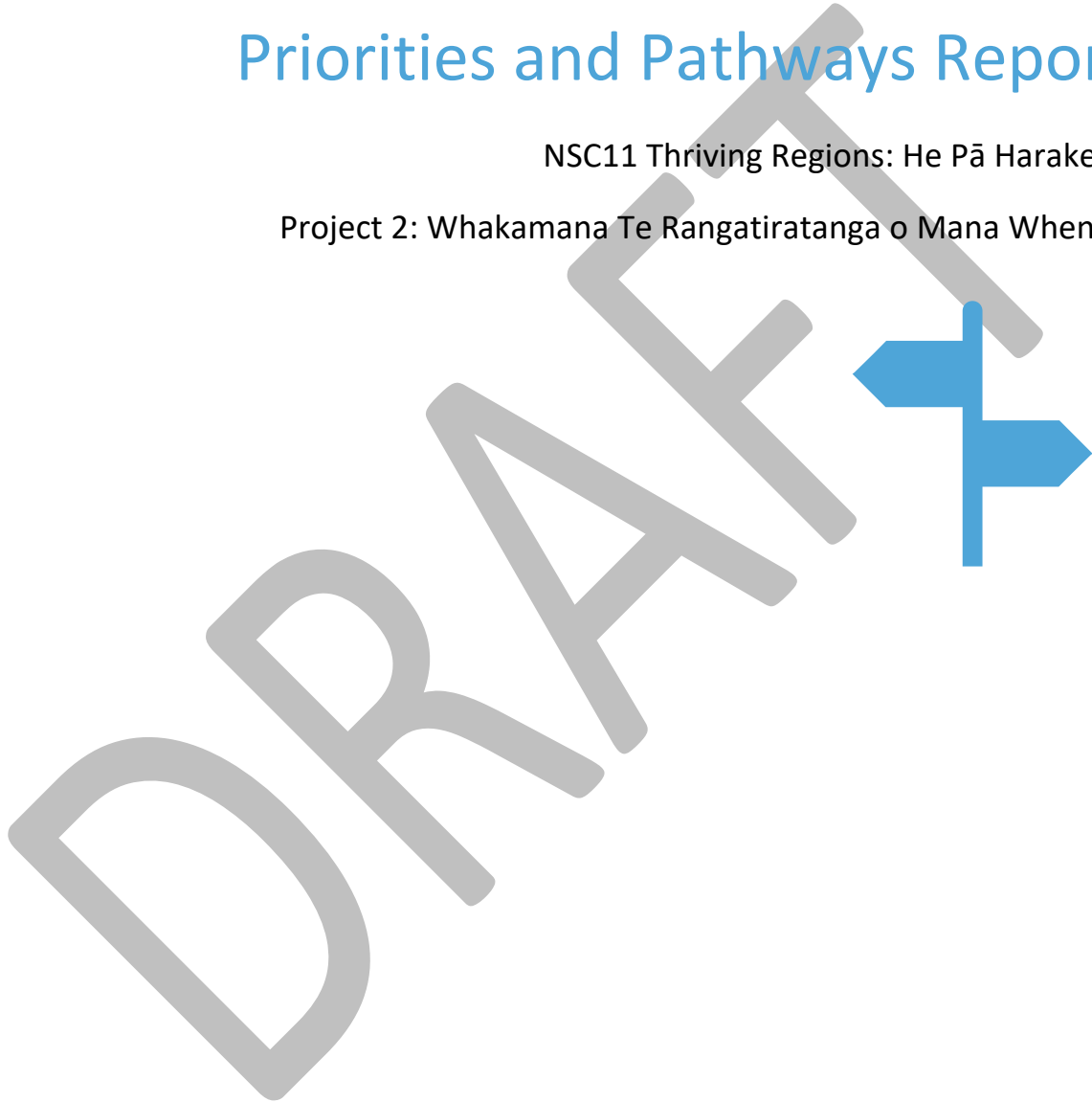


# Mana whenua in Waharoa

## Priorities and Pathways Report

NSC11 Thriving Regions: He Pā Harakeke

Project 2: Whakamana Te Rangatiratanga o Mana Whenua



The following document is a Priorities and Pathways report completed by Whetū Consultancy Group for mana whenua in Waharoa and for the wider research purposes of Building Better Homes, Towns and Cities (BBHTC) National Science Challenge.

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## Summary

The following report draws from current and previous work undertaken with mana whenua of Waharoa within the Building Better Homes, Towns and Cities (BBHTC) National Science Challenge, NSC11 Thriving Regions. This project is the first output from this continuing phase of the NSC11: He Pā Harakeke Thriving Regions– Project 2: Whakamana Te Rangatiratanga o Mana Whenua. This document is a Priorities and Pathways report completed for mana whenua of Waharoa to help guide their paths to achieving the aspirations they have identified during the course of the project and also in line with the project aims.

Their aspirations have been identified over the previous years' involvement in the project, and prior through their own actions, and the focus of their organisations already established by mana whenua in the area. The four categories broadly identified within the earlier projects' Mana whenua reports<sup>1</sup> are: Mauri Ora (Securing cultural identity), Waiora (Environmental Protection), Toiora (Wellbeing), and Te Oranga (Participation in Society). We have adopted these kaupapa in line with the priorities that have been identified by mana whenua in Waharoa.

It is hoped that this report will support and guide mana whenua to pursue their aspirations and will provide a foundation for the project as we continue to work alongside the community over the coming years.

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<sup>1</sup> **Report for Mana Whenua** Mana Whenua Perspective on a Vibrant and Regenerative Pookeno Community  
From the Building Better Homes, Towns and Cities National Science Challenge  
Prepared by Whetu Consultancy Group December 2018

## 1.0 Background

### 1.1 Co-Creation Stage of NSC11

The overall aim for the project NSC11 Thriving Regions: He Pā Harakeke is to connect with communities and to create substantive new knowledge that supports the development and regeneration of regional settlements.

Within the greater project, Waharoa was added as an additional case study area after the first phase of the project was completed. In 2019 Waharoa was added during the “Co-Creation Phase” of the project, and the team began working with mana whenua in Waharoa.

The research team identified early on that the growth and changes in Pōkeno were clearly things that could occur in other similar towns, with the lessons learnt there being directly applicable and of use to others. Particularly mana whenua who are dealing with being amidst or poised for growth in their town. Waharoa had been recently approved Provincial Growth funding to support feasibility and business case studies to develop Waharoa as a key sub-regional industrial hub. It was particularly evident that Waharoa lacks sound infrastructure, needs to attract skilled trade workers and requires housing for seasonal and long-term employees. It, like Pōkeno, is located within the Golden Triangle and adjoins the East Coast main trunk line and the Waikato Expressway that is due for completion in 2020.

We approached key groups in Waharoa that represented or included mana whenua in the area and they indicated their interest in being involved in the project. Ngāti Hauā are mana whenua in the rohe and our representatives indicated their support for the project.

Our Phase 1 research, albeit not in Waharoa, investigated mana wehnuua perspectives around revitalisation of regional settlements and sought to identify mana whenua aspirations for those towns. Our focus in this phase includes supporting mana whenua to achieve those aspirations. The findings from the first phase:

*“Reinforced the place of tūrangawaewae and sense of belonging of mana whenua (iwi, hapū and whānau), and therefore their wellbeing and ability to thrive. Being unable to come home to their marae, or being unable to live near their marae, was a significant barrier to mana whenua feeling and maintaining a connection with their place of belonging and align with their perspectives of vibrancy and a regenerative town. Furthermore, being invisible in their own towns through lack of inclusion in planning and design led to a sense of disconnection with their tūrangawaewae – especially when faced with significant re-population and gentrification of their towns.”<sup>2</sup>*

With these findings being clear for towns like Pōkeno, these discussions were also begun with mana whenua in Waharoa. We undertook a number of wānanga with mana whenua and focused on their key values and their aspirations. We spoke of the development plans in the area, the potential with

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<sup>2</sup> Co-creation Phase Proposal. BBHTC.

their land ownership in the area and their hopes and vision for their town/district of Waharoa. The key research questions that were developed/co-created during this phase were:

**Q1. How do mana whenua navigate the constraints in developing and establishing appropriate and aspirational land uses in Waharoa?**

This includes identifying the current regulatory/statutory and other barriers that Māori landowners and Māori as developers and entrepreneurs, face in planning and investment on their whenua and how may they be overcome. This question was identified due to the comments and concerns of mana whenua who have great land resources but hit barriers whenever they sought to develop or find ways to utilise their land.

**Q2. How can local Councils help to enable vibrancy and regeneration by understanding the needs and aspirations of Māori within their communities?**

Using the findings from Question 1, we will seek to work through ways that both Councils and mana whenua can overcome barriers in the process and to enable Councils to streamline their processes for the benefit of mana whenua/community members. This will be translated into a toolkit/recommendations around how Council could work through issues and improve their processes with community focused pathways.

Engagement with mana whenua identified a clear disconnect when working with Council and Council processes. Similarly it is clear from mana whenua that Council are unsure of how to advise Māori land owners and this came through in discussions, which often resulted in it appearing that Council were not helpful.

**Q3. How do we help to integrate the economic, environmental, political, social and cultural aspirations of mana whenua in the planning and short and long-term investment of Waharoa?**

This question will focus on the strategic transitioning of Waharoa into a sub-regional industrial hub and how mana whenua can be positioned positively within this transition. This includes identifying what an integrated, strategic approach to regional settlement regeneration looks like, and how might it include a mix of statutory and non- statutory planning instruments (e.g., district plans, spatial plans, next generation master plans, business plans, cultural plans and district plans).

This ultimately translates into assisting mana whenua with the tools they need to achieve their aspirations and navigate the policy or western frameworks they are operating within. This will include the development of a Masterplan.

## 1.2 COVID-19 and Project Update

This year was focused on locking in key champions to support the project moving forward. 2020 has been a year like no other, and the impact of COVID-19 has been felt considerably by the key individuals in the project as well as the ability for the research team to effectively get groups together for engagement.

In Waharoa the key individuals are very active in their community and in their organisations, many of whom have front footed and spear headed their organisations' responses to COVID-19 and this has necessarily taken priority over the project.

The groups that we have identified and engaged within the project represent a number of kaupapa which align with the voiced priorities at the previous wānanga. The organisations include, the local iwi trust, the environmental consultants for the iwi trust, hauora and housing organisations, as well as the local marae committee. There are key champions within each kaupapa/organisation who will help to pursue and connect their kaupapa within the project, and vice versa. This has been a workaround of sorts due to COVID-19 but one that will ultimately see better outcomes for the community and the project and has automatically helped define the priorities for mana whenua in the area.

### 1.3 Appointment of Community Researcher and Establishment of Kōmiti

We have been fortunate to have identified a great local champion who is both from and is resident in Waharoa. Judith Hattie has recently accepted our offer to contract her as the Waharoa Community Researcher within the project and is extremely equipped for the role.

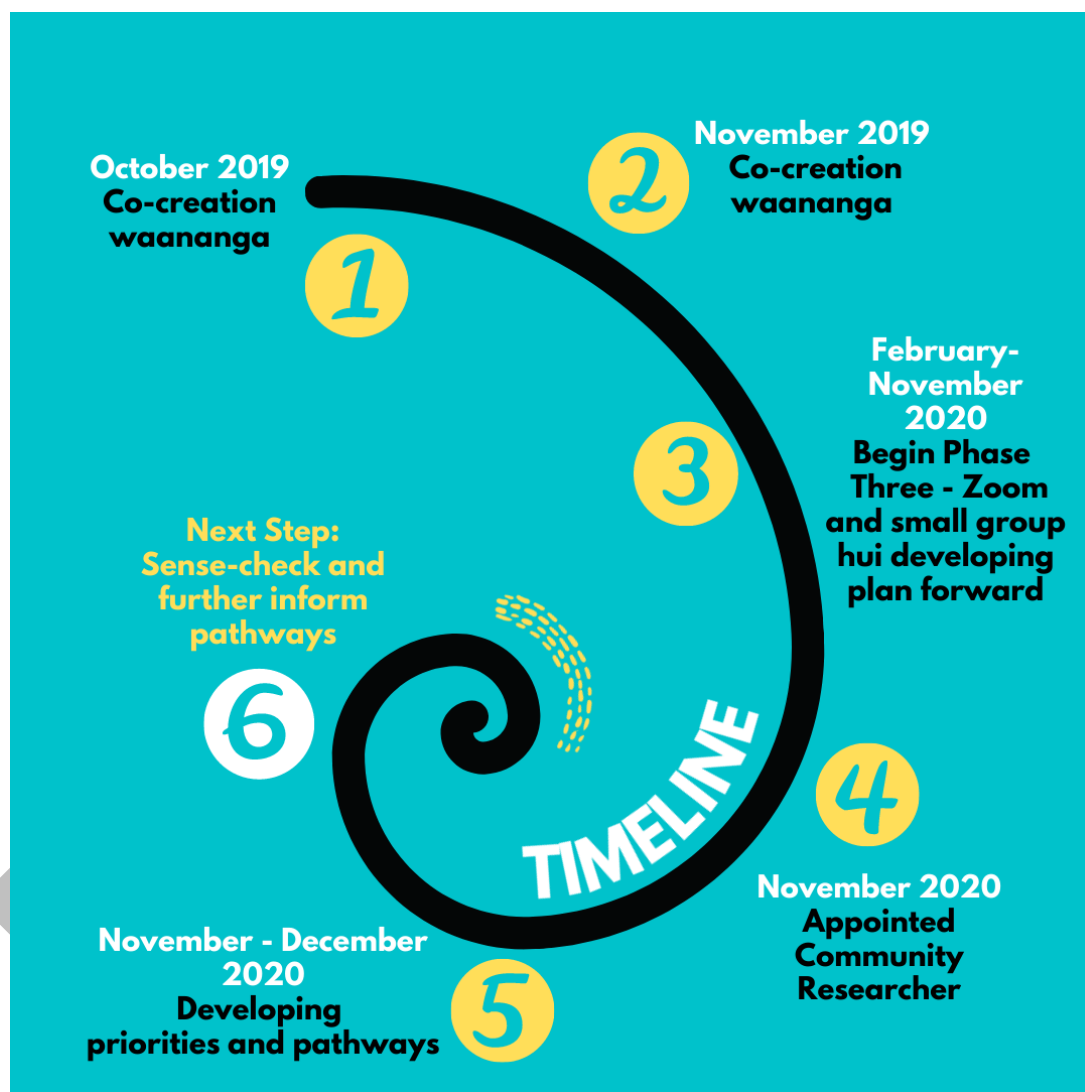
Judith is connected with the local marae, health and environmental organisations and is invested in the entire wellbeing of local whanau, mana whenua and the community at large.

Due to the delays with engaging groups due to COVID we have had to adapt the projects intention of creating a Kōmiti officially for the Waharoa case study. At this point we have 4 key champions representing different kaupapa/priorities within the area. Due to the infrastructure in the community already being relatively established (we came across a number of organisational structures many of which had the same individuals represented within them), we felt adding another layer or formal group structure may be counterproductive at this time and create unnecessary burden for those involved in the project. Instead we will operate similarly but work within the already established meeting processes of each group. We will reassess this later in the project if appropriate or if the community feels it necessary. We will maintain the importance of keeping community support and aspirations at the heart of the project by keeping the key individuals engaged and informed as we would if they were a formal Kōmiti, including in the area of ethics support for the project.

This Priorities and Pathways Report blends and develops further the initial work undertaken with mana whenua and works to guide mana whenua through the steps they can take to pursue their identified aspirations. There has already been great work undertaken by mana whenua in the area and addressing a number of kaupapa and pathways identified below. We wish to acknowledge the work of many of these individuals and groups for the work they have done for their whanau and their whenua. Some of the pathways identified below have already been pursued in various instances, however these can be revisited as new issues arise within each kaupapa (ie new environmental concerns, may necessitate the same actions as previously taken).

## 1.4 Where we are now

The below graphic indicates from a mana whenua perspective, where we are at with the project. We are at the point of seeking to engage with mana whenua again in early 2021, alongside the community researcher, to confirm priorities and pathways forward within and outside the project. These indicative pathways will be developed further in discussion with whanau and based on their identified capacity at the time. The priorities and pathways are detailed below in sections 2 and 3.



## 2.0 Establishing Priorities

### 2.1 The role of Te Pae Mahutonga Wellbeing and Community Capitals Framework

As with the earlier phase of the project we have adopted the same method of sorting and categorising priorities as identified by mana whenua in Waharoa. To sort and categorise the information gathered from the wānanga/workshops, we have applied the earlier Indicator Framework research, which is a literature-led conceptual framework being developed in Whenu 2. The framework is based on the:

- Community Capitals Framework (Flora et al, 2004), and
- Te Pae Mahutonga Wellbeing Framework (Durie, 1999)

The merging of information gained during wānanga into the Community Capitals Framework, and then transposing it into Te Pae Mahutonga Wellbeing Framework helps to categorise the information into a Māori-centred conceptual frame.

The literature review considered Mason Durie's Te Pae Mahutonga wellbeing framework (Durie, 1999), consisting of Mauriora (secure cultural identity), Waiora (environmental protection), Toiora (healthy lifestyles), Te Oranga (participation in society), Ngā Manukura (leadership) and Mana Whakahaere (autonomy). When transposing these two ideas against each other, they form a four-by-four matrix (see below). Kearns et al remove Ngā Manukura and Mana Whakahaere from the matrix, but view them as guidance to implement the framework. For example, Mana Whakahaere manifests as self-governance and the importance of development and solutions being appropriately tailored to community aspirations, rather than a one-size-fits all, or top-down approach. A similar approach was taken within this project. In this instance you will note that Toiora has been defined as 'Wellbeing' as opposed to Healthy Lifestyles as this better encapsulates the components prioritised by whanau, particularly the component of land development.

Utilising this framework has enabled the priorities to be clearly identified and then translated into areas of focus for developing pathways.

The table created within phase one is attached below and indicates the coming together of the Community Capitals Framework and Te Pae Mahutonga Wellbeing Framework. We have populated the table with some of the key relevant comments and issues that were raised at the wānanga to indicate how we have developed the priorities.



Categories	Political Environment	Physical Environment	Built Environment	Social/Cultural Environment
Mauriora (Secure Cultural Identity)	Relationship with Ngāti Hauā Iwi Trust  Accountability		Papakainga at the marae	Heritage sites  Need protection
Waiora (Environmental Protection)	Co-management group around marae collective	Contamination  Court Cases  Kaitiaki  Monitoring  Low water table	Factories polluting	
Toiora (Wellbeing)	Secure buffer land for future, hold home base		Papakainga at the marae  Land use and development	
Te Oranga (Participation in Society)	If we don't want it, how can we stop it?  Council voice- do we have one?  Voices at the table are not representing the people		Displacement  Lost two halls  'Co-everything' be part of the development  Zoning	

The only considerably different area of interest for those in Waharoa was based on land use and development. There are a large number of Māori land owners in Waharoa as opposed to Pōkeno, so discussions around this being a priority were significant. These discussions were rooted in wellbeing and contributing to creating sustainable livelihoods for mana whenua, therefore this was prioritised under Toiora, Wellbeing.

## 2.2 Priorities Identified

The key issues raised from the wānanga were easily transferred into the above framework with the only new issues that were more unique to Waharoa, being in relation to land use and development.

A priority scorecard has been created for each area of focus, Mauri Ora, Waiora, Toiora and Te Oranga. These are in draft form for further discussion and adding to at the next wānanga in Waharoa in early 2021.

### 2.2.1 Mauri Ora: Securing Cultural Identity in Waharoa

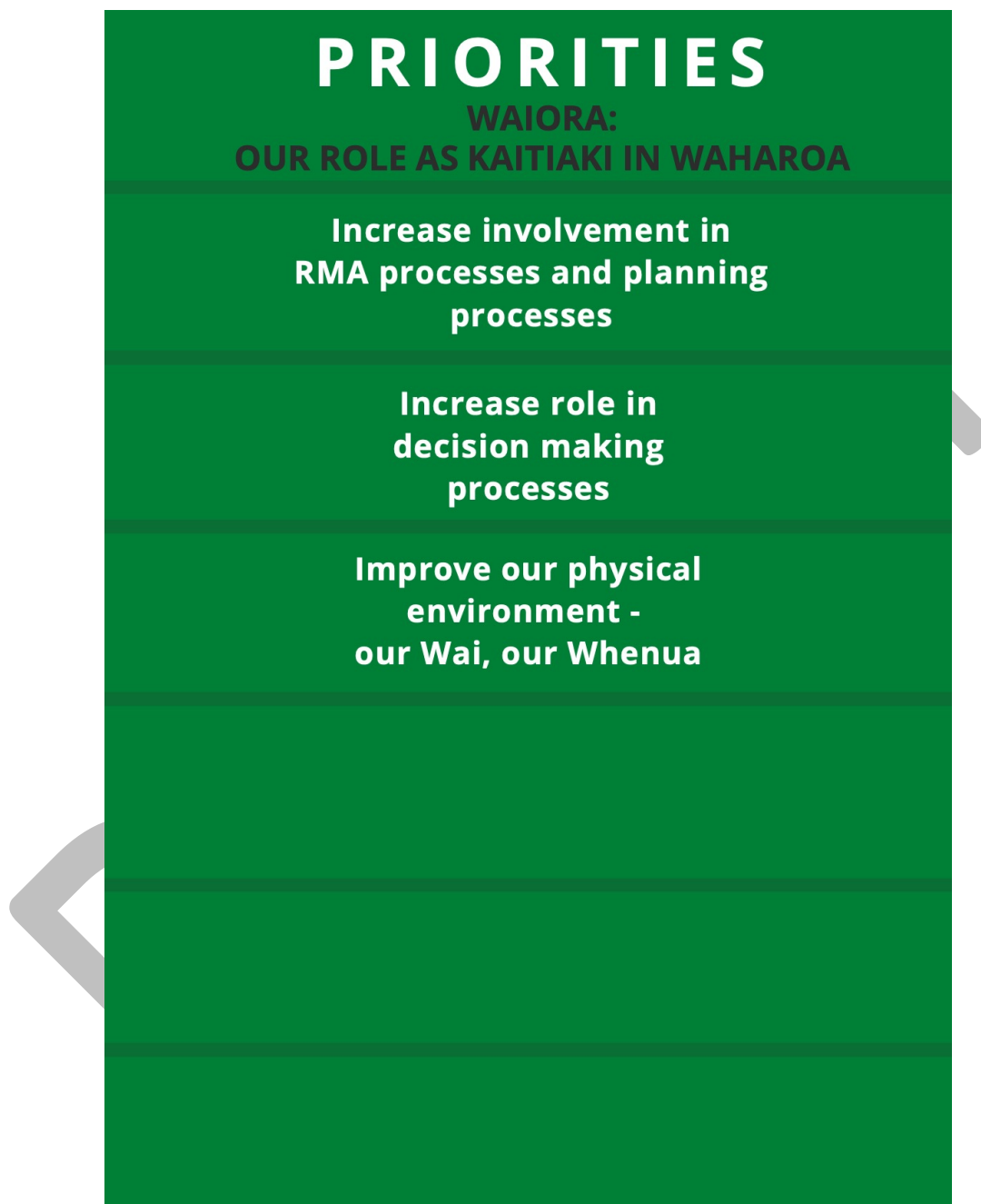
# **PRIORITIES**

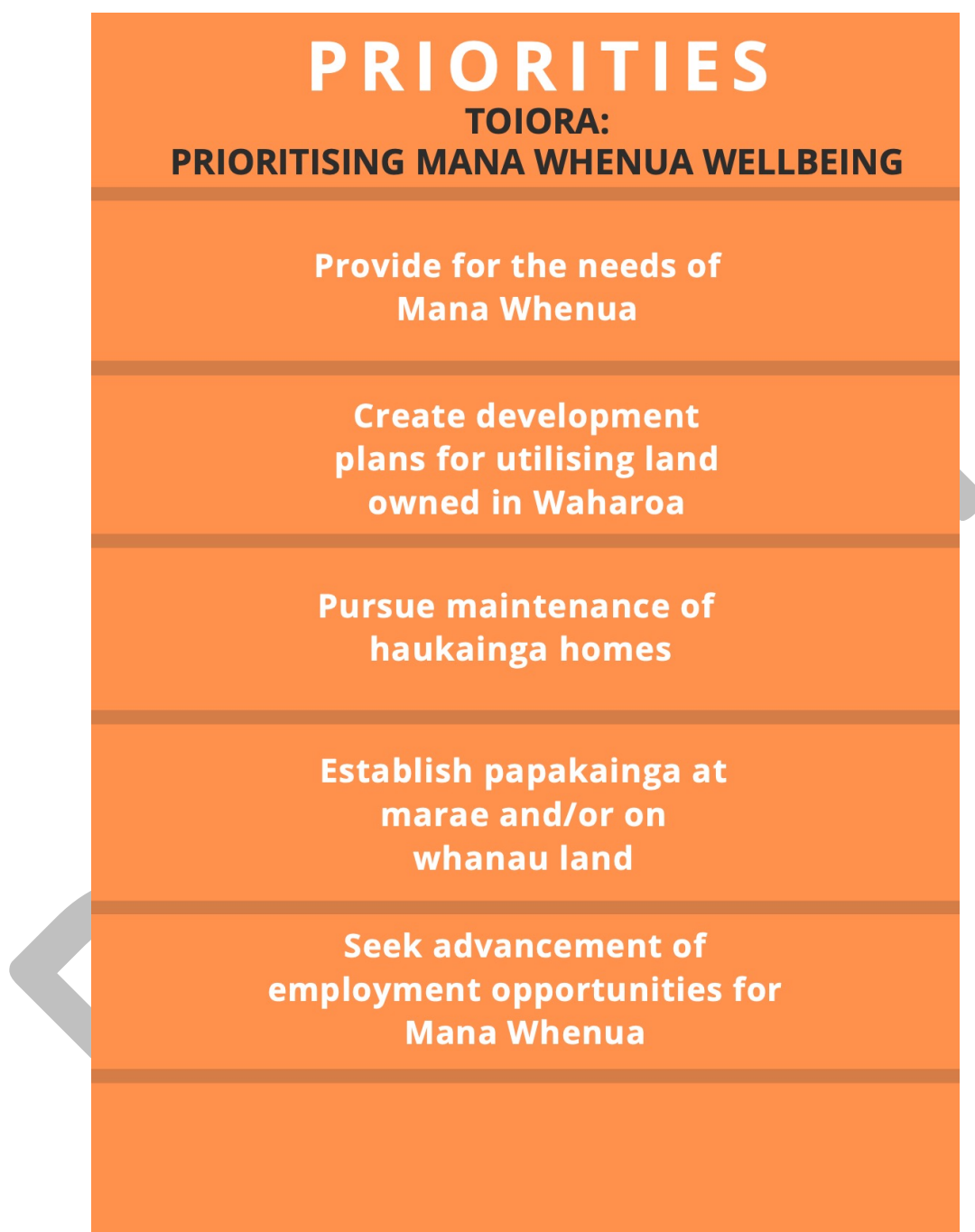
## **MAURI ORA: SECURING CULTURAL IDENTITY IN WAHAROA**

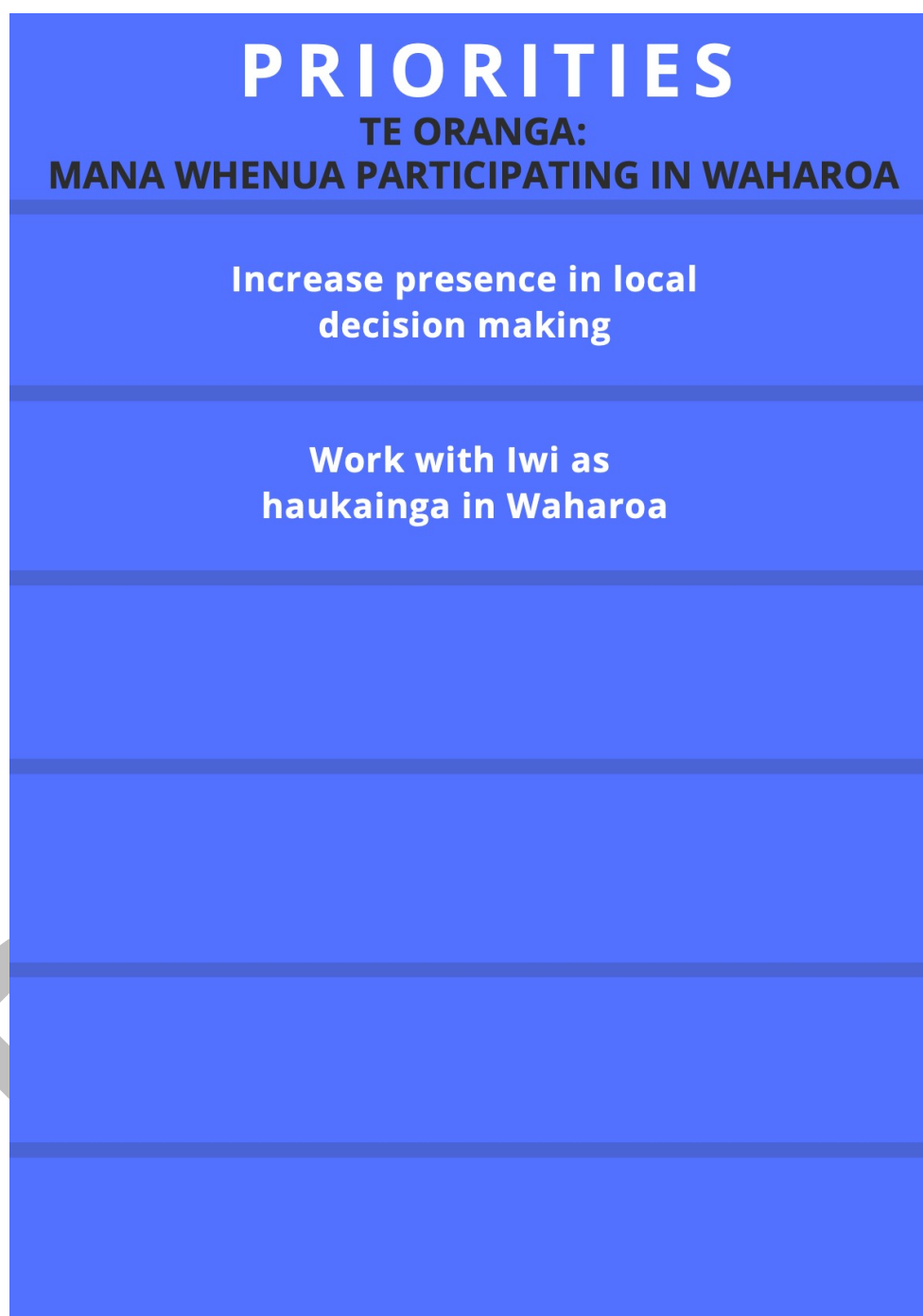
**Maintain strong  
relationship with Ngāti  
Hauā Iwi Trust**

**Establish papakainga at  
marae and/or on  
whanau land**

**Protect heritage sites**







## 3.0 Establishing Pathways

The following Pathways sections have been developed including connections to the existing infrastructure or supports that exist and that will either assist, provide support or be integral to achieving aspirations in the areas identified. There are a number of areas that cross over, each of the 4 Aspiration Scorecards, so these have not been elaborated on in each section, if already mentioned in the sections within the first scorecard. Some of the Pathways detailed on the scorecard are self explanatory so are not elaborated in the written sections below.

### 3.1 Mauri Ora: Securing cultural identity

<div> <div>A1</div> <div>MAURI ORA: SECURING CULTURAL IDENTITY IN WAHAROA</div> </div>					
PRIORITIES	PATHWAYS				
	GOVERNMENT PROVIDERS/ FUNDERS	MATAMATA PIAKO DISTRICT COUNCIL	NGĀTI HAUĀ IWI TRUST	MANA WHENUA	PRIVATE OPPORTUNITIES
Maintain strong relationship with Ngāti Hauā Iwi Trust					
Establish papakainga at marae and/or on whanau land	Housing team to connect with TPK	Identify sites that require protection and check if listed with MPDC	In each group, organisation, work to build relationship	Develop priorities and pathways	
Protect heritage sites	Inform TPK of aspirations	Ensure sites are being maintained, lodge request for service	Work to identify sites of significance with trust	Identify and connect with organisations for each pathway	
	Identify ways TPK can assist	Engage in Plan change 54 process around papakainga land use		Develop marae and papakainga development plan	
	Develop a plan to access funding	Follow MPDC process to apply for consent for development		Work with housing champion to pursue pathways via TPK and other funders	
	Maintain meaningful relationship			Pursue haukainga entity as representative body if relevant (see A4)	

#### 3.1.1 Te Puni Kōkiri

TPK provides opportunities and support through a number of avenues including:

- **Kāinga ora** - More whānau live in safe, secure and affordable homes as a basis for social and economic wellbeing.
- **Whānau leading community development** - Whānau are increasingly able to access whānau-centred services from the public sector.

- **Rangatahi leadership and development** - Rangatahi are better enabled to participate in leadership development opportunities and to participate in government.

These opportunities and supports can assist mana whenua in a number of their aspirations both around housing development and ensuring their homes are warm and healthy, and well maintained. They also support land development opportunities highlighted in Toiora A3 below, through building a productive, sustainable and inclusive economy with the following focus areas:

- **Ahuwhenua** - Whānau are enabled to actively connect with and use their land for social, cultural and economic wellbeing.
- **Enterprising whānau** - Whānau enabled to grow their capability and access opportunities to develop sustainable enterprises.

### 3.1.2 Other government agencies

There are a number of other obvious agencies that can support some of the aspirations of the community. At times accessing these services requires a consolidated approach and a champion within the community to connect the dots and to pursue these services they entitled to access if they are eligible. Having a champion assist with pursuing these relationships with providers, to connect whanau where needed, may help immensely.

### 3.1.3 Ngāti Hauā Iwi Trust

On 27 May 2013 Ngāti Hauā initialled a Deed of Settlement with the Crown to settle the Ngāti Hauā non-raupatu historical Treaty claims against the Crown. In order to meet the requirements for settlement prescribed by the Crown, a post-settlement governance entity was established to sign the Deed of Settlement and to receive and administer the settlement assets received as part of the Ngāti Hauā Treaty settlement. This entity is the Ngāti Hauā Iwi Trust.

#### **Post Settlement Governance Entity**

The Ngāti Hauā Iwi Trust has a number of priorities identified in their trust deed and on their website, the primary being to uphold the historical role of the Tumuaki of the Kīngitanga. Also:

- The promotion amongst Ngāti Hauā of the educational, spiritual, economic, social and cultural advancement or well-being of Ngāti Hauā;
- The maintenance and establishment of places of cultural or spiritual significance to Ngāti Hauā;
- The promotion amongst Ngāti Hauā of health and well-being generally, including of the aged or those suffering from mental or physical sickness or disability;
- Any other purpose that is considered by the Trustees from time to time to be beneficial to Ngāti Hauā.<sup>3</sup>

<sup>3</sup> <https://ngatihauaiwitrust.co.nz/about-us/ngati-haua-iwi-trust/>

Ultimately, the trust represents and intends to do all it can to support and enhance the wellbeing of its tribal members of which many haukainga in Waharoa are. They are a primary source of support for mana whenua and should provide support with building relationships with other service providers where they are unable to provide the support themselves.

### 3.1.4 Matamata Piako District Council

#### *Sites of significance*

*Still developing this section in conjunction with exploring the exact needs of mana whenua and their issues of concern.*

#### *Plan Change 54*

There is currently a proposed plan change before the MPDC that specifically addresses changes to the rules and provisions for papakainga and Māori land development. After some consultation and research around current barriers within the rules, the chosen path forward is a combination of district-wide provisions and a Special Maori Purpose Zone. The exact details of the provisions however have not been determined yet.

The proposed timeline for the remaining Plan Change is detailed below. It appears from the website that the below late 2020 consultation is yet to be completed, so it is currently the ideal time to engage in this process, or at least engage within the public consultation phase. We understand that mana whenua are actively engaged in this process already, and we encourage this to continue as it may impact their aspirations specifically regarding land development and papakainga.



The objective of the coming stages of the plan change process will be to establish the exact details of the provisions. A working group is proposed to be established to help draft the Plan Change provisions.

The working group will consist of:

- A representative from each Iwi Authority within the District;



- A Te Manawhenua Forum representative;
- A representative from Te Kooti Whenua Māori, Te Puni Kokiri, and Waikato Regional Council; and
- The Plan Change project team.

Another way to ensure inclusion or to stay informed with the resulting rules or to be part of the discussion would be to connect with the representatives within the working group.

### 3.1.5 Establish own entity

Mana whenua have not yet identified this as a priority, but have very clearly stated the need to be heard and protect their place. One way to do so is to establish an entity that is tasked with fulfilling these collective aspirations as identified. It will enable funding to be sought and received and also provide one united platform to pursue specific goals. This is not essential however, and during the project thus far we have noted a number of entities that could represent each priority or kaupapa that has been identified, and accordingly fulfill or pursue these and other additional pathways to pursue the related aspirations. This will be something to be discussed as the project continues.

### 3.1.6 Establish local business relationships

Establishing relationships with local businesses and organisations in the area has been identified as a key way to have aspirations pursued alongside the aspirations of others within the community. Mana whenua have already begun establishing these relationships, particularly with the known companies such as Balle Brothers and Open Country Cheese, and developing these further will enable a number of aims to be met. Building opportunities for employment, environmental outcomes, business partnerships and community outcomes, can all be attained through potential relationships with local businesses.

### 3.1.7 Work with a project facilitator

There are now a number of groups that help facilitate discussions around Māori land use and development. They work with whanau to come together in groups of owners to both agree on a way forward, develop values and options for whanau and to help pursue funding options for feasibility and other steps within their land development pathways. Connecting with a specialist in this area can help whanau navigate challenges and make progress with their development aspirations.

## 3.2 Waioira: Our role as kaitiaki in Waharoa

<div>  <b>WAIORA: OUR ROLE AS KAITIAKI IN WAHAROA</b> </div>					
PRIORITIES	PATHWAYS				
Increase involvement in RMA processes and planning processes	GOVERNMENT PROVIDERS/ FUNDERS	MATAMATA PIAKO DISTRICT COUNCIL	NGĀTI HAUĀ IWI TRUST	MANA WHENUA	PRIVATE OPPORTUNITIES
Increase role in decision making processes	Socialise key env projects with funders	Inform MPDC on aspirations and raise profile	Highlight issues with Ngāti Hauā Iwi Trust as Iwi authority	Representative to work with Trust on A2 Ngāti Hauā Pathway	Socialise key env projects with local businesses
Improve our physical environment - our Wai, our Whenua	Work with WINZ re opportunities for Mana Whenua and mahi providers	Representative to build relationship with MPDC planning	Become familiar with Ngāti Hauā Environmental Management Plan	Prioritise and develop key Env projects to focus on in the area	Discuss opportunities for private support for Env priorities
	Develop a specific project concept for Jobs for Nature (DOC)	Pursue A4 Pathway around representation	Work with Trust as haukainga representatives within Waharoa	Socialise projects with potential funders/local businesses/MPDC	
		Maintain meaningful relationship			

### 3.2.1 Ngāti Hauā Environmental Management Plan

The Ngāti Hauā Environmental Management Plan ('EMP') was prepared by the Ngāti Hauā Iwi Trust. The EMP is a comprehensive document with the overarching purpose to provide a map or pathway to fulfil the environmental aspirations of the iwi and to support their role as tangata whenua and kaitiaki as being valued and recognised.

The EMP as the Ngāti Hauā environmental planning document, has statutory recognition and planning status for the purpose of the Resource Management Act 1991 under section 35A. The EMP is 'a' measure, not 'the' measure, to exercise Mana Whakahaere and is a document intended to enhance participation in resource and environment management activities.

The EMP is intended for use within the rohe and should be acknowledged and utilised by, the Matamata Piako District Council and developers in Waharoa to use when either assessing or preparing resource consents (land use development, water use and discharge into water). Mana Whenua in Waharoa should consider using the EMP to support their participation in resource management and town planning processes, and decision-making and to help them address their environmental concerns.

### 3.2.2 Funding Opportunities

Mana whenua can pursue a number of funding opportunities where relevant and develop projects that enable them to enhance environmental outcomes in their community. There are options through the Department of Conservation's Jobs for Nature Fund, and well as working with local businesses and Work and Incomes' Mana and Mahi programmes, that could be leveraged to achieve both employment and environmental outcomes in line with mana whenua aspirations.

### 3.3 Toiora: Prioritising mana whenua wellbeing

<div>  <b>TOIORA: PRIORITISING MANA WHENUA WELLBEING</b> </div>					
PRIORITIES	PATHWAYS				
Provide for the needs of Mana Whenua	GOVERNMENT PROVIDERS/ FUNDERS	MATAMATA PIAKO DISTRICT COUNCIL	NGĀTI HAUĀ IWI TRUST	MANA WHENUA	PRIVATE OPPORTUNITIES
Create development plans for utilising land owned in Waharoa	Work with WINZ re opportunities for Mana Whenua and mahi providers	Maintain attendance at all MPDC Plan Change 54 workshops	Meet with Trust to connect with relevant services they can provide	Develop plan to identify needs	Maintain meaningful relationships
Pursue maintenance of haukainga homes	Connect with Hauora providers to support whanau	Maintain focus on mana whenua needs with MPDC	Identify needs that can be met via Trust services or relationships	Connect whanau needs with services	Open dialogues re employment opportunities
Establish papakainga at marae and/or on whanau land	Work with facilitator to develop plan towards feasibility	Maintain meaningful relationship with MPDC	Connect whanau with those services	Connect whanau needing employment readiness support	Connect whanau candidates with potential employers
Seek advancement of employment opportunities for Mana Whenua	Seek funding for feasibility options		Maintain relationship with key services		

### 3.4 Te Oranga: Mana whenua participating in Waharoa

<div> <div>A4</div> <div>TE ORANGA: MANA WHENUA PARTICIPATING IN WAHAROA</div> </div>					
PRIORITIES	PATHWAYS				
Increase presence in local decision making	GOVERNMENT PROVIDERS/ FUNDERS	MATAMATA PIAKO DISTRICT COUNCIL	NGĀTI HAUĀ IWI TRUST	MANA WHENUA	PRIVATE OPPORTUNITIES
Work with Iwi as haukainga in Waharoa	Maintain meaningful relationships	Take part in ongoing MPDC representation review (2022)	Discuss representation in Waharoa with Trust	Establish Mana Whenua/Haukainga a entity if relevant	Maintain meaningful relationships
	Connect with local service providers	Put forward and support candidates at every election	Advise Trust of aspirations resulting from the project	Register as charitable trust	
	Maintain visibility	Maintain informal presence at open MPDC Council meetings	Maintain meaningful relationship	Develop priorities and subcommittees	
				Seek people to represent each subcommittee/ kaupapa	
				Connect subcommittees within the community	

#### 3.4.1 Matamata Piako District Council

##### *Representation Review in 2022*

The Matamata Piako District Council reviews its representation policy statement every six years or sooner depending on appropriateness and at the discretion of Council. The aspiration for 'being heard within their community' can be addressed through this review of representation processes. The next review is anticipated for 2022. This provides an opportunity for mana whenua to voice their desire for greater representation or a change in how Council expresses this representation.