

**WHAKATUWHERATANGA***introduction*

In April 2008 the Takitimu Office of Te Puni Kōkiri in partnership with Te Kooti Whenua Māori and Hastings District Council launched the 'Papakainga Development Guide' at Omahu Marae.

Whilst the development of the guide had wide engagement of whānau who had 'been there done that', 'would like to', or 'are trying to' the guide was really untested upon launch.

A proposal was developed to test the guide in practice in order to both evaluate the guide itself, and to 'trial' a facilitation service, that is to say to assess how whanau may best be supported to work through the guide.

From February 2008 to June 2009 a trial was undertaken through a partnership between Karl Wixon of WIKI Design & Consultancy Ltd (Member of development team for the Papakainga Development Guide) and a Whānau trust seeking to develop papakainga on their whenua.

The intent of the project was to progress through the 'whanau' and 'whenua' sections of the guide to the point of having a design concept and readiness for Resource Consent.

The project was sponsored by Te Puni Kōkiri.

This Case Study documents the outcomes and 'lessons learned' from that trial in the hope that it will assist other whānau in working their way through their Papakainga development projects, as well as providing some useful lessons for TPK, the Māori Land Court, Territorial Authorities and development



**WIKI** design & consultancy LTD  
[www.wiki.maori.nz](http://www.wiki.maori.nz)

## Whatungarongaro te tangata Toitu te whenua

*People come and go  
The land remains.*

*This whakatauki reflects well the sentiment and frame of thinking for papakainga development. It encourages a sustainable and inter-generational view and frame of reference for decision making. It reminds us of our duty as kaitiaki of our whenua, and to consider the consequence of today's decisions and actions on future generations.*

### WHĀNAU *the family*

It is primarily sisters with a combined 1/2 share in a 1.9ha block seeking to develop papakainga. The balance 1/2 share of the block is held by a cousin with no aspiration to develop it. The land was handed down but is under General Title.

The sisters in turn have their own whānau including children, their partners and grandchildren, (many of whom live in Australia) totalling 127 whānau members.

The whānau are very active with their Marae and many are already in home ownership.

It quite quickly became apparent there were a number of whānau issues to be resolved for development to progress:

**1. Need to resolve ownership issues** i.e. the sisters needed to either include their cousin in the development, which he was not interested in, or buy out his half share in the whenua in order to develop it. This would be doable whilst under General Title, but difficult if it is transferred into Māori Freehold Title.

**2. Inter-generational aspiration gap.** The three initiated this project due to their aspirations for their children and grandchildren, it soon became apparent however that they did not initially hold these same aspirations for themselves.

**3. Engagement and consultation.** Many of the whānau live in Australia, this presents great difficulty in engaging them in the process and giving them the opportunity to participate in the project. Part of the intent is that it would give them a place to return to.



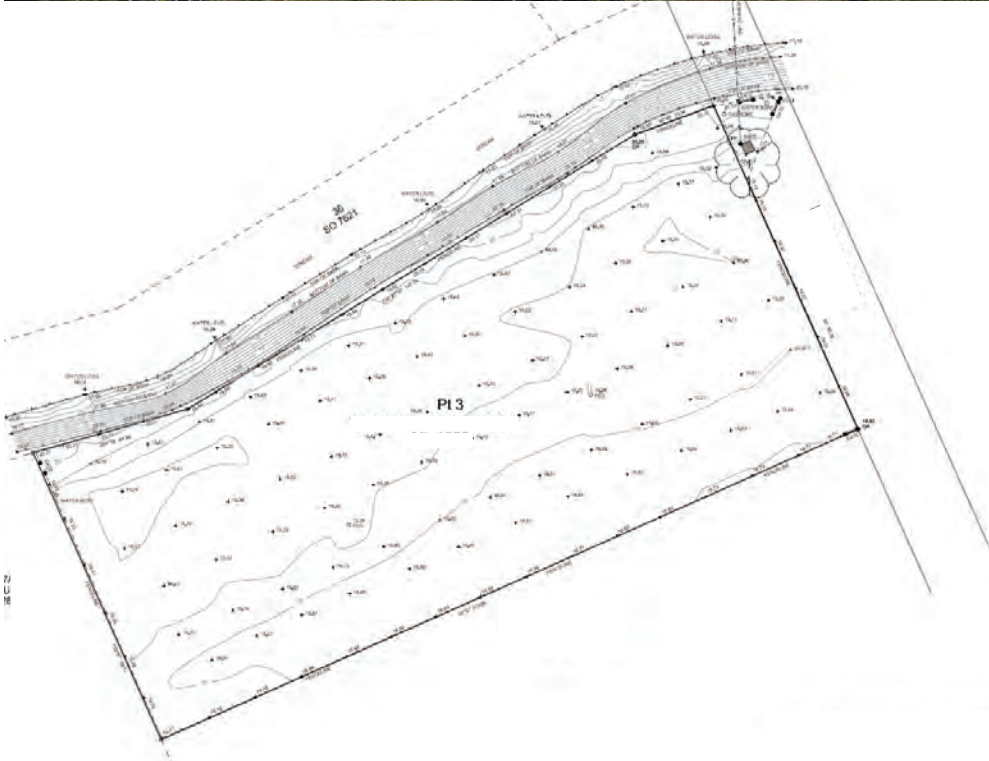
### WHENUA *the land*

The 1.9197ha whānau block in the Heretaunga Plains is Māori land that has been handed down through generations, it is however under General Title due to the involuntary status change imposed in 1967 when land was transferred from Māori title to General title, where there were four or less owners, by Court Order under Māori Affairs Part 1 1967 Amendment Act (which was subsequently repealed in 1974).

The land is in the 'Plains Zone' under the Hastings District Plan which makes no specific provision for Papakaingā, unless it is under Māori Freehold Title.

Early investigation revealed three key issues to be resolved:

- 1. There is no present legal access** i.e. it is effectively a landlocked block. There is however a paper road along the eastern boundary of the block which the adjacent owner has built stock yards on.
- 2. The block is within a 50year Flooding Zone** which covers the block, and also covers the paper road either side of the stream forming the northern boundary.
- 3. The General Title status means the land is not recognised by the Local Territorial Authority as Māori Land** and as such does not have access to special 'Papakaingā' provisions of the District Plan, whilst the alternative of transferring it into Māori title to gain access to these provisions is likely to hinder access to finance.



## RAUPAPA process

The facilitation provided to the whānau closely followed the process as set out in the Papakainga Development Guide.

Initially the volume and level of detail in the guide was daunting to the whānau, but as it was worked through understanding was built of each step as relevant.

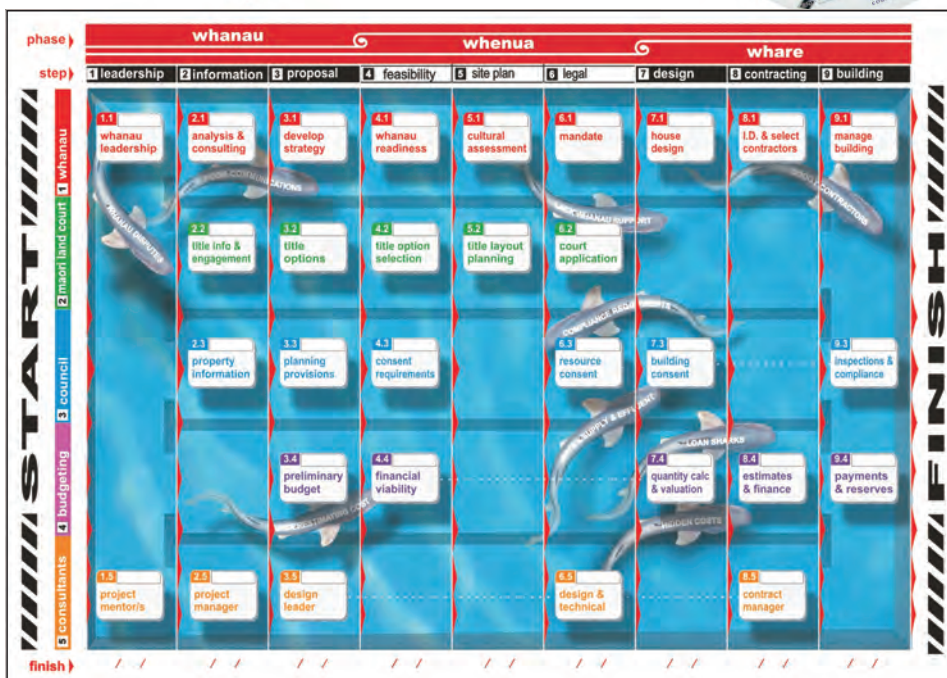
The guide will never deal in detail with every issue and need in any particular Papakainga project, such as the access and flood plain issues present in this case.

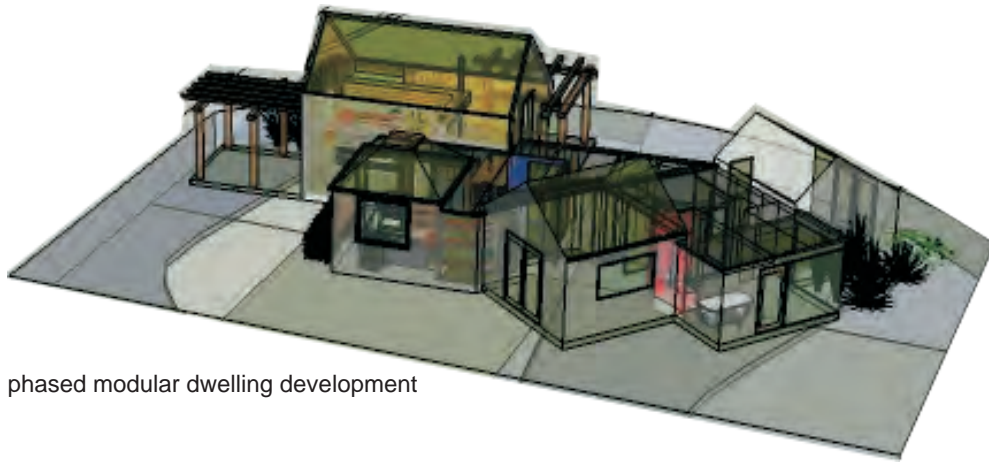
The guide did however provide a point of focus and a framework for progress - without which it can be very difficult for any whānau to understand what they need to do.

The guide is broken down into three consecutive phases; whanau, whenua and whare - and each phase is broken down into three steps. What was evident was that most of the 'steps' can be undertaken concurrently within a phase, however if any step of the guide is missed or unresolved progress becomes more difficult.

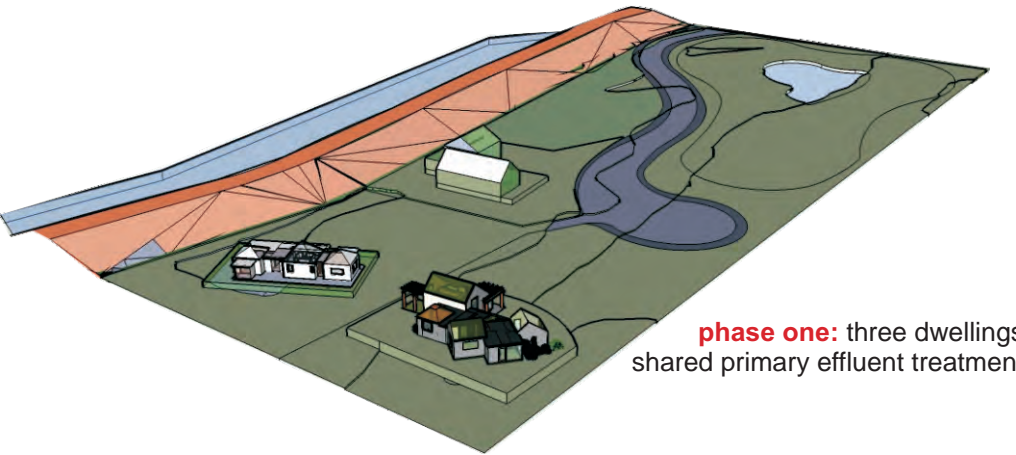
What also proved to be very useful was TPKs 'Marae Governance and Management Toolkit'. This was used to assist the Trust to review its own functioning and strategic vision.

Section 3.1 'Development strategy' was undertaken through a Marae based wānanga with design and landscape professionals and proved to be the single most useful activity in clarifying the whānau's vision. It was agreed this step would best be undertaken very early in the process to engage whānau in developing a shared vision and images of what that could look like - with a sense of reality

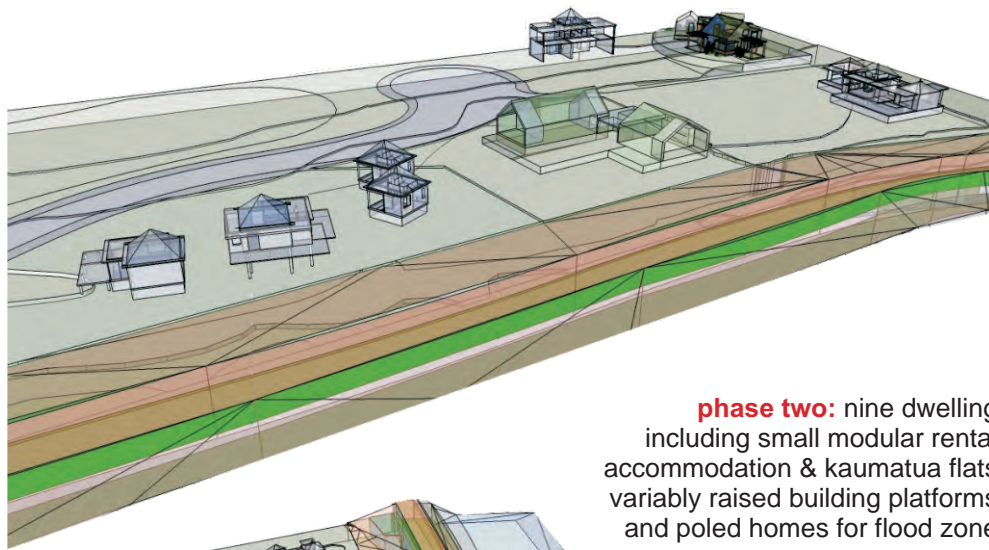




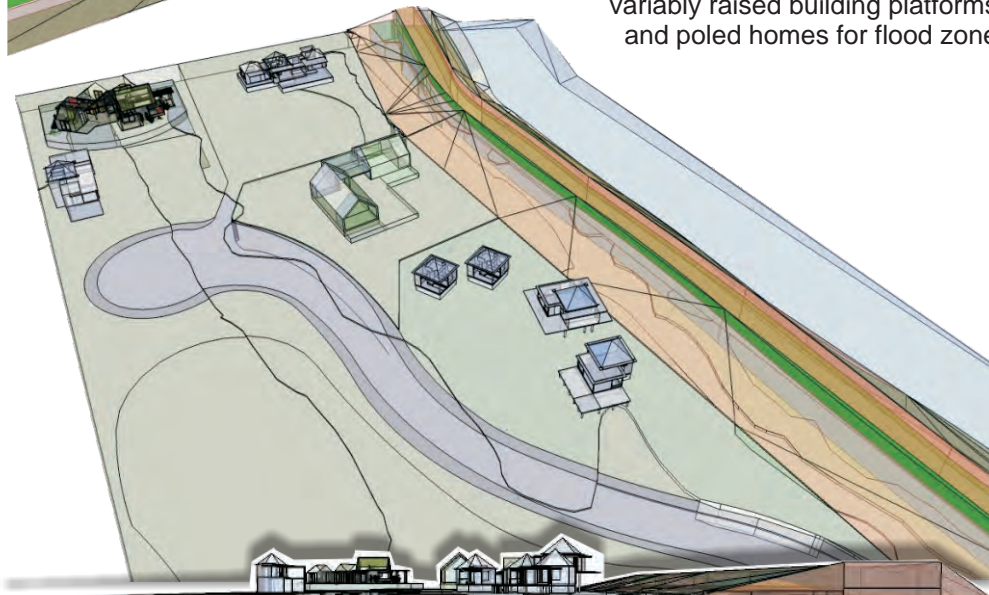
phased modular dwelling development



**phase one:** three dwellings shared primary effluent treatment



**phase two:** nine dwelling including small modular rental accommodation & kaumatua flats variably raised building platforms and poled homes for flood zone



## HUANGĀ outcomes

The project generated expected and unexpected outcomes.

The sisters progressed discussions with their cousin to purchase his half share in the block, an issue that had been unresolved for years.

Investigation of the Flood Plain issue revealed that the Regional Council was also undertaking a flood control project on the stream bounding the block, and in doing so was looking to purchase a strip of land from the whānau to extend the height and breadth of the current stop bank. Rather than seeing this as yet another case of the Crown 'taking our land', the whānau viewed this an opportunity to negotiate with the Council for support on other issues, such as formation of the paper road access. What could be a negative turned into a positive.

The issue of their land being under General title due to the Māori Affairs Part 1 1967 Act was used to submit a case to the Hastings District Council for inclusion of such land under the Papakainga Provisions of the District Plan. This has been supported by the Resource Management Unit of the Council and a proposed plan change has been submitted that, if accepted, will enable the whānau to retain their land in General Title whilst having access to the Papakainga provisions of the District Plan.

Many site issues were resolved and a topographical survey and design concepts completed.

The greatest outcome however was the alignment of whānau aspirations across three generations to achieve their shared vision for the future of their whānau and whenua.

**NGĀ PŪKENGA  
MO NGĀ WHĀNAU***Lessons for whānau***1. Get the Whānau on board.**

Early whānau engagement will make the process a lot easier, keeping them engaged ensures progress is sustainable.

**2. Get the right advice.**

Papakainga development is complex. The process is a lot easier if you get the right advice early from the right professionals. Use Māori professionals, they are available, or engage those who can work in accord with kaupapa Māori. This will make the process easier and improve the quality of outcomes.

**3. Keep your whenua in order.**

The more owners there are, the more difficult whenua is to develop. Make sure you keep successions and titles in order and up to date and partition your whenua every couple of generations before numbers become unmanageable.

**4. Believe it is possible.**

The whānau recognise that the first hurdle to overcome is believing Papakainga development is possible. If you believe it then you can do it.

**5. Take ownership.**

This is your project for your whānau - don't let others take control of your project or dictate what you do. You need to be the designers of your own futures. This necessitates some whānau members taking leadership roles.

**6. It ain't easy - but it's worth it!**

Developing Papakainga is wrapped in legal complexity and whānau politics. If you can navigate your way through these short term issues, the long term outcomes are worth it.

**NGĀ PŪKENGA  
MO NGĀ KAITAUTOKO***Lessons for consultants***1. Make haste slowly.**

It is more important to get it right than to get it quick. The whānau need to move at a pace that works for them as a whānau. In the context of inter-generational thinking, whether the project takes 10 mths or 10 yrs is immaterial.

**2. Facilitate - don't dictate.**

Being an 'expert' does not give you the right to make other peoples decisions or tell them what to do. You need to coach, advise, inform and critique options - leave the decision making to the whānau. It is they not you who have to live with the inter-generational consequences of their decisions.

**3. Don't assume leadership.**

Often professionals assume leadership of 'their' projects. The whānau need to 'own' their project and that means they need to lead. Only lead when they ask you to.

**4. Ask the right questions.**

Knowing what questions to ask to illicit the right discussions that will lead to informed decision making is more important than providing answers. Whānau ownership of decisions is important.

**5. Transfer understanding.**

Don't hold on to your professional knowledge - share it. It is important to build whānau knowledge so a few can convey understanding to many.

**6. Get with the culture.**

The essential difference between Papakainga and other forms of property development is that it is driven by a Māori world view, aspirations and values. Failure to engage in these dimensions will result in a failure to realise the full potential of the project.

**NGĀ PŪKENGA  
MO NGĀ KAUNIHERA A ROHE***Lessons for Territorial Authorities***1. Make it as easy as possible.**

Papakainga development is complex. As a Council you can be a barrier to, or enabler of, development. Take the time to explain and help the whānau to understand all the issues and opportunities presented by their project - pull in your team and be prepared for the long haul.

**2. Engage early and fully.**

The more fully you engage with the whānau at an early stage the easier it will be for all parties to progress. Do not under-estimate the impact your actions will have on the future of a whānau. In this example three sisters represent the future interests of 127 people.

**3. Big meeting rooms required.**

Whilst meeting with 5-20 people may seem difficult, it will be easier in the long run if you do, or you may find yourself explaining the same thing 5-20 times. Invite the whole whānau in, put aside some time, and put the jug on.

**4. Be flexible.**

What is an orthodox approach to you, may not be right for them. Be prepared to think and act outside the square - be solutions oriented.

**5. Mixed use aspirations.**

Most Papakainga development aspirations are mixed use - make provision for this in your District Plan. Mixed use in semi-rural or rural areas is necessary to create sustainable vibrant communities.

**6. Facilitate collaboration.**

Bring in your colleagues from the Maori Land Court and both District and Regional Councils. Whānau are being sent through revolving doors for months on end generating confusion, rather than finding conclusion.

## mo ngā mokopuna for our grandchildren



Grand-daughters Papakainga Plan 14/2/2009