

DISCUSSION PAPER ON MAORI DEMOGRAPHICS AND SMARTGROWTH TARGETS FOR MĀORI HOUSING

INTRODUCTION

This paper identifies and discusses a number of issues regarding the provision of housing for Māori that are included in the SmartGrowth Strategy (Strategy). The purpose of this paper is to facilitate discussion regarding the SmartGrowth targets for Māori housing and provide some recommendations to move forward.

BACKGROUND

Following discussion at the Implementation Management Group (IMG) meeting of 17 June, 2008 and SmartGrowth Implementation Committee (SGIC) meeting of 18th June 2008, it was recommended that a discussion paper be prepared outlining the issues regarding the targets identified in section 6.16 (page 35) of the Strategy. This matter had come to the attention of IMG and Combined Tangata Whenua Forum (CTWF) from the completion of the 13 Assessment Areas report. This report reviewed the feasibility of housing at 13 Maori communities across the Western Bay of Plenty. Extrapolating the findings of the report suggests that 305 homes could be developed over the next 10 years based on land capacity, planning constraints, infrastructure and community capability. This figure appeared to be significantly 'out of step' with the target stated in the Strategy.

The current target in the SmartGrowth Strategy is housing 16,000 people by 2051. This is extrapolated as just over 25% of Maori population in 2051, anticipated at the time of the Strategy establishment to be 61,000.¹

This figure was derived from the 2001 Census for Māori population statistics and expected growth. The Maori population at the time (from 2001 Census) was 20,511, made up of 9,372 (Tangata Whenua), 6,268 (Taurahere), and 3,797 (unknown). By 2021 the projected Maori population was expected to double to 41,653 and triple in 2051 to 61,533. These were presented to Tangata Whenua workshops in September 2002.

Liaison with former and current SmartGrowth staff suggests that provision for Māori population was made in the intensification, infill and greenfield areas. Therefore figure 8 (Sub Regional Growth by Type Graph) on page 28 of the Strategy may include housing for Maori choices by type with traditional papakainga not included.

During the development of the Strategy papakainga housing was discussed.

Question 5. *If the Maori population in the sub-region is to increase by 40,000 (including Taurahere) over the next 50 years, realistically what percentage of these people should be planned for living on Maori Land?*

Result: *About 40% of future Maori growth should be planned as papakainga (16,000 people).²*

¹ Actual figure 61,533, Census 2001.

² Report on Marae Workshop: Option Development. Prepared by Te Pio Kawe and Vaughan Payne. September 2002. p7

During March and April of the following year (2003) four workshops were held at Marae across the sub region. Several matters of interest were reported on at these workshops. This included the provision of 16,000 people in papakainga and iwi demographics.

Making significant increases in Papakainga housing provisions

Response: This is a key provision for accommodating the projected growth in the Maori population. Eight papakainga sites representing 16,000 people across the region have been included into the three growth alternatives.

The Tangata Whenua Project Team is currently working on the opportunities and constraints paper for multiple owned Maori lands that might indicate implementation areas for SmartGrowth to consider.³

In regards to population assumptions at the time, Tangata Whenua were eager to see iwi demographics to verify assumptions. If the eight papakainga sites can be identified, this will verify the type of housing anticipated in the targets.

It is also clear that the term papakainga was used in its most general terms, and therefore Māori housing fitted into any of the above four categories. It is also clear that during the SmartGrowth review in 2006-2007 and implementation of actions that investigations of papakainga housing has focused more on traditional papakainga at existing Māori communities rather than within conventional developments.

There also appears to be a potential tension between the assumptions made about the Maori population and the provision of papakainga. The statistics reflect the Māori population, that is, people who have identified themselves ethnically as Maori. Among the Maori population is a subset of people referred to as 'Tangata Whenua'. It is noted here that the term may have implied the descent groups who have a special relationship with Tauranga, that is, the people of the land as distinct from indigenous people of New Zealand. The interpretation on the face of it appears small but its ramifications are very important. On the ground this translates to either providing housing for people of Maori ethnicity or providing housing for tribal people of Western Bay of Plenty, viz a viz, Ngaiterangi, Ngati Ranginui, Ngati Pukenga, and Te Arawa.

The use of the term Tangata Whenua as distinct to Maori does identify a specific group which this applies to. It is likely that this tension or blurring of the target group has created a level of confusion in the implementation of the policies and actions. The confusion does not appear to have been deliberate rather a result of the detail of the Tangata Whenua (hapu and iwi representatives) input and influence not being articulated clearly in the Strategy.

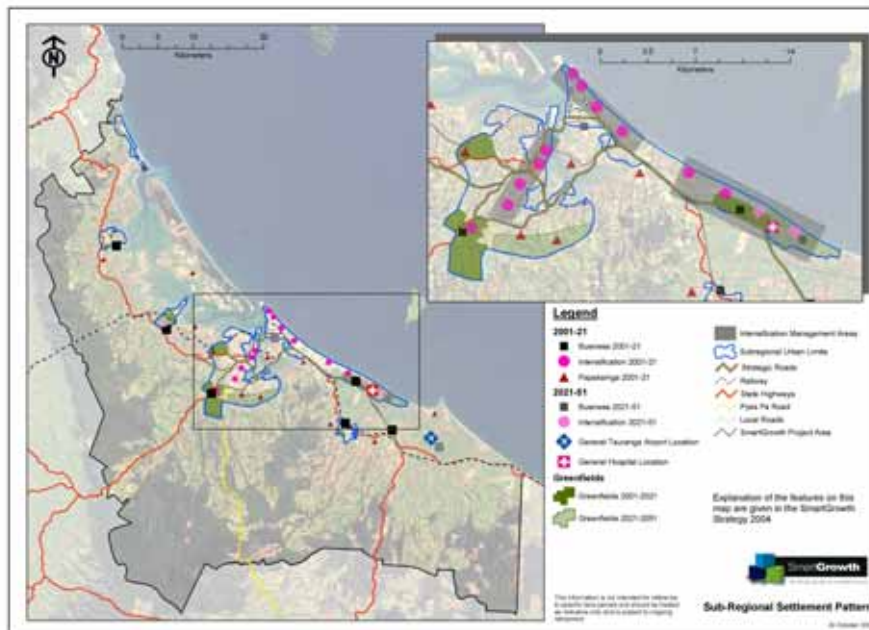
The 2003 Strategy intention was for issues of finance, land administration and infrastructure to be fully scoped and sorted by 2011, with development occurring following that date. It was anticipated that developments such as Mangatawa, Te Tumu and others would provide much of the greenfield 'papakainga'.⁴

The identification of 12 papakainga in the subregion during 2003 appears to have superseded the former 8 that were identified during consultations. The 12 include (from

³ Final Marae Feedback Report June 2003. Prepared by Te Pio Kawe and Sonia Anderson. p5

⁴ Pers. Comment. Craig Batchelar. 24 July 2008.

south-east-to North: Maketu, Waitangi, Manoeka, Te Maunga, Matapihi, Kaitemako, Waimapu, Wairoa, Te Puna, Matakana, Katikati, and Otawhiwhi.⁵



SmartGrowth Strategy Presentation, 28 October 2003

In 2007 a feasibility assessment of 13 papakainga was conducted. This feasibility sort to look closely at the 13 areas, some of which were previously identified in the 2003 Strategy. Through this assessment together with community planning and land trust projects has identified a greater number of potential papakainga.



Map showing 13 papakainga assessment areas, community development projects and other areas that are potential areas for papakainga development.

⁵ Taken from a map in SmartGrowth Presentation, 28 October 2003. Also included by name in a SmartGrowth Presentation to CTWF 2 February 2004.

Papakainga Assessment Areas:	none	<10	<20	<30	>30	
1. Otawhiwhi				30		
2. Rereatukahia		10				
3. Kutaroa		10				
4. Opureora	0					
5. Tutereinga			20			
6. Oikimoike		10				
7. Bethlehem				30		
8. Wairoa					80	
9. Waimapu		10				
10. Tamapahore					35	
11. Manoeka				30		
12. Waitangi			20			
13. Otukawa			20			
Sub-Total						305
14. Tuapiro		10				
15. Poututerangi		10				
16. Whakamarama				30		
17. Paparoa			20			
18. Te Ongaonga		10				
19. Poripori		10				
20. Ngamanawa			20			
21. Te Reti		10				
22. Taumata		10				
23. Oropi		10				
24. Te Tumu				30		
25. Papamoa				30		
26. Te Whetuoterangi			20			
27. Tahuwhakatiki			20			
28. Te Paamu			20			
29. Waikari			20			
30. Hungahungatoroa			20			
31. Mahiwahine				25		
32. Matapihi				25		
33. Maketu					100	
Sub-Total						450
TOTAL NUMBER OF DWELLINGS:						755
ESTIMATED RESIDENTS (based on average of 3 persons per dwelling)						2,265
ESTIMATED RESIDENTS (based on average of 5 persons per dwelling)						3,775

These are estimated predictions for Māori housing on multiple owned Maori land blocks during the period 2008-2021. This is not an exclusive list of Maori land areas but purely an assessment that can be added to as Trusts come forward with their development proposals.

ADOPTED APPROACH

In summary, the population/homes to be provided for on Maori land within Maori communities or increased dwellings within traditional papakainga were not identified as a separate figure in the overall targets of the SmartGrowth Strategy. Maori housing was provided for in the 2003 Strategy targets for intensification, infill and Greenfield under the assumption that Māori would make choices of where they would live, work and play.

The SmartGrowth Strategy therefore provides for the majority of housing of Maori in greenfields, intensification and infill development but identifies papakainga as one of the tools for achieving this. Whilst articulated as 16,000 people in traditional papakainga, the number of dwellings may be more important as a target and measure.

OTHER APPROACHES

Several other regions were reviewed to see what other approaches to Māori housing are being used and any learnings from these. The areas included *Heretaunga – Wairarapa, Wairoa, Orakei – Auckland, Te Rawawa – Northland, Te Tai Rawhiti – Gisborne*. In these areas papakainga proposals are either being lead by the Iwi Runanga or facilitated by joint agency forums. In all these cases there is not a sub-regional growth strategy umbrella and proposals are usually one off.

CONCLUSIONS

The programme for Maori housing including papakainga as a tool is valid and supported by the SmartGrowth Strategy. The continuation of work till 2011 should be focused on finance, land administration and infrastructure. The assumptions regarding significant the housing of Māori populations who may not have access to traditional should be assessed further to determine if any special social and cultural requirements need to be considered.

Recommendations

1. This report be received.
2. Recommendations be considered by IMG and CTFW for implementation.

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