some of the houses within the 20m Riparian margin. This waiver was granted by Auckland Council.
Length of Resource Consent Validity	A resource consent was not required for the papkāinga because of the favourable district plan provisions developed by the former Manukau City Council.
Shared Facilities	The 18 dwellings proposed consists of three pairs of 2 bedroom duplex kaumātua flats with shared driveways and entry courtyards. All other houses are fully self contained. Shared gardening, orchard and recreational areas as well as a path link to the marae are provided within the masterplan.
Planning assistance	The Pūkaki Ahuwhenua Trust engaged CKL (Planners, Surveyors and engineers) to assist with the Esplanade Reserve waiver and negotiations with Auckland Council to ensure a Resource Consent was not required.

### 2.3 Horaparaikete Papakainga RMA Issues Table

Key Issue	Details / Whānau approach
Location - rural	<p>Welcome Bay, Tauranga, Bay of Plenty</p>  <p>Whare Tāpiri – communal house</p>

Block size(s)	32.3ha block / 1ha papakāinga area
Ownership Structure	Horaparaikete Ahuwhenua Trust
Infrastructure provision	Council provided no other services other than existing roads, not even rubbish collection, no footpaths or lights. Request for the speed limit of 100K to be reduced was refused.
District Plan Zone	Rural
Activity Status & notification requirements	3 dwellings with the rest of the block in Maize production. Rural zoning only allowed for two dwellings triggering the resource consent requirement.
Shared Facilities	The Whare Tāpiri (communal multipurpose hall) was an essential part of the Papakāinga given that the block is several kilometres from the Marae at Tamapāhore.
Planning assistance	The Trust were fortunate to have a Russel McVeigh Partner to provide pro bono legal support at the Resource Consent hearing.

## 2.4 Patuone Hoskins Whānau Trust Papakainga RMA Issues Table

Key Issue	Details / Whānau approach
Location – Rural coastal	<p>Pōike C Block, Te Patunga Bay, Whāngaruru harbour, Northland</p>  <p>Pōike papakāinga – sea access</p>
Block size(s)	167 ha Block, 2ha papakainga
Ownership Structure	Patuone Hoskins Whānau Trust
District Plan Zone	Whāngarei District Council - Coastal Countryside

Activity Status & notification requirements	The Pōike C Block is made of a mixture of virgin and regenerating bush, wetlands and cleared valleys. Only two dwellings were permitted so whānau desire for a 10 site papakāinga triggered the discretionary resource consent application process.
Length of Resource Consent Validity	Resource consent was valid for 10 years.
Shared Facilities	The original bach holds the history of the whānau, the connection to the old Whakapara Marae whare hui and acts as a communal whare, particularly over the summer period. An informal communal laundry is located at Pikiararoa as this house has the best power supply and grey water system.
Planning assistance	The Trust had no access to specialist planning advice and at the time could not afford such advice. The Trust relied on whānau member, Rau Hoskins' architectural experience of Resource Consent processes to complete the Resource Consent application and progress negotiations with Council planners.

### 3.0 New Papakāinga Planning provisions

Since the Horaparaikete and Pōike papakāinga have been completed, new District plan provisions have been developed for the Tauranga City and Whāngarei district councils. In each case the new provisions have been developed in close consultation with local Māori communities and accordingly would have considerably eased the Resource Consent processes for these Papakāinga.

In Tauranga City Council, the new rules would have only required the whānau to submit an Outline Development Plan with general housing layouts shown and no resource consent required as long as there was no more than 10 units each having a minimum of 2000m<sup>2</sup> per site. This would have saved the whānau over \$22,000.00, 12 months of time and a lot of frustration. In particular Chapter 16A.9 covers 'Controlled Activities – Standards and Terms - Papakāinga on Multiple-Owned Maori Land in the Rural and Future Urban Zones.'

The new Whāngarei District Council Papakāinga policy is being developed in two stages with phase one relating to Objectives and Policies and Phase two to Guidelines and Standards for the Papakāinga Development Plan Process. 'The Papakāinga Development Plan is intended to facilitate subdivision and development in a flexible manner while ensuring the sustainable management of natural and physical resources in an integrated way, similar to that of the management plan technique.'

The Papkāinga objectives are as follows:

1. For the District Plan to recognise the desire of Maori to maintain and enhance their traditional and cultural relationship with their ancestral land.
2. Provide for papakāinga development on ancestral land in a manner which is sensitive to tikanga Māori and the sustainable management of the land resource.
3. Allow maximum flexibility for Maori to develop their ancestral lands, while ensuring appropriate health, safety and amenity standards are met.
4. Enable Māori to establish and maintain traditional settlement patterns, activities and development opportunities.
5. Protection and enhancement of ecological, landscape, cultural, heritage and other features which are of value to Māori and the wider community.

The general policies are as follows:

1. To limit papakāinga development to ancestral Maori land that is administered under the Te Ture Whenua Māori Act 1993.
2. To require the maximum intensity and scale of papakāinga development to be determined by the sustainable servicing capacity of the land and the surrounding environment.
3. To require the location and extent of built development to be determined by the physical characteristics of the land and tikanga Māori.
4. To provide for non-residential activities of a scale, character, and intensity that are compatible with the values of Māoritanga, character of the environment and the sustainable servicing capacity of the locality.
5. To encourage Māori to prepare Papakāinga Development Plans as a guide to sustainable management of ancestral land.

Source: Whāngarei District Council District Plan, PKH, Papakāinga Housing April 2011.

## 4.0 Case Studies

The following case studies profile in detail the historical, cultural, physical, environmental and legislative contexts for the four selected papakāinga while also discussing critical barriers and whanau learnings arising from the development processes.

### 4.1 Ōrākei Papakāinga

Case study written by Rau Hoskins with information supplied by Ngāti Whātua Corporate and other written and web sources.

<b>Name of project/development:</b>
Orākei Papakāinga
<b>Locations:</b>
Ōrākei, specifically Kepa Road, Kitemoana, Takitimu, Te Arawa and Rukutai Streets
<b>Developer/landowner:</b>
Ngāti Whātua o Ōrākei Māori Trust Board
<b>Introduction / Historical Context</b>
<p>Ngāti Whātua o Ōrākei have been resident in Tāmaki Makau Rau since the mid 1700s when they expanded their territory from the Kaipara area. Ngāti Whātua o Ōrākei trace their descent from Tuperiri who occupied Maungakiekie on his arrival in Tāmaki.</p> <p>On 20 March 1840, Te Kawau, Te Reweti and Te Tinana signed the Treaty of Waitangi on the shores of Manukau Harbour. After the signing of the Treaty, Ngāti Whātua sent a deputation of chiefs to the Bay of Islands inviting Governor Hobson to establish a township on their lands, however, within 10 years Ngāti Whātua would lose control over the majority of its 80,000 acre estate on the Auckland Isthmus.</p> <p>Apihai Te Kawau, the grandson of Tuperiri and Ngāti Whātua rangatira, wanted to protect what remained of Ngāti Whātua lands, namely the 700 acre Ōrākei Block. Apihai Te Kawau used the Native Land Court to confirm Ngāti Whātua's title to the Ōrākei Block and ensure that it stayed in communal ownership not individual title. In 1868, Chief Judge Fenton affirmed the ownership authority of the 3 hapū of Ngāti Whātua in Tamaki: Te Tāou, Ngāoho and Te Uringutu. These 3 hapū are collectively referred to as Ngāti Whātua o Orakei. The Native Land Court declared that the Ōrākei Block would be "...absolutely inalienable to any person in any manner whatsoever".</p> <p>However, to the dismay of Ngāti Whātua, in 1898 the Native Land Court divided the bulk of the Ōrākei Block into individual title and communal ownership was extinguished. Ngāti Whātua o Ōrākei would continue to protest through the Courts, but to no avail. By 1951, Ngāti Whātua o Ōrākei were evicted from their homes in Ōkahu Bay and relocated as tenants of 35 state houses. The marae, homes and buildings were pulled down and burnt. The hapu were landless except for a ¼ acre area on the Ōkahu Domain which comprised the urupā – cemetery.</p> <p>In 1976 the Crown moved to sell off and develop the remaining lands at Ōrākei. This was the last 60 acres of uncommitted land at Ōrākei that the hapu had notified their interest in settlement of their claims. A section of Ngāti Whātua, under the leadership of Joseph Parata Hawke, protested by occupying Bastion Point for 506 days. On 25 May 1978 the Government sent in a massive force of police and army, the largest internal mobilisation of Police in New Zealand's history, to evict the protesters.</p> <p>Two hundred and twenty two people, majority being Ngāti Whātua, were arrested for trespass from their ancestral lands.</p> <p>In 1986 Ngāti Whātua o Ōrākei lodged a claim with the Waitangi Tribunal (Wai 9) over the loss of the 700 acre Orakei Block.</p>



In its 1987 report the Tribunal agreed the Crown had failed to keep its part of the Treaty of Waitangi, the promise to protect the rights and property of the hapū. The 1991 the Ōrākei Act was passed and \$3M compensation was paid and title to Reserve and Papakāinga lands was transferred to the Ngāti Whātua o Ōrākei Māori Trust Board. Ngāti Whātua subsequently purchased 102 Housing New Zealand Corporation (HNZC) properties in the late 1990s and leased them back to HNZC.

References:

Blair, N, Ōrākei Papakāinga Ki Mua 2030 and Beyond. In: Stuart, K and Thompson-Fawcett, M, editors. Taone Tupu Ora. Aotearoa, Steele Roberts 2010,

<http://www.ngatiwhatuaorakei.com/business/103-brief-history-of-ngatiwhatuaorakei.html>

**Papakāinga Cultural context**

The 1951 move from the communal papakāinga at Ōkahu Bay to 33 state houses on Kitemoana Street was a huge culture shock for the hapū and two generations later few remember such a close interconnected existence. In 1992 and 2004 groups of papakāinga houses were built at Ngā Oho (17 houses) and Kitemōana Streets (11 houses) respectively. While these developments allowed for 28 more whānau to return to Ōrākei, neither of these living environments really addressed both communal living or higher density papakāinga approaches.

The now estimated 6000 Ngāti Whātua o Ōrākei all have tribal rights to the Ōrākei Lands and the Trust Board wishes to house as many of their beneficiaries as possible on the available whenua. This will necessarily be in significantly higher densities than previously experienced in the last 60 years, hence there have been many hapū discussions about how best to achieve such densities while acknowledging modern suburban sensitivities. Several masterplans for the papakāinga lands have been developed to date, the most recent of which is part of a Spatial Planning exercise undertaken by Boffa Miskell Ltd.

The Ngāti Whātua o Ōrākei Maori Trust Board has established a Papakāinga Sub-committee that has been meeting regularly for over two years. This sub-committee has been tasked with bringing back specific recommendations to the Trust Board and regularly meets with a range of housing sector groups to help inform their recommendations. Currently a new hapu housing needs assessment is being undertaken to ensure up to date data is available to assist in planning for both short and longer term papakāinga developments on their whenua.

**Site suitability**

Wai 388, the second Ngāti Whātua o Ōrākei Waitangi Tribunal claim was lodged in 1993 covering the wider Tāmaki area with this claim being concluded at the present time. Wai 388 importantly includes a landswap at Ōrākei, exchanging existing steep and unstable papakāinga land off Kepa Road for Whenua Rangatira reserve areas which can be economically developed for hapu housing. (see attached landswap map below). Following the Wai 388 landswap, all of the designated papakāinga lands and 102 former HNZC sites are highly suitable for housing as either brown or green field developments. All sites are either already fully serviced or within close proximity to services.



Development Activity Swap Proposal

A – NW Papakainga	B - NW Reserve for
1.52 ha	.84 ha

Breakdown of NW Papakainga 1.52 ha

Gully Stormwater	.84 ha
Sth Facing Land	.12 ha
Pedestrian Links....	.68 ha
Total	1.52 ha

Source: Ōrākei Masterplan Option 3, Boffa Miskell, Ngāti Whatua o Orakei Corporate Ltd

### Planning issues and processes

The Operative District Plan has special provisions for the Papakāinga lands returned to the iwi in the 1991 Ōrākei Act. (see attached document) These provisions however do not apply to the 102 HNHC houses purchased subsequently hence Ngāti Whātua have in 2010 embarked on a Spatial Planning exercise with the assistance of Boffa Miskell Ltd and ASC Architects. The draft Spatial Plan proposes a range of papakāinga housing types, patterns and densities for 10 separate sub areas as per the attached document. The original purpose of the Spatial plan was to inform a private plan change however with the advent of the new Auckland Council this process can now be avoided with Unitary plan able to directly incorporate the thinking within the current Draft Spatial Plan.

While the Draft Spatial plan is yet to be fully endorsed by the Trust Board it does critically address the types of housing densities required to house up to 3000 Ngāti Whātua iwi members in single and double storey apartment and townhouse configurations.

## Finance and beneficiary profiles

The Ngāti Whātua o o Ōrākei Trust Board have indicated a willingness to financially support hapu members into quality housing on the whenua and following the conclusion of current Trust Board restructuring will be in a position to formalise a range of support packages.

It is likely that such support will be trialed with a brown field development on a .4ha site bounded by Kupe and Takitimu Streets which has recently been cleared for redevelopment as per the concept plan below.

This pilot project will give hapu members a valuable opportunity to trial a higher density approach which can be carefully monitored with post occupancy evaluations, thereby informing future developments in the area.



Proposed Stage 1 Medium Density Papakāinga Development site at Ōrākei

## List of supporting documents/resources

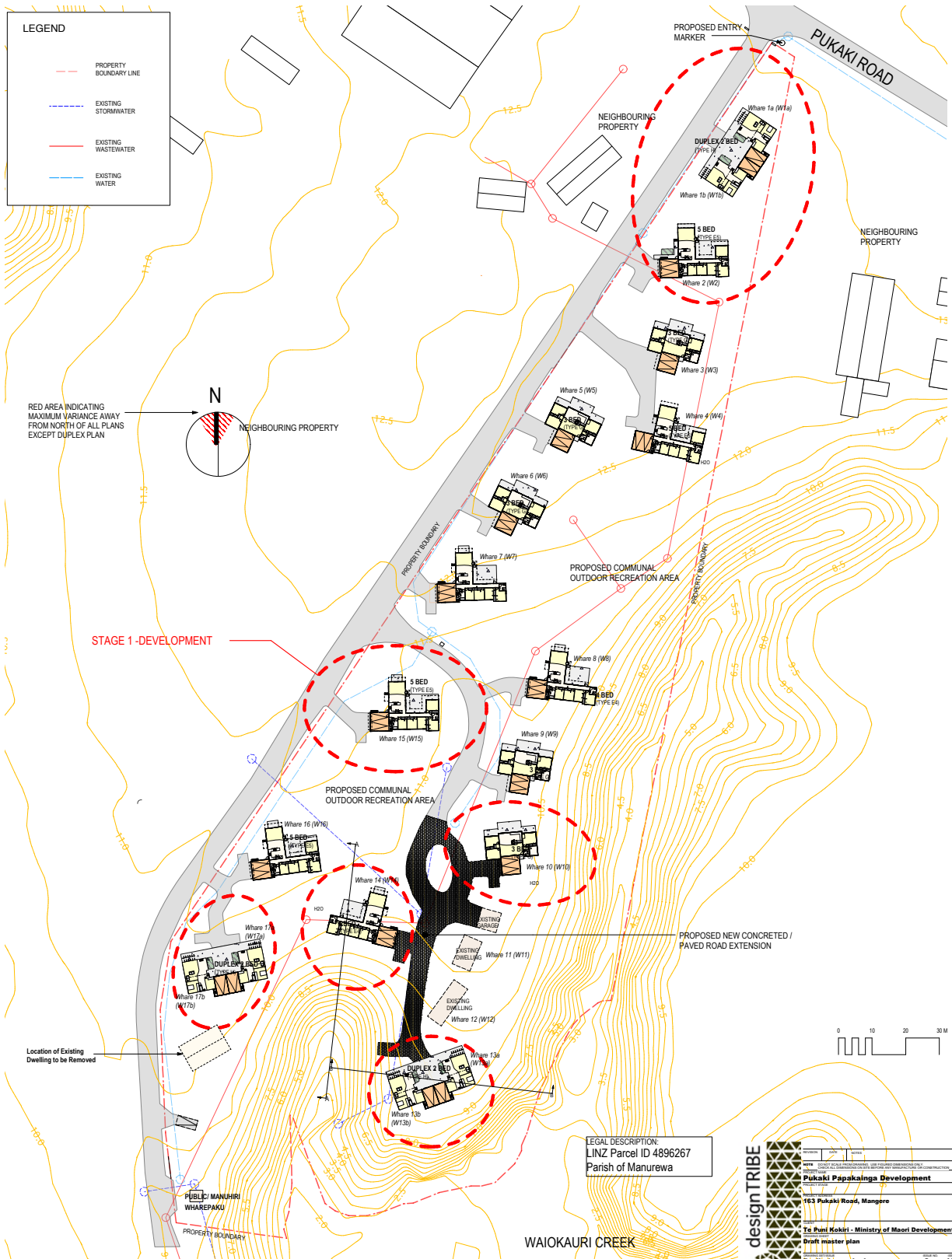
1. Locality plan
2. Aerial photograph
3. Operative District Plan Provisions
4. Orakei Papakainga Draft Spatial Plan

## 4.2 Pūkaki Papakāinga Case Study

Case study written by Rau Hoskins with material supplied by Julie Wade of Te Akitai.

<b>Name of project/development:</b>
Pūkaki Papakāinga
<b>Location (include map):</b>
163 Pukaki Road, Māngere, Auckland Sec 2 Parish of Manurewa & Pt Allot 156 Parish of Manurewa
<b>Developer/landowner:</b>
Pūkaki Ahuwhenua Trust
<b>Manawhenua:</b>
Te Ākitai, Te Waiohua
<b>Overview of history and context to development</b>
<p style="text-align: center;">Ko Pūkaki me Makaurau ngā marae, ko Te Mānukanuka o Hoturoa te moana, ko Te Ākitai te hapū ko Te Waiohua te iwi, ko Reremoana Te Māhia Rauwhero (nee Wirihana Takānini) te tupuna whaea,</p> <p><b>Background to the Pūkaki Trust</b></p> <p>This project is about the alienation of a whānau from their tupuna whenua at Pūkaki and their deeply held desire to come home together.</p> <p>In 1985 an Order Constituting a Trust set up the Pūkaki Trust under Section 438(5) of the Māori Affairs Act 1953. Five (5) trustees were appointed to administer the Trust and “to provide for the use and management of ...” the Māori Freehold land known as Parish of Manurewa Allotment 156 (Part) DP 117659. The trustees of the 2.173 hectare block represent the Clark, Marshall and Rauwhero whānau - descendants of the tupuna whaea and original owner, Māhia Takaanini (Reremoana Te Māhia Rauwhero). The Trust was later converted to an Ahu Whenua Trust under Te Ture Whenua Act 1993.</p> <p><b>The Site</b></p> <p>The site is part of much larger original Te Ākitai landholding on the northern shores of the Manukau Harbour (Te Manukanuka a Hoturoa). This remnant papakainga site is adjoined by the Pūkaki Marae (opened in 2004) to the south, the Pūkaki and Waokauri creeks to the south west and south east and a hapu Urupa to the North. Two puna are also located on the whenua and these are to be remediated for ‘waiora’ use by the hapu as part of the re establishment of the papakainga. This development site is unique in that the land already has the infrastructure services of the sewerage and storm water systems, water reticulation, power supply and telephone cables in place.</p>

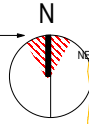
# PUKAKI PAPAKAINGA DEVELOPMENT, MANGERE



**LEGEND**

- PROPERTY BOUNDARY LINE
- EXISTING STORMWATER
- EXISTING WASTEWATER
- EXISTING WATER

RED AREA INDICATING MAXIMUM VARIANCE AWAY FROM NORTH OF ALL PLANS EXCEPT DUPLEX PLAN



LEGAL DESCRIPTION:  
LINZ Parcel ID 4896267  
Parish of Manurewa

**designTRIBE**

PROJECT NO.	7015	DATE	08/11
DRAWN BY	15000	CHECKED BY	15000
<b>Pukaki Papakainga Development</b>			
163 Pukaki Road, Mangere			
Tū Pahi Kokiri - Ministry of Maori Development			
Draft master plan			
Preliminary design 2 1/8/11			
A-002			

design TRIBE Architects LTD 553 Richmond Rd, Grey Lynn  
 09 300 2660 F 09 300 2660 W www.designtribe.co.nz

### **The Trust**

The Trust was set up during a time of major activity throughout Waikato and the tribe's endeavours to address the confiscation of more than 1.2 million acres of land from Waikato. Responsibility for raupatu was vested in the Tainui Māori Trust Board set up in 1945. Te Ākitai was one of the thirty-three hapū represented on the board and the hapū was intimately involved in the research and debate that ultimately led to the Deed of Settlement between Waikato-Tainui and the Crown being signed on Turangawaewae Marae 22 May 1995. The knowledge and awareness of Māori land management and retention gained from those experiences brought a focus once again on Te Ākitai land issues. This, in turn, led to increased efforts by marae committees of Makaurau and Pūkaki to address our own land issues, including the policies and land laws responsible for the collapse of Pūkaki Marae and our associated papakainga.

*"Past wrongs can be put right, in a practical way,  
and it is not too late to begin again".*

*Waitangi Tribunal decision on the Manukau Harbour Claim 1985*

### **Processes and Involvement of Manawhenua:**

In early 2009 kaumātua William Rauwhero called a meeting of the Trust and whānau to update beneficiaries on the proposal that he had been working on over the previous 3 years. He was being supported by Malcolm Wara, an experienced iwi housing consultant and Fred Van der Sande, Developer and Project Management Consultant. They had been working with Pauline Tangohau from Te Puni Kōkiri Head Office, Wellington and had accepted an offer of service from Rau Hoskins of design TRIBE to produce a papakāinga housing development proposal for Pūkaki Trust. That report was completed and submitted to the Trust members and whānau in July 2009.

The development proposal document was focussed on an 18 dwelling integrated Papakainga master plan which included four different house types (2-5 bedrooms), communal gardening and recreation areas, pedestrian linkages to Pūkaki Marae and, most importantly, no fences between dwellings enabling and requiring a communal maintenance plan to be instituted.

In 2010 following the meeting with Crown officials, the Trust set up its own housing project team:

William Rauwhero	Project Manager
Stephanie Wade	Project Coordinator
Leaha Clark	Project Administrator
Fred Van der Sande	Property development consultant
Te Aroha Wade	IRD Reporting

A funding agreement with Te Puni Kōkiri was also granted and has enabled the Trust to develop the papakāinga housing proposal.

The project team organised and administered the numerous meetings and hui with whānau, land owners and contributing agency personnel and have been supported by a range central government, Maori development and hapu based organisations as follows:

Pauline Tangohau	Te Puni Kōkiri Head Office, Wellington
Tom Kemp	Housing New Zealand Corporation
Tamati Olsen	Housing New Zealand Corporation
Brian Donnelly	NZ Housing Foundation
Rangita Wilson	Huakina Development Trust Housing
Maria Graham	Māori Land Court, Ministry of Justice
Victoria Kingi	Mangatawa Housing Horaparaike Whanau, Tauranga

Manukau City Council's staff Ross Brackebush (Senior Consulting Engineer) and Karen McAulay (Senior Policy Analyst) were also assigned to the project to deal with resource consents and policy issues.

Sadly William Rauwhero passed away in December 2010 and new co project managers were appointed namely Leaha Clark and Brian Donnelly (NZ Housing foundation). Julie Wade has primarily assumed the mantle of Hapu leadership for the project since William's passing.

### **Key Outcomes and Elements of Mātauranga Māori in final planning and design**

The key outcomes and elements of Mātauranga Māori which have both influenced the design of the papakāinga and will in turn be facilitated by the papākāinga on its completion are as follows:

- Kaitiakitanga – ability of Te Ākitai to once again assume kaitiaki relationships of their whenua tupuna and takutaimoana. Specially this applies to the two puna to be remediated as well as the remnant coastal native plantings to the south of the site which is utilised for whenua burials.
- Kotahitanga – needing to work together as part of a combined whanau working group to plan, advance, build and manage the papakāinga
- Whanaungatanga – with only 17 house sites available (10 to be built in stage 1) there has been considerable goodwill developed to reach agreement on who will occupy each of the allocated sites.

Specific design outcomes which demonstrate Mātauranga Māori are as follows

- A specific pedestrian access / pathway allowing ready access across the whenua to the Marae
- Māra kai designed for both communal and individual whare usage
- Permaculture planning for the entire site including edible landscapes and sustainable food production techniques
- Communal recreation space – while original site plans from the 1990s showed up to 24 houses on individual lots it was decided to lower the papakāinga density and make sure there were communal areas left for informal recreation – particularly for rangatahi.
- Mixed development – 2,3,4 and 5 bedroom whare allowing for a mix of all ages and whanau sizes.
- House plans which have been designed around '*ki te hau kāinga*' the Māori housing design guide (Hoskins et al, 2002)
- No fences between dwellings – communal maintenance plan instituted to cover all mowing
- Landscape and permaculture inputs – edible landscapes
- Whare have insulated rib raft concrete slabs allowing for grounded connection to place and encouraging a greater use of outdoor space
- North facing communal courtyards in the 2,3, 4 and 5 bedroom whare also encourage use of outdoor areas and safe play areas for tamariki.

### **Critical Factors influencing positive outcomes**

The most critical factor influencing the success of the project is 'te ohaaki o nga tupuna' – the deep and long held desire to return to the whenua and re-establish the papakāinga. Added to this is the networking and relationship building undertaken by hapu members with Manukau City officials over the last 20 years. Despite the creation of the super city many key Manukau City staff have been able to maintain their relationships with the project within their new roles in the Auckland Council. In particular Leigh Auton (former CEO of Manukau City) and Ree Anderson (Senior Manukau City Planner) are now in or have been in leadership positions with Auckland Council and able to direct other Auckland Council staff to provide assistance to the papakāinga development team

### **Barriers to uptake/involvement**

Whanau cohesiveness, effective project management, a skilled cross disciplinary project team and multi government agency support have been the key contributors to the success of this project. All of these dimensions took time to build (4 years) to the levels which have eventually combined to ensure the project is fully funded and signed off by Housing New Zealand Corporation. (HNZC)

Another critical barrier was funding with the affordability of the loans required for the larger (4 and 5

bedroom) Papakāinga homes. Here it was essential that the whare were able to be designed around existing whanau dynamics and demographics (as opposed to income thresholds) with the need to accommodate both more adults and more children per whare. This financial barrier was eventually overcome with the critical assistance of the New Zealand housing foundation who were able to put together a 10 dwelling stage 1 loan and grant package with could be supported by HNZC and the ASB Trust.

#### **Evaluation of Outcomes for Manawhenua**

Being ancestral land, Te Ākitai as Manawhenua have been central to all decision making and planning processes down to detailed house design features and material choices. The major milestone success achieved on the 24<sup>th</sup> of June 2011 was the allocation of funding and loan finance enabling documentation to be lodged for Building consent by mid April and construction to commence by May 2012.

The other key success indicator is the unity of the 3 branches of the whanau and their ability to work together with the wider project team toward the common goal.

#### **List of supporting documents/resources**

5. Locality plan
6. Master plan
7. House Floor plans
8. Landscape / garden design plans



### 4.3 Horaparaikete Papakāinga Case Study

This case study was written and supplied by Victoria Kingi, a beneficiary of the Horaparaikete Ahuwhenua Trust and key driver of the Papakāinga development.

<p><b>Name of project/development:</b> Horaparaikete Papakāinga</p>
<p><b>Location</b> (include map): 9 Taranaki Lane, RD 5, Te Puke Papamoa part 2 No 5B (the <b>land</b>) Waikato Maniapoto Māori Land Court District Tauranga City Council</p>
<p><b>Developer/landowner:</b> Horaparaikete Ahuwhenua Trust 7 Trustees 66 shareholders Over 300 beneficial owners</p>
<p><b>Introduction</b> Horaparaikete Trust was established by order of the Maori Land Court in 2005 (back dated to the time of application in 2004). The Trust administers approximately 80 acres of Maori land zoned Rural within the Tauranga City Council city limits. The Trust was established to give effect to the vision of the descendants of Horaparaikete “to rekindle ties to their land and to each other as whānau”. The Horaparaikete papakāinga is a direct response to achieving this vision and also a direct response to the housing needs of this whānau. The papakāinga completed in October 2009, comprises 5 residential homes, now occupied by families and a large communal house, the Whare Tāpiri, which is owned and administered by the Trust for the benefit of all of the beneficial owners.</p>
<p><b>Cultural context</b> The whenua is situated in an area known traditionally as Whaaro and sits at the base of Te Rae o Papamoa (the Papamoa hills). The obvious terracing on the hill tops is evidence of the many differing tribes that occupied this area including those from Te Arawa and Waitaha. After Te Hekenga mai o Te Rangihouhiri when Ngai Te Rangi came into the area and the battle of Te Tumu with Te Arawa, peace was eventually made and Nga Potiki a Tamapāhore became the people ensconced on this land.  In the 1860s, Eru Tamapāhore Te Tau Hou negotiated the return of three Ngā Pōtiki Kuia who had been captured at the battle of Te Tumu and placed them on the land. Horaparaikete’s mother, Tiria was placed at te Whaaro and it is through this Kuia that the mana whenua of this land is passed on to Horaparaikete and her descendants.</p>
<p><b>The site suitability</b> The land is ideally suited to papakāinga housing. It is within 10 to 20 minutes drive to main commercial centres including Papamoa, Te Puke, Welcome Bay, Tauranga and Mount Maunganui. The land comes within the Tauranga City Council (<b>TCC</b>) limits and is subject to the Tauranga City plan. The land throughout this area, either side of Welcome Bay Road, is affected by the TCC and Western Bay of Plenty District Council boundaries. Those lands to the east of Welcome Bay Road fall within WBOPDC and those to the North within TCC boundaries. This creates anomalies when land blocks traverse Welcome Bay Road and fall within both council limits.  Local employment is predominantly seasonal with Kiwi Fruit and other horticulture activities being the main industries however with the close proximity of the commercial centres, many of the papakāinga residents travel out to work. There is good public transport and school buses collect the children to attend the local Papamoa Primary and recently built Papamoa college, a 5 minute drive away.  As is common with rural land blocks there is no public infrastructure to provide for waste water and no supply</p>

of potable water, these activities have to be dealt with on site.

The papakāinga area comprises approximately 1ha (2.5 acres) of the total 32.3ha (80 acre) area. The houses are clustered to ensure the balance of the land remains economically viable to support dry stock grazing and a lease for maize growing. This is the main income for the Trust and is just enough to cover outgoings and some maintenance.



Aerial Photograph showing 6 papakāinga houses to the south of Taranaki Lane

### **Background**

At a meeting of the owners in 2000, shareholders agreed a vision “to reconnect whānau to the land and to each other”. At this time there was no land trust in place, no income and no management plan for the block. Families were becoming less well known to each other and there had been requests over the years from whānau to build on the land.

It was agreed that the first priority would be to build a communal house. This was as much a strategic move as a practical one, focussing on a communal house for the benefit of everyone would create the unity necessary to then also plan for individual houses and would combine resources. Victoria Kingi was appointed as project manager to develop a plan to progress the vision.

A housing survey issued in 2004 amongst the shareholders confirmed that some whānau wanted to build on the land and others just wanted a place to be able to come back to when visiting. At the same time meetings were being held amongst the shareholders throughout the country to obtain the consensus necessary to establish the Ahu Whenua Trust. This was a long and drawn out process, meetings occurred over 12

months and application was made to the Māori land Court, Hamilton in 2004. Even though the application was uncontested and well supported the final orders were not received from the Court until 12 months later. Once the Trust was in place it was possible then to take over the lease income and start applying for funding support to assist with all of the preliminary planning necessary for the papakāinga. In 2005, work commenced on the Resource Consent application to build six houses. This was also a long drawn out and is set out in more detail below. Consent was granted in 2006 and was major milestone to be celebrated. In 2007 to 2008 work intensified including:

- Developing detailed construction drawings for the Whare Tāpiri including 6 meetings with shareholders to input into the design
- Undertaking waste water and potable water options for the entire development
- Engineering advice
- Developing allocation policies and processes for the five residential house sites
- Carrying out the allocation process, calling for applications at the end of 2007 and confirming site allocations in early 2008
- Ongoing meetings with whanau allocated sites and enrolling them in the Welcome Home loan home ownership course<sup>1</sup>
- Engagement with government agencies for funding and lending opportunities.

Throughout this time the whanau was fundraising at events like Pasifika and the Grey Lynn festival and catering for local events in Tauranga. Whānau also started making regular whānau payments into the Trust account based on the number of children in their whanau. Over a period of seven years the whānau fundraised and saved \$120,000 towards the Whare Tāpiri capital costs.

#### **Planning issues and process**

In 2004, the Tauranga City plan permitted only two dwellings per title, this was despite the capacity of the land to support more housing. The two houses per title rule has become a standard rule found in many council plans. For Maori developing multiply owned Māori land that must serve many owners this rule is a barrier to papakāinga housing and culturally myopic. For Māori in the Western Bay sub region where the majority of all Māori land (approximately 21,000 acres) is zoned rural this rule was considered a major impediment to multiple papakāinga housing development.<sup>2</sup>

Given that three houses already existed on the land our Papakāinga proposal constituted a discretionary activity and resource consent was required. Engagement with TCC was commenced early on in the process. Unfortunately, Council staff at that time were quite ignorant of papakāinga housing as a concept and there was initial resistance and little support to the idea of developing multiple housing on Māori land.

Discussions to determine an acceptable number of sites with council became a negotiation based more on what people felt comfortable with rather than a rational assessment of what was sustainable and appropriate in the context of the Resource Management Act requirements and TCC plan objectives. We undertook consultation very early on. Over 5 days we met with all neighbours in and around the land and explained the project. The majority of people consulted supported our proposal and this was communicated to TCC and on this basis we requested limited notification of the application to help save costs. TCC refused this request and required full notification at an extra cost of \$2500 payable to Council. The application was fully notified and only two submissions received in opposition. The reasons for the opposition included concerns that our development would de-value property prices, a concern about hygiene and property maintenance, a concern that housing would consist of caravans and shacks and a concern about car wrecks accumulating in the front

<sup>1</sup> This is a Housing New Zealand Corporation programme and was a requirement to be completed in order to be eligible for lending on Maori land. In 2007, the HNZN lending product to lend on Māori land had ceased and effectively there was no lending available. Despite this it was decided that we would continue on with preparations as much as possible in the hope that should an opportunity arise we would be ready to capitalise on it. In due course an opportunity did arise and all five whanau were able to obtain lending through another HNZN product.

<sup>2</sup> Recent work undertaken by the Papakāinga Focus Group which involved active engagement with both Councils throughout their plan change process has resulted in new appropriate rules with respect to papakainga on Maori Land zoned rural.

yards of the new homes. None of the reasons given had any relevance to the requirements of the Resource Management Act or the TCC Planning rules, policies and objectives and clearly highlighted derogatory stereotypical assumptions that unfortunately continue to prejudice Māori.

We requested that the hearing be held on our local Marae as is permitted under the Act. TCC Senior Planner refused the request on the following basis

“In terms of the hearing location I do not consider that the applicant's marae offers appropriate neutral territory within which the application can be heard. There is a question over whether some submitters in opposition may feel intimidated by the location and whether the Hearings Panel would be able to make objective decisions in this environment.

Whilst I would not support the marae location if you wish to discuss the matter further please contact Council's Committee Secretary - Barbara Clarke (07 577 7000) in the first instance.”<sup>3</sup>

The feedback from the Senior Planner clearly illustrated the resistance we were experiencing from Council and a bigoted personal view which prejudiced us throughout this process. Overall our experience with Council staff at this time was not a good one and added unnecessary time and cost to the process.

In contrast our experience with TCC Councillors was very respectful and congenial. Councillors agreed that the hearing could be carried out on the Marae.<sup>4</sup> The hearing before the Councillors was a very positive experience. We were well prepared and had many submitters in support. Only one of the two submitters in opposition attended to present in person. Paul Majurey, at that time a Partner at Russell McVeagh law firm, presented legal submissions on our behalf on a pro bono basis.

The consent was granted using a permitted baseline approach with respect to determining acceptable effects of the development (copy attached). Importantly, and despite opposition from the Council planner, we were able to extend the length of the consent to 15 years to enable the project to be completed over time. This was a necessary contingency given the complexities and lengthy processes associated with developing Maori land.

The overall cost of the consent was \$18,000 not including legal costs.

### **Finance and owner profiles**

In 2008, construction commenced on the Whare Tāpiri and an opportunity arose with Housing New Zealand to apply for lending for all five house sites. The opportunity was contingent upon completing concept plans, builder contracts and trustee approvals for all six houses within six weeks. The timeframe put immense pressure upon all the participants however as a collective we pulled together and were able to meet the criteria. What many home owners realistically work through in six months we worked through in six weeks, five times.

Despite fundraising \$120,000 for the Whare Tāpiri another \$150,000 capital was required for the build. Tauranga Moana Trust Board agreed to loan the Trust \$100,000 secured by personal guarantees by every Trustee and the balance was made up from grants from Lotteries, TECT Trust, Bay Community Trust and the Environmental Enhancement Fund (BOP Regional Council).

Savings were possible by creating economies of scale and sharing resources. Each whānau chose their own house design. Four of the five agreed to use the same kitset company and were able to gain discounts on the overall packages. Everyone used the same water tank supplier to obtain a group discount and fire fighting facilities which would have cost \$8000 to \$10,000 per house was greatly reduced by constructing a shared facility with two manifold points to service all of the houses from a central point.

#### **House 1**

- Owned and occupied by family of 5
- 3 bedrooms, internal garage, bathroom and ensuite
- Approx 140m<sup>2</sup>

<sup>3</sup> Email from James Danby, Senior Environmental Planner, dated 8 June 2006.

<sup>4</sup> The hearing was eventually held in Chambers as the Marae was not available on the hearing date.

- Approx \$150,000 to build
- Both adults in full time employment

#### House 2

- Owned and occupied by family of 4
- 4 bedrooms, internal garage, bathroom and ensuite
- Approx 180m<sup>2</sup>
- Approx \$220,000 to build
- Both adults in full time employment

#### House 3

- Owned and occupied by Kuia (grandmother)
- 3 bedrooms, bathroom and extra separate toilet
- Approx 110m<sup>2</sup>
- Approx \$120,000 to build
- Retired

#### House 4

- Owned and occupied by married couple
- 3 bedrooms, bathroom and extra separate toilet
- Approx 110m<sup>2</sup>
- Approx \$120,000 to build
- Both adults full time employment

#### House 5

- Owned and occupied by family of 5
- 4 bedrooms, bathroom and ensuite
- Internal garage
- Approx 180m<sup>2</sup>
- Approx \$220,000 to build
- Single adult in full time employment

#### Whare Tāpiri

- Owned by Trust, intermittent occupation similar to Marae
- Design based on Marae principles
- Can sleep up to 30 people and dine up to 100
- 4 showers, 4 toilets
- Approx 400m<sup>2</sup>
- Approx \$350,000 to build
- Trust income

#### **Experience and outcomes**

A number of factors outside of the control of the whānau created unnecessary pressures. The attitude of Council staff was unhelpful and led to delays and extra costs. While grateful for the opportunity, the tight timeframes set by Housing New Zealand forced whānau to make hurried decisions which could have been better managed given more time. If more time had been available better economies of scale could have been negotiated and better project management support provided. The fact that all six builds came on at the same time (as a result of the timing of the lending opportunity) meant that each whānau had to project manage their own build and at times whānau were competing for resources. It is fair to say that overall it was a very intense and stressful time for all of our whānau.

Lack of infrastructure was a further pressure point. Collective solutions worked best with shared fire fighting

tanks, upgrading the transformer and shared power boxes, shared driveways and negotiating economies of scale on materials were effective strategies. However, infrastructure was given lower priority as each whānau had to make sure their house was built on budget. Still today one home remains without a proper driveway because the cost to construct it remains prohibitive. Notwithstanding the difficulties all of the homes were built on budget and obtained code of compliance.

The Whare Tapiri is a testament to the collective capability of our whānau. As a concept it united the whānau and is now in demand from whānau and the community alike. It is run on a koha basis very similar to a marae without the Kawa and formality. It has hosted First Nations from as far away as Canada to a lone cousin over from Australia for the night who ended up staying a week. The feel of this house is like a warm embrace from a nanny with an ample bosom, it is welcoming and homely.

### **Conclusions**

Two years on all of these whānau are in their own homes, all of them proud of what they have achieved and enjoying their place in the sun on their whenua. Children are playing at each others homes and catching the school bus together, kai moana is being walked from one house to another, and gardens are growing. Where before all of these hard working families were renting, they now have a place they can call their own. The stress and worry of building through winter and making pennies stretch seems a distant memory now and a sense of community steadily grows in its place.


Whānau have said that when they feel down they sometimes just go and sit at the Whare Tāpiri and come away feeling better and recharged and it is intangible benefits like these that make a Papakāinga so much more special and significant. The intangible and immeasurable lift in self esteem, happiness, contentment, sense of belonging and identity are as equally if not more important than the housing itself.

### **List of supporting documents/resources**

9. Locality plan
10. Master plan of Whare Tāpiri
11. Copy of Resource Consent
12. Aerial photograph

#### 4.4 Pōike C, Patuone Hoskins Whanau Trust, Case Study

Case study written by Rau Hoskins, Trustee of the Patuone Hoskins Whānau Trust

<b>Name of project/development:</b>
Patuone Hoskins Whānau Trust
<b>Location (include map):</b>
Pōike C Block, Whāngaruru harbour Northland
<b>Developer/landowner:</b>
Patuone Hoskins Whanau Trust
<b>Manawhenua:</b>
Ngāti Hau ki Whāngaruru, Ngati Wai
<b>Overview of history and context to development</b>
<p style="text-align: center;">Ko Huruiki te maunga Ko Whāngaruru te moana Ko Ngāti hau ki Uta Ko Ngāti Wai ki tai</p> 
<b>Background to the Patuone Hoskins Whanau Trust</b>
This project is about the return of a whanau to ancestral land over a period of 50 years.
Eru Nehua, a Rangatira from both Ngāti Hau and Ngāti Wai purchased the Omanu Block from a Pakeha settler in 1910. The land had originally been alienated in the 1880s from its Ngāti Wai / Uri o Hikihiki owners. The purchase was made to ensure his descendants held both inland and coastal land

with whakapapa connections.

In 1960 Patuone Hoskins, great grandson of Eru Nehua purchased the neighbouring Poike C block from over 100 related owners. This 167ha block consists of a large wetland, regenerating and virgin native bush as well as coastal margins.

### **The Site**

The papakainga site is located at Te Patunga, a bay on the south side of Whangaruru Harbour. The Whangaruru harbour was named by Puhi on his journey North from Whakatane with the Mataatua waka. The name literally means the 'sheltering harbour' while an alternative name for the harbour sometimes quoted is 'Whakaruru' which is said to be named after the second wife of Rāhiri (the eponymous ancestor of Ngā Puhi) who lived in the area for some time. The prominent pā site across the bay from the Te Patunga Papakāinga is named after this famous Ngā Puhi ancestress.

Te Patunga bay and the valley behind face north and are sheltered from prevailing south westerly winds by large bushclad hills. A puna (spring) on the nearby Omanu Block provides water for most of the papakāinga, supplemented by rainwater tanks. The original 1961 bach close the water was built from a demolished Ngati Hau wharehui at Whakapara and has provided the central base for the papakianga which now consists of 3 other whare of various sizes.

This Papakāinga site is unique in that there is no road access and no council provided infrastructure services in terms of sewerage, storm water systems, water reticulation, power supply, and telephone / data. There is also no rubbish collection with all recycling and refuse having to be boated out to Ōhāwini the nearest accessible settlement.

### **The Trust**

The Patuone Hoskins Whānau Trust was set up in 1996 under the provisions of the Ture Whenua Act 1993 on the instigation of Patuone Hoskins with all 5 adult children becoming trustees. The knowledge and awareness of Māori land management and retention gained from the 1974-78 period of land protests within the Ngāti Wai coastal area (including the 1975 land March) ensured a strong focus on planning for both the wellbeing of the land and the whānau, all of whom wished to return to live on the site at some stage.

### **Processes and Involvement of Whānau / Manawhenua:**

The development proposal document was focussed on a 10 dwelling integrated Papakāinga master plan which allowed for a variety of house types (1-5 bedrooms), communal gardening and recreation areas, pedestrian linkages to Te Patunga Bay and, most importantly, no fences between dwellings enabling and requiring a communal maintenance plan to be instituted.

In 2002 following a meeting with Whāngarei District Council planners, a Resource Consent application was lodged with supporting engineering documentation and letters of support.

From 2002 to present 3 further Papakāinga homes (in addition to the original 2 bedroom bach) have been built as follows:

- Pikiararoa – 110m<sup>2</sup> 2 bedroom plus large mezzanine (for communal sleeping) with large dining deck – timber frame on timber piles. Composting toilet and grey water system
- Te Kahu – 90m<sup>2</sup> 1 bedroom plus large mezzanine house with large dining deck – timber frame on timber piles. Composting toilet and grey water system
- Mihitai – 36m<sup>2</sup> 1 bedroom cabin, large dining deck. Composting toilet and grey water system





Aerial photograph of Pōike Papakāinga showing house sites circled in red and puna in blue. The eastern most house site is located on Omanu D Block, also owned by the wider whānau and served by the same puna.

### **Key Outcomes and Elements of Mātauranga Māori in final planning and design**

The key outcomes and elements of Mātauranga Māori which have both influenced the design of the papakāinga and will in turn be facilitated by the papakāinga on its completion are as follows:

- Kaitiakitanga – ability of the Hoskins whānau to strengthen kaitiaki relationships of their whenua tupuna and takutaimoana. Care to not clear large trees and to ensure designs and materials complimented the natural environment.
- Kotahitanga – needing to work together as part of a combined whanau working group to plan, advance, build and manage the papakainga
- Whanaungatanga – assisting individual whanau members to plan and build their papakainga homes.

#### **Specific design outcomes which demonstrate Mātauranga Māori are as follows**

- Protection of Puna wai (ancestral spring) as the source of 'waiora' / high quality drinking water for all whare.
- Edible landscapes and sustainable food production techniques
- Mixed development – 1, 2,3, and 4 bedroom whare allowing for a mix of all ages and whānau sizes.
- House plans which have been designed around '*ki te hau kainga*' the Maori housing design

guide (Hoskins et al, 2002)

- No fences between dwellings – communal maintenance plan instituted to cover all mowing
- North facing decks in all designs encourage use of outdoor areas and safe play areas for tamariki.

### **Critical Factors influencing positive outcomes**

The most critical factor influencing the success of the project is deep connection to the whenua held by all Trustees and the desire to establish a holistic papakainga for the growing whanau of 5 children and 11 grand children. Whānau have been able to bring both professional and practical skills to the development process including legal, architectural and building experience.

### **Barriers to uptake/involvement**

An initial critical barrier involved the lack of awareness of council planning staff who were not even aware of what a papakainga was. Additionally the Coastal Countryside zoning at the time was designed around pastoral farming and allowed for two dwellings per land block (ie a farmer and sharemilker) with traditional Māori living patterns not reflected in the district plan in any way.

We were able to convince the planner that getting signatures from the owners of 17 surrounding Māori land blocks was a. not appropriate given the distance from the blocks (lack of effects) and b. not practicable with each multiply owned block having 10s – 100s of owners. Letters of support from the Ngāti Wai Trust Board and neighbouring Omanu D Whānau Trust were provided and did assist with the successful application.

Another major barrier has been in funding with 2 of the whare having to be built from cash reserves as no bank would lend on Māori land and the owners earned too much to qualify for Housing New Zealand Corporation (HNZC) loan products available at the time. One house (Te Kahu) was partially built from an HNZC Loan however the procurement process was exhaustive with staff involved at the time being almost obstructive of the process.

The final barrier was in transporting both materials and construction expertise to the site with everything having to come in by boat. Building in the winter months was problematic with rough seas while the remote site also reduced the choices of skilled tradespeople to work on the projects. The lack of reticulated electricity was also a barrier with need to use generators for all power tools during construction.

The Papakāinga has become an exemplar for building on remote and unserved sites with few Māori land blocks in northland facing more physical development challenges.

### **Evaluation of Outcomes for Whānau**

While only four of the proposed ten houses have been built to date, whanau members are happy that a Resource Consent is in place allowing for them to build when they are ready and that they will be able to springboard off systems developed and construction experiences gleaned.

The four dwelling papakāinga and its ability to host wider whanau members as well as family

friends has been hugely beneficial as has the greater amount of time spent at the papakāinga by whanau members with a flow on effect on enhanced land maintenance and management and security.

**Supporting documents/resources**

1.0 Locality Plan



Pikiaraoa – 2 bedroom plus Mezzanine Papakāinga Whare

## 5.0 Recommendations for Auckland Unitary Plan Provisions for Māori freehold land and Papakāinga

The following preliminary recommendations are provided to assist in the preparation of draft provisions for Māori freehold land and Papakāinga. Importantly they include recommendations for general land owned by Māori who wish to develop papakāinga without the Māori land court and finance constraints often associated with land under Māori title.

- 1) Engage directly with all 18 manawhenua groupings to discuss provisions for Māori freehold land and Papakāinga. Such engagement could best be commenced with a hui or series of hui to ensure full input into and ownership of the provisions.
- 2) Consider the general role of Auckland Council as an active facilitator of Papakāinga developments (as opposed to passive receivers of applications) as a service to mana whenua recognising Treaty of Waitangi responsibilities and historical breaches as well as the holistic benefits of quality Māori housing solutions both for iwi and for the wider Auckland community.
- 3) Consider Papakāinga in their widest sense as capable of being developed by both mana whenua and taura here on both Māori and General land as green and brown field developments in urban, suburban, periurban, rural and coastal locations as permitted activities.
- 4) Consider any communal buildings proposed as an integral part of the Papakāinga on a permitted or discretionary basis.
- 5) Consider Tauranga City Council (TCC) and Whāngarei District Council (WDC) papakāinga provisions with particular regard to the requirement for the provision of Outline Development Plans as opposed to Resource Consent applications
- 6) Consider WDC approach to papakainga housing densities as being based on the 'carrying capacity of the land' and 'tikanga Māori' as opposed to arbitrary lot sizes. Such an approach would involve Council assisting in determining such carrying capacities, particularly with regard to waste water disposal systems.
- 7) Consider relief of development levies to assist and encourage Papakāinga developments
- 8) Consider the Western Bay of Plenty Smart Growth Strategy approach to providing and or funding specialist advice to assist in Papakāinga developments (geotechnical investigations, surveying, infrastructure design etc..) as per the proposed Makahae Papakāinga development.

*He kura kāinga e hokia*

*He kura tangata e kore e hokia*

Heoi ano

Naku noa na



Rau Hoskins  
design TRIBE director