



# Celebrating new ideas

2008 New Zealand Post Group  
Local Government Excellence Awards

## Project Submission Template

### Name of Project

**Hastings District Papakainga Development Guide - A Collaboration between  
Te Puni Kokiri, Te Kooti Whenua Maori and the Hastings District Council**

### Name of entering council/s

**Hastings District Council**

### Category

**Joined Up Local Government**

### Signed:

**Ross McLeod**

**Chief Executive**



Your write-up should use the following headings and address each point

## 1. The Rationale for the Project and Expected Benefits

Since 1997, and the notification of its first District Plan under the Resource Management Act 1991, the Hastings District Council has sought to provide the ability for papakainga development to occur on Maori land. This is also enabled by Te Ture Whenua Maori Act 1993, which is administered by the Maori Land Court. Thus three public sector agencies are charged to deliver to one client group: owners of Maori land.

The Hastings District Council, Maori Land Court and Te Puni Kokiri were in a pattern of separate service delivery to Maori land owners seeking to get approval for papakainga. This separation did not allow for a mutual understanding of respective policies and procedures. The result was confusion for owners of Maori land with aspirations to develop papakainga. The outcome of this has been that only three papakainga have been approved under the District Plan rules, and by Maori Land Court orders, despite the quantum of Maori land in the District (8%). Yet, there is evidence there is a prevailing Maori aspiration to undertake papakainga development; a recent research project undertaken by Te Taiwhenua o Heretaunga, to identify Maori development needs and aspirations, ranked papakainga development as the highest strategic priority.

The need for positive action to be taken was highlighted by reports of shareholders of Maori land not being able to lodge building consent applications with the Hastings District Council without an authority on behalf of all the owners on the application form. Council staff were referring such potential applicants to the Maori Land Court to gain an authority to build from the Court. However, the Court would not provide such authority without evidence from the Council the applicant had approval to build on that land. Potential applicants were 'going in circles' between the Council and the Court without a clear way forward.

The fundamental rationale for the project was for the Hastings District Council, the Maori Land Court and Te Puni Kokiri to work together to create a clear pathway for those wishing to undertake papakainga development.

The objectives of the project were:

- Produce a step-by-step guide which facilitates Maori aspirations for papakainga development;
- Harmonise the information, the policies and the procedures of the three agencies;
- Unify the agencies' response to applications for papakainga development; and,
- Develop and strengthen cross-sectoral relationships between the agencies to benefit Maori aspirations through this project, and any future projects.

The benefits of the project are:

- Through the use of the Guide more Maori will be able to occupy their ancestral land;
- The three agencies are more responsive to Maori development aspirations;
- The Hastings District Council, in particular, is more accessible to Maori inquiries and applications generally;
- A guide is now available to make the complex processes navigable; and,
- The cross-sectoral relationships are enhanced to allow for further projects to benefit Maori ratepayers in the District.

## 2. Linkage to Council's Strategic Direction

The need to provide for papakainga development is clear in the policy documents of the Hastings District Council. Yet, it is manifest the Papakainga Development Project addressed an inability to implement that policy without the positive collaboration achieved by the project.

In *Shaping Our District Together Hastings District Council Long Term Council Community Plan 2006-2016*, 'Planning Together With Maori', page 23 states:

The Joint Committee (HDC:Maori Joint Committee) has participated in Council workshops on the Plan, and from that process the following initiatives were identified to be progressed through the implementation of the Plan thus (included):

Assess opportunities for positive collaboration with regional key stakeholders to enhance resources related to infrastructure and increase Maori capacity in their specific communities: papakainga and marae settlements, for example.

The Papakainga Development Guide project gives effect to this strategic direction as it has involved positive collaboration with regional key stakeholders to increase Maori capacity for papakainga development in their communities.

In the *Hastings District Plan* Section 13.1 Papakainga District Wide Activity has the following objectives:

- PKO1 *To recognise the desire of Maori to maintain and enhance their traditional relationship with their land.*
- PKO2 *To provide for Papakainga development on Maori Land.*
- PKO3 *To allow maximum freedom for Hapu to develop their settlement pattern, while ensuring appropriate health, safety and amenity standards are met.*

The Hastings District Plan sets out a rule structure which enables the development of papakainga housing on land held under the Te Turi Whenua Maori Act 1993 as a controlled activity across the District regardless of zoning. Despite these enabling rules, there was a notable lack of uptake in the development of Papakainga on Maori land. The Papakainga Development Guide project therefore also seeks to help give effect to the District Plan objectives.

### 3. Project Planning

The three project partners jointly engaged the services of a certified PMP ® (Project Management Professional), Karl Wixon of WIKI Design & Consultancy Ltd, who specialises in Maori development projects. The project was developed and managed in accordance with PMBOK 2005 (The Project Management Institute's Guide to the Project Management Body of Knowledge), tikanga and Ngati Kahungunu kawa.

#### Scope

The Project scope was defined through assessing each stakeholder's expectations and aspirations for the project through a set of questions each was charged with responding to - the results of which formed the basis for debate, negotiation and consensus on project scope. Scope was described both in terms of the scope for the project, i.e., what it did or did not include, as well as a description of product scope, i.e., the scope of the expected 'product' of the project – the Papakainga Development Guide. This was translated into the

Project Management Plan as project and product scope statements and informed the development of the Work Breakdown Structure agreed to by the key project stakeholders.

### Timeframes

Timeframes were agreed based on the meeting and decision-making cycles, as well as fiscal and policy planning deadlines, of each project partner, and the planned scope of work. Estimates were applied to the scope of work and milestones were mapped out over the six months when the project was implemented. Project implementation was synchronised with meeting cycles.

### Resources

The project was undertaken on the premise each agency applied their own resources to their individual contributions to the project, as well as jointly contributing funding for the engagement of the project management, development consultant and preliminary resource production.

The parties agreed to these principles in accordance with joint approval of the project management plan, which set out respective responsibilities of the parties to the project.

The most critical resources for the project were human, and project resource management was primarily through communications and activity management.

### Governance

Policy direction was in the form of the LTCCP and the rolling review of the District Plan. The project team reported to Council and presented a draft of the proposed guide for approval and adoption. Te Puni Kokiri and the Maori Land Court, with Council, also made presentations to their organisations. In all cases, respective governance representatives supported and approved the project.

The project itself was governed by a project steering committee made up of key representatives from each of the agencies.

The project also convened a whanau reference group of Maori who had 'been there and done that', or were 'going through', or 'aspiring to' papakainga development. The group

acted as key advisors to the project and evaluators of the outcomes. Their ‘real life’ experiences were a critical factor in successful development of a usable guide.

In addition, the project sought and engaged the involvement of a ‘Roopu Pakeke’ – a cultural advisory forum of kaumatua and kuia who provided cultural direction and oversight to the project, as well as acting as arbiters of the use of Maori conceptual frameworks, whakatauki (proverbs) and language. Their involvement was key to the quality and acceptability of project outcomes by the intended audience.

### Evaluation

Project evaluation was undertaken throughout the project in accordance with the PMI Quality Management Framework. In this, quality is defined as the extent to which project outcomes satisfy stakeholder expectations.

Throughout the project, expectations were gauged and monitored formally and informally.

Each project stakeholder was provided with formal opportunities to critique both work-in-progress and final outcomes before finalisation.

The project outcomes were distributed and then presented, in draft form, to a number of forums where responses were collated and in some cases resulted in modification of outcomes. This included presentations to staff of each agency, the whanau, reference group, the Roopu Pakeke and to a national papakainga forum of Maori design, environment, engineering, iwi development and local government professionals.

## **4. Project Management**

The project was conceived by the three organisations involved recognising the need, and acknowledging they had a role to play in addressing that need. They were then able to define the project and check its feasibility before preparing a proposal, then engaging a consultant to develop and execute the proposal.

The drafting of the development guide involved the various agencies identifying and analysing the tasks or steps a papakainga applicant would need to undertake. A ‘sticky label’ exercise was undertaken to arrange these steps into the most logical sequence. Whanau reference groups were used to help pre-empt potential problems, with a Roopu

Pakeke group, as well as the governance of the three organisations, being involved in finalising and obtaining approval for the document.

In the execution phase, the guide was used in a workshop involving staff from the three agencies to monitor its effectiveness in mock case-study situations. Regular project team meetings were also undertaken both before and after the engagement of the consultant, to monitor progress, and to seek feedback and input, from the various organisations as the project progressed.

## **5. Relationship Management and Communication with Stakeholders**

The stakeholders were identified as Maori landowners who wish to develop papakainga, Te Puni Kokiri, the Maori Land Court and the Hastings District Council. These were analysed further to account for the particular roles of officers within each agency. For example: building inspectors, consent planning officers, and environmental policy planners at Council; Maori Land Court officers with a complete understanding of the application for orders to occupy the land in four types of legal forms; and, Te Puni Kokiri which had already produced a governance and management toolkit to train whanau to develop infrastructure to meet their legal and customary obligations to the whanau and the whenua.

The first step was to call a meeting with Te Puni Kokiri and the Maori Land Court Regional Manager. It was noted that the Papakainga Section of the Hastings District Plan was to be part of the Plan's 'rolling review'. Clearly the primary responsibility and skill focus of the Council is not to Maori in particular, with only one Maori strategic advisor. To enhance the advice to Council it was necessary to engage the professional advice of the Maori officers of the other two partnership agencies. Council officers included the Strategic Advisor Culture and Heritage, Team Leader Environmental Planning and Policy, Team Leader Building, and Resource Consents.

The next step was to identify a reference group of whanau wanting to develop papakainga. One whanau had been trying without success to engage in the agencies' processes to develop papakainga. Further, a collective of kaumatua were applied to for advice and approval of the various cultural metaphors applied to the publication of the guide.

Finally a designer-writer-project leader was appointed. The final output of a well designed document for the Papakainga Guide was wholly dependent on this appointment.

The project team had monthly meetings. In the process, officers from three different agencies, the project leader and the whanau developed a shared purpose and understanding – about processes, objectives, statutory schemes, regulations, values, whenua and whakawhanaungatanga. A robust professional collegiality grew, supported by respective employers who approved equal contributions to provide a budget for the project.

It became evident the exercise was a benchmark for relationship and policy development. Other councils, Te Puni Kokiri regional offices, and Maori Land Court regions awaited the publication of the Guide with interest. And what became natural and sensible transmuted to relationship pioneering in the public sector – to meet a duty to benefit Maori.

Enhanced relationships are one outcome of the project, thus:

- Between the agencies: Applicants for papakainga development are now met with a range of officers from the agencies whose roles reflect the regulations and processes for compliance;
- Within the agencies: A quantum of Council officers understand and support the aspirations and the process for papakainga development; Maori Land Court officers now appreciate the relationship between the application for court orders and the District Plan; and,
- The strength of the relationships now established predicts a fertile collaboration for further projects. For example, waahi tapu and reservations guide, hapu management plan guide, marae development plan guide, and Maori tourism development guide related to Council's economic development and marketing strategy.

## 6. Innovation and Originality

The actual Papakainga Development Guide is attached. We believe the guide itself is full of innovation and originality, particularly in its use of Maori metaphors and proverbs to connect with its desired audience.

In terms of specific components the breakdown of the development process into the stages of 'whanau', 'whenua' and 'whare' and the use of a process map showing the different components of planning a papakainga development (whanau, Maori Land Court, Council, budgeting and consultants) as swimming lanes is also original and effective.

The Guide speaks for itself in terms of innovation and originality but other points to note include the logical landscape page layout sequenced in order of the process map. The page layout has a consistent structure in terms of a description of the steps to the left and a planning guide work sheet or checklist on the left and a box describing other useful resources in the bottom right of each page.

## 7. Evaluation Framework

The outcomes can be closely monitored, as any papakainga development for two or more houses requires a resource consent. Resource consents are recorded electronically so information on papakainga developments will be able to be retrieved relatively easily.

The expected result is for more people to be aware of the papakainga housing option and for those people to be able to use the Guide to navigate their way through the process. One barrier will still however remain which relates to the financing of such developments and the inability to borrow money against land owned by multiple parties.

Since the launch of the guide in February 2008, Council consents staff have noted an increase in the number of enquiries regarding papakainga development with one new application being received.

The communication channels established with Te Puni Kokiri and the Maori Land Court will also ensure feedback, be it positive or negative, in relation to Council's role in the handling of papakainga applications or enquiries are likely to be received.

## 8. Category Specific Criteria

### Successful Results

- Successful results from the project will take from one to five years to emerge, with respect to papakainga development projects.
- A more immediate result has been an increased number of inquiries about the procedures required to apply for and meet compliance for papakainga development.
- The three agencies now present together in hui with applicants for papakainga development – and this includes building inspectors, resource consents officers and environmental planners. In each case the whanau and the officials have had a mutually beneficial experience – extending the training provided for all officials before the launch of the Guide.

- The calibre of collegial respect achieved through this project has encouraged officials to consider further projects to address a need to harmonise those procedures, for example, waahi tapu and Maori reservations, hapu management plans, tourism included in an economic development strategy.
- The launch of the Guide at Omaha Marae was a signal achievement in district wide communication through all marae public sector agencies, iwi, and central government representatives – with 70 people in attendance. Here it was noted this is the first time the agencies have combined to work together on the matter of papakainga.
- It is intended to share the guide with other districts and regions, whereby with the application of their logo, introductions and any specific differences in their stated policy and procedures, it will also be available to them without the cost of its original production. After all, the statutory scheme is the same for all.

### The Wow Factor

The wow factor for the Guide relates to:

- The electronic and hard copy media – and the great design which conveys the information.
- The quality of professional relationships that are the result of the project.
- The harmonising of the policies and procedures within a statutory scheme administered by three agencies.
- The pleasure with which the Guide has been received by Maori.
- The increased skill of the officers now advising Maori on papakainga development.

### Specific Criteria: Joined Up Local Government

**The project enables the Council to achieve something it could not have done on its own**

The general ‘buy in’ and positive receipt of the project by the Maori community was greatly enhanced by the involvement of Te Puni Kokiri and the Maori Land Court. The involvement of these two organisations also led to Council prioritising this project for action.

More specifically, the involvement of Te Puni Kokiri allowed a wider section of the Maori community to be reached, including those suspicious of Council processes. The ‘reference

group' and Roopu Pakeke group were particularly valuable, as were the Maori staff resources of both Te Puni Kokiri and the Maori Land Court.

Involvement of the Maori Land Court was essential to ensure the guide gives accurate advice in relation to the different options available under the Te Ture Whenua Act, and the appropriate times in the planning process to contact and gain information or approvals from the Court. The Court's involvement was also particularly useful in resolving the problem of applicants being bounced between Council's building consent department and the Court.

### **Evidence of buy in, mutual benefits and, ongoing commitment from all parties**

- Through the use of the Guide more Maori will be able to occupy their ancestral land;
- The three agencies are more responsive to Maori development aspirations;
- The Hastings District Council, in particular, is more accessible to Maori inquiries and applications generally;
- A guide is now available to make the complex processes navigable; and,
- The cross-sectoral relationships are enhanced to allow for further projects to benefit Maori ratepayers in the District.