

Title: Application to the New Zealand Geographic Board for a Name Change for Poverty Bay

Section: Strategic Planning

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Meeting Date: 1 March 2018

Legal Financial Significance = Medium

Report to COUNCIL for decision

SUMMARY

The purpose of this report is for Council to endorse an application to the New Zealand Geographic Board (NZGB) to change the name of Poverty Bay.

Recent consultation received 1800 responses. It is evident people feel especially passionate about our place names and their role in our collective sense of identity.

Based on the consultation outcomes, the following options according to NZGB's legislative function are for Council to make an application to NZGB that asks for:

1. Status quo – Poverty Bay only, make the name official.
2. Alter an existing recorded name - from Poverty Bay to a dual name Turanganui a Kiwa/Poverty Bay.
3. Alter an existing recorded name – replace Poverty Bay with the original Maori name Turanganui a Kiwa.
4. Alter an existing recorded name - alternative name (means either or any of the names are official, in use. Each word is usually separated by 'or'): official recognition of either Turanganui a Kiwa OR Poverty Bay.

Staff are suggesting Council consider two recommendations:

Option 2: alter an existing recorded name - from Poverty Bay to a dual name Turanganui a Kiwa/Poverty Bay as this was the scope of Council's previous decision. Though it should be noted that there were significant submission points wanting Turanganui a Kiwa only and/or an end to the use of Poverty Bay altogether and alternative option for Council to consider is: **Option 3: Replace Poverty Bay with Turanganui a Kiwa.**

NZGB application – Alter an existing recorded name: from Poverty Bay to Turanganui a Kiwa. It is considered prudent to offer an alternative recommendation for consideration given the material consultation feedback suggested Council consider removing Poverty Bay from the name.

NZGB considers the application before undertaking its own statutory consultation process. If the Board doesn't uphold the objections, the application is then considered by the Minister of Land Information.

The decisions or matters in this report are considered to be of **Medium** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS

That the Council:

1. **Notes the contents of this report**
2. **Endorses the application to the New Zealand Geographic Board to:**
 - a. **Option 2: alter an existing recorded name - from Poverty Bay to a dual name Turanganui a Kiwa/Poverty Bay**

Authorised by:



Keita Kohere
Director Transformation & Relationships

Keywords: Name change, Dual name, Turanganui A Kiwa. Poverty Bay, NZGB,

BACKGROUND

1. Place names are important landmarks of the history, culture and identity of a place and its community. In addition they provide a reference point for a geographic area. Place names represent the marks of the people on the land.
2. The name Poverty Bay (for the bay area) was named by Cook in 1769. The name itself is a collected or regarded name, rather than an official name (it has not been officiated through gazettal).
3. For many years the community has debated the continued use and significance of Poverty Bay and its impact on perceptions of the region.

Recent Council decisions

4. On 23 February 2017 Council agreed to research and consult to change the name of Poverty Bay to a dual name that includes Poverty Bay. In addition Council would facilitate the story telling event about the original name of the Poverty Bay Area for all the people of Tairāwhiti.¹ At that time, Council considered the benefits of this approach as the opportunity:
 - to be proactive as the district advocate and place maker;
 - to leverage its capacity to undertake the appropriate research and consultation required by NZGB;
 - for a dual name to recognise our bicultural heritage; and
 - recognising that the NZGB will also run a statutory process.
5. Council had previously discussed the issue of a name change for Poverty Bay. On 25 July 2013, Kaiti School staff and children presented a petition to Mayor Foon seeking Council support to change the name to 'Turanganui a Kiwa'. Kaiti school pupils raised the issue, as they felt 'Poverty Bay' had negative connotations for them and their aspirations.
6. Turanga iwi agree the most appropriate name for the bay feature is 'Turanganui a Kiwa'. Turanganui a Kiwa is a name familiar to most in the district, and is in common use. It signifies the role of the tipuna Kiwa in arriving and settling here, and is a name synonymous with the three Turanga iwi who have mana whenua here – Ngai Tamanuhiri, Rongowhakaata and Te Aitanga a Mahaki.

NZ Geographic Board – an application for a name change

7. NZGB is responsible for official place names on behalf of the Crown. Anyone can make a proposal for a new name or to change an existing name. An application requires cultural and historical research and public consultation by the applicant, followed by validation from the Board. Regardless of the status of the name Poverty Bay, the process to apply a new name or to change the name, are the same.

¹ Report 17-101 *Name change for Poverty Bay*.

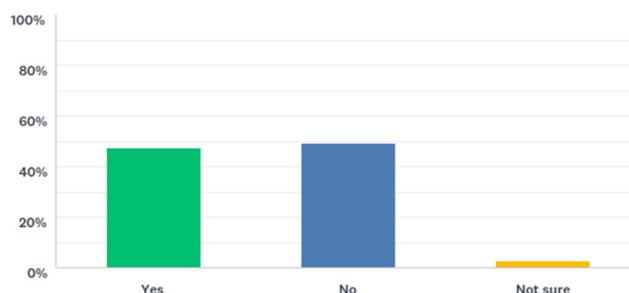
DISCUSSION and OPTIONS

Community feedback

8. Place names hold major social importance to communities. This is reflected in the significant response Council received to the proposal. Responses were often linked to people's sense of history and ultimately identity. The purpose of the consultation was to provide quantitative evidence of the community's feelings on the proposed name change.
9. The following responses and the themes which emerged are:

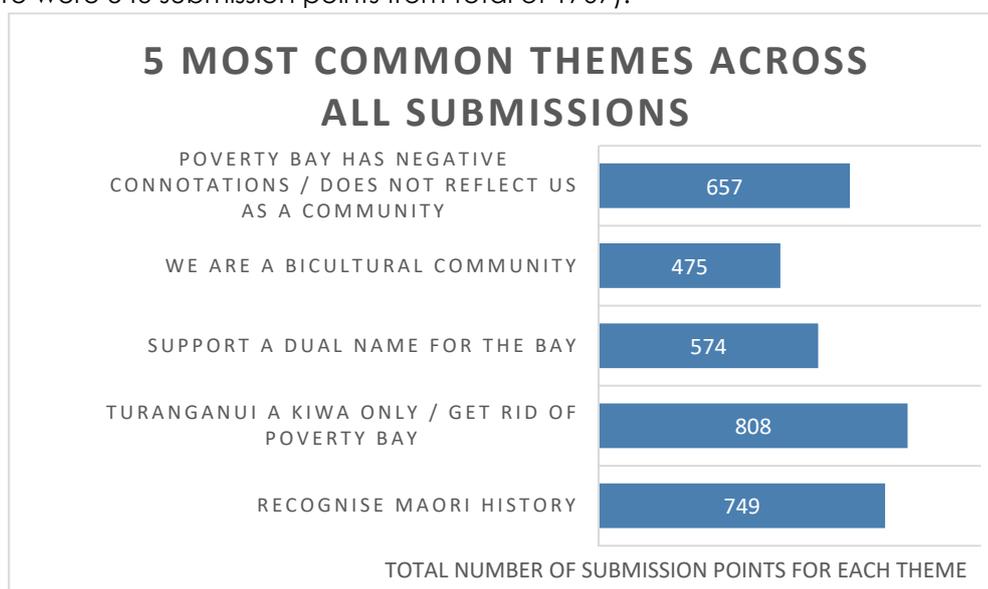
Total number of submissions

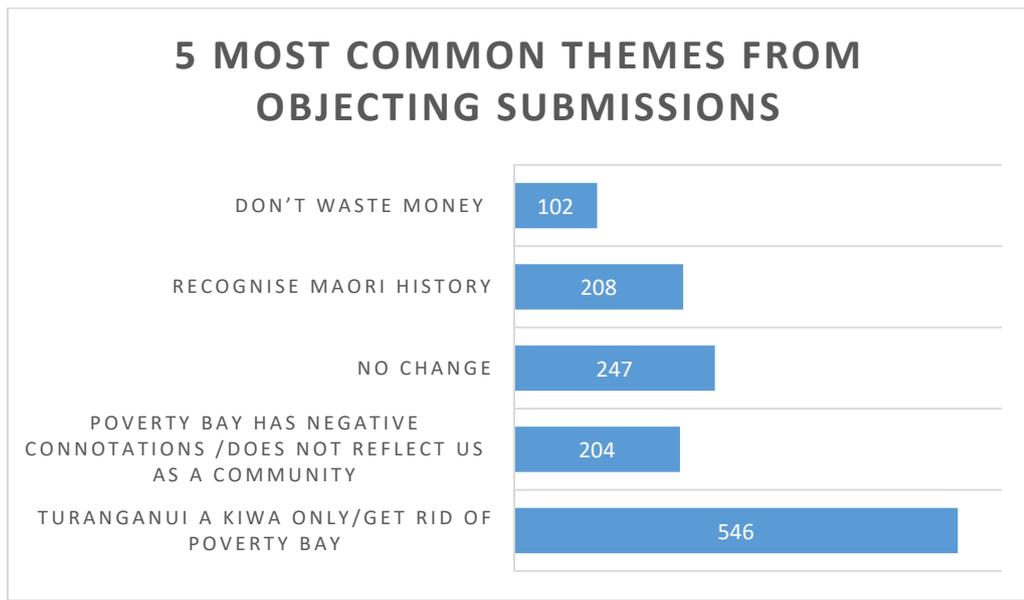
Q1 Do you support formalising the use of Turanganui a Kiwa alongside Poverty Bay?



Submission Type	Number	% of Total	Submission Responses	Submission Points
SUPPORT	882	47%	823	2996
OPPOSE	918	49%	859	1707
UNSURE	55	3%	52	120
Total	1,856	100%	1,734	4,823

10. Submission responses were organised into themes, with some submission responses including multiple submission points. In full there were 4823 submission points. The top five themes are identified below:
11. This rationale for why, is an important decision-making consideration. While the objecting responses outnumber the supporting, it is worth analysing the reasons for their choices. Many who answered 'no' to the question did so because they wanted Turanganui a Kiwa only and/or an end to the use of Poverty Bay in its entirety – which was the most prevalent theme (there were 546 submission points from total of 1707).





12. To summarise, some felt use of the original name of Turanganui a Kiwa is an opportunity to recognise the mana, exploits and identity of tangata whenua. Conversely, others recognised the role of Cook and felt that Pakeha history (in this case, Pakeha history) must be retained, as the alternative name would come at some cost. Some felt strongly that the perceptions of a place name on their lives was significant while others saw no need for change as the status quo suits them.

A framework for considering the name change

13. Council's role as a place maker and advocate for the district provides the context from which to consider place names in our collective sense of identity. The following provides a qualitative rationale and framework for considering the public feedback on the proposed name change. These are:
- a. Nationhood and reconciliation: In this district with its unique make up of Maori and Pakeha there are significant opportunities in building a shared sense of heritage and ultimately nationhood. In a post-Treaty settlement environment the recognition and contribution of Maori culture and settlement to this region is a key point of identity and inspiration.
 - b. Potential impact and costs on the community and Council:
The range of economic, social, cultural and practical impacts on the community (and Council) could include:
 - cultural impact – recognition of the role of Maori history in our region
 - economic impact – the opportunities in being known and branded as a bicultural region proud of its origins
 - social impact – the role of perceptions infusing a sense of place that promote peoples belonging and wellbeing
 - practical impact – official recognition by Government (including Council) as a token of cultural redress outside of the Treaty settlement process. The role of location-related decision making in unlocking value for the community.

- c. NZGB's decision making framework: The principles for a name change decision are a name that has a strong historical, geographical, or local significance or a name that commemorates a notable event, person or group of people, such as explorers, settlers, surveyors, geologists, or climbers, with a connection to the geographic feature.

NZGB has specific protocol for Maori place names including dual names, where usual practice is that the Maori name is first, to reflect the rights of first discovery. Additionally NZGB gives due consideration to the Cook names.²

Response to submissions – options analysis

14. Based on the communities' feedback, the following four options (including sample comments from the consultation), their benefits and drawbacks are considered based on the above framework.

OPTION 1: Status quo: Council could make Poverty Bay official. NZGB application - Approve a recorded name.	
<ul style="list-style-type: none"> 'The reason for the name has a story and like it or not it is part of the history'. 'Poverty Bay is the recognised name for all our sporting rep teams and changing it would confuse everybody'. 'Why change something that isn't broken?'. 'When half the population cannot even pronounce Gisborne correctly why confuse the issue by adding a Maori name few people will be able to pronounce or recognise?'. 	
BENEFITS	DRAWBACKS
<ul style="list-style-type: none"> Minimum cost and effort to Council. 	<ul style="list-style-type: none"> Recognises only one history, not bicultural. Minimal impact. Not within scope of previous Council decision to change the name.

OPTION 2: Dual name Turanganui a Kiwa/Poverty Bay. NZGB application - Alter an existing recorded name: from Poverty Bay to a dual name Turanganui a Kiwa/Poverty Bay.	
<ul style="list-style-type: none"> 'It represents both cultures. Recognises that this was a place occupied and valued before Cook came.' 'I think it is a good compromise - gives the original Maori name, but also recognises the European name, thus bringing a positive as the word "poverty" I believe is negative.' 'The addition of Turanganui-a-Kiwa will give our citizens a sense of pride in belonging to a community that is diverse and culturally sensitive.' 'The joint history is important. The story behind Turanganui a Kiwa is very cool and links us to the long term history of the people in this region. Poverty Bay although not such an appealing name reflects the history of the meeting of the two peoples. Use of both is important.' 	
BENEFITS	DRAWBACKS
<ul style="list-style-type: none"> Formal recognition of equity and significance of Maori and non-Maori place names. Dual names (Maori/English) can overcome some of the problems of wholesale replacement such as loss of identity, confusion, especially in emergencies. Protocols for dual names which include a Maori place name. Their usual practice is that the Maori name is first, to reflect the rights of first discovery. 	<ul style="list-style-type: none"> Perception of costs in implementing – signage costs largely external to Council and likely borne by Government. Perceptions of one being the translation of the other – education process to correct.

² New Zealand Geographic Board Act 2008.

OPTION 3: Replace Poverty Bay with Turanganui a Kiwa
NZGB application – Alter an existing recorded name – replace Poverty Bay with the original Maori name – Turanganui a Kiwa.

- 'To me Turanganui a Kiwa implies strength, connection, and belonging - more so than Poverty Bay'.
- 'Poverty Bay is a terrible, negative label to have for such wonderful part of NZ. It should be just Turanganui a Kiwa or Turanganui a Kiwa/Tairawhiti...'
- 'I would prefer Turanganui a Kiwa by itself. Love the meaning of the name compared to Poverty Bay (just doesn't sound inviting).'
- 'Poverty Bay doesn't express who we are - so rich in every aspect of life'.

BENEFITS	DRAWBACKS
<ul style="list-style-type: none"> • High/bold perceptive impact - distinguishes and promotes Turanganui a Kiwa as significant on its own. • Promotes normalisation of te reo Maori. • Aligns with regional value proposition committed to in the Tairawhiti Regional Economic Action Plan (2017)³ • Strongest turnout by theme for this option, despite not being in the original scope of the consultation (808 specifically). 	<ul style="list-style-type: none"> • NZGB has in the past maintained the names named by Cook (but has no official policy). • Was not in the original scope of the consultation • Potential minor costs in terms of socialisation (eg. Pronunciation) for the community.

OPTION 4: Option to use either name
NZGB application – Alter an existing recorded name - alternative name (means either or any of the names are official, in use – each word is usually separated by 'or') - official recognition of either Turanganui a Kiwa OR Poverty Bay.

BENEFITS	DRAWBACKS
<ul style="list-style-type: none"> • Provides for the community's freedom of expression. Choice of either name can be used by businesses, organisation, school or sports team. 	<ul style="list-style-type: none"> • Limited feedback for either or option as wasn't in survey question. • Limited cultural re-dress as dominant language may prevail. • NZGB does not assign these names lightly as goes against principle of univocity, difficult to administer.

Recommendations

15. It is recommended that Council submits an application to NZGB to change the name of Poverty Bay, in particular:
 - Option 2: Dual name Turanganui a Kiwa/Poverty Bay.**
NZGB application - Alter an existing recorded name: from Poverty Bay to a dual name Turanganui a Kiwa/Poverty Bay.
16. It is considered prudent to offer an alternative recommendation for consideration given the material consultation feedback suggested Council consider removing Poverty Bay from the name.

³ A strategic marketing and branding exercise that aims to improve the perception of Tairāwhiti as a great place to live, work and visit and to overcome the current perception of isolation and poor services ...Any brand needs to be authentic and meaningful. (Tairawhiti Economic Action Plan, p. 15)

Option 3: Replace Poverty Bay with Turanganui a Kiwa.

NZGB application – Alter an existing recorded name: from Poverty Bay to Turanganui a Kiwa.

ASSESSMENT OF SIGNIFICANCE

Criteria	This Report	The Process Overall
The effects on all or a large part of the Gisborne district	Low	Medium
The effects on individuals or specific communities	Low	Medium
The level or history of public interest in the matter or issue	Medium	High
Inconsistency with Council's current strategy and policy	Low	Low
Impacts on Council's delivery of its Financial Strategy and Long Term Plan.	Low	Low

17. The decisions or matters in this report are considered to be of **medium** significance in accordance with Council's Significance and Engagement Policy.
18. This report is part of a process to arrive at a decision that will/may be of **medium** level in accordance with the Council's Significance and Engagement Policy.
19. It is important to acknowledge that there will be a further statutory consultation process to be carried out by NZGB, upon receipt of an application.

COMMUNITY ENGAGEMENT

20. Council staff spent 2017 pre-engaging with key partners and stakeholders including meeting with iwi representatives and agencies, heritage and youth advocates and Kaiti School. Also this time was spent commissioning and developing historical and cultural research.
21. The consultation strategy was to have a historical framework that would assist the community in making an informed choice. Public consultation was undertaken from 26 January – 9 February 2018, chosen to coincide with Waitangi Day and its focus on nation building based on bicultural heritage. This two week period was designed to stimulate debate in the community, and acknowledges the statutory process that NZGB would facilitate following an application being lodged at a later date.
22. The historical framework included a booklet (based on historical research) and online oral history interview (cultural research). Both were available online, with the booklet printed and distributed to key sites across the region during consultation fulfilling the storytelling event for the entire district. The resources were:
 - a booklet *He whakamana i nga ingoa wahi tuturu: Considering the name of our place* (attached as Appendix 3).

Up to 300 booklets were provided to the community. It included an overview of the name change background and process, a historical overview of each name as well as historical account regarding a name change for Poverty Bay and a bibliography;

- Oral history interview with Turanga iwi representatives (John Ruru, Wirangi Charlie Pera, Derek Lardelli and Stan Pardoe) discussing the significance of Turanganui a Kiwa as a place name.

It included discussions on perspectives on Turanganui a Kiwa – He korero mo Turanganui a Kiwa, the impact of colonial history on iwi, the importance of traditional places names, Ko wai a Kiwa? (Who was Kiwa?), We are Turanganui a Kiwa, A positive future. A 5 minute edited version was made available online (received 500+ views and is likely to become an enduring resource.).⁴

23. In addition there was a Council presentation and presence at Ka Pai Kaiti's Waitangi Day Celebrations held Tuesday 6 February at ANZAC Park, Gisborne. 800+ people were in attendance.

24. The consultation strategy included:

- Public notices and media releases
- Online and hardcopy surveys, with web links, social media links and the survey being embedded to our webpage.
- Correspondence with Turanga iwi
- Web publications and social media posts
- Local publications and articles in both the Gisborne Herald and Pīpiwharauroa
- A district wide story telling event on Waitangi day
- Nationally broadcast interviews
- The development of a booklet and video discussing our place names (from academic and cultural perspectives), available on our website via email and hardcopy.

25. Designed to enable ease of participation and response, submissions (survey forms with reasons for/against) from individuals provided the quantitative basis for evidenced consultation. A total of 1,836 submissions⁵ were received. This is higher than any other recent survey completed by Council.

26. Letters of support were also received from:

- Eloise Wallace, Director, Tairāwhiti Museum:
Support the Council proposal to reclaim the use of Turanganui a Kiwa alongside Poverty Bay.
- Dame Jenny Shipley, Chair, National Co-ordinating Committee, Tuia – Encounters 250:
Support for Gisborne District Council's application to the New Zealand Geographic Board Ngā Pou Taunaha o Aotearoa to approve a dual name for the area - Tūrangānuī-a-Kiwa alongside the name of Poverty Bay.
- Matene Blandford, Chair, Ngai Tamanuhiri Tutu Poroporo Trust:
Support for Gisborne District Council's application to the New Zealand Geographic Board Ngā Pou Taunaha o Aotearoa to reclaim the use of Turanganui a Kiwa only.

4

<https://www.youtube.com/watch?v=U6ZghiKMtrA&fs=1&hl=en%5FUS&color1=0x3a3a3a&color2=0x999999&rel=0>

⁵ Copies of all survey responses are attached in the draft application.

Financial/Budget

For Council:

27. The total budget for this process has been tracked, approved and reported as a part of responsible management, and leveraging (where appropriate) in kind contributions and opportunities for cost saving. The costs largely includes the provision of historical and cultural research, and public consultation. To date, overall expenditure associated with this activity is below \$7000.00.
28. Future expenditure or cost will be considered and decided on a case by case basis as a part of responsible planning and management, following a decision from the NZGB. If accepted, Council would need to ensure that the “new” name would be on any official documentation it is responsible for such as management plans and documents particularly concerned with the bay area. In terms of official location-based information management, that is largely a Crown responsibility.

For the community:

29. There is the option for community organisations to change their name (if they are still using Poverty Bay) however the onus is on the Government and their role in maintaining the official record.

Legal

30. NZGB operates under the 2008 New Zealand Geographic Board Act (Nga Pou Taunaha o Aotearoa). Its chief function is to make provision for the naming of geographic features and Crown protected areas. If there is an official geographic name that name must be used in all official documents.
31. NZGB next meets on 12 April. Once they accept an application the Secretariat undertakes (up to) a three month long statutory notification period from May onwards. If objections are not upheld by the Board (Section 19) the Board must, under section 20 report to the Minister for Land Information. Under sections 20 the Minister may make any inquiry, then determine the final decision.
32. This could potentially be a long process. For instance, the change of Whanganui district (from Wanganui) took at least a year from receipt of the application to the decision.

POLICY and PLANNING IMPLICATIONS

33. A potential name change and its process could contribute to greater discussions and understanding by the wider public of the district's heritage. In addition a name change would promote the region nationally and internationally as a district proud of its bicultural heritage. Locally, there may be future opportunities to reclaim and restore other original Maori place names.
34. A name change for the bay is linked to the upcoming *Tuia - Encounters 250* (2019 Cook Sester-Centennial). This is seen as an important opportunity to foster an inclusive national identity through a heightened awareness and collective understanding of New Zealand's dual heritage, the connections to the land and to each other and the potential as a nation in the future. The commemoration aims to strengthen New Zealanders' positive identification with our bicultural foundations, the value of indigeneity and matauranga Maori and better understand New Zealand's complex history of migration and settlement.

Events and legacy projects being planned will have positive social, cultural, ecological and economic impacts and will include ecological restoration, cultural and education initiatives and regional tourism development.

35. The 2019 Cook Sester-Centennial (being lead locally by Te Ha Trust) and Council's Tairāwhiti Navigations Project both aim to transform, showcase and celebrate the unique culture and navigational heritage of this district.
36. Additionally other related Government initiatives to support this include NZGB working with Ministry of Culture & Heritage to identify and research the Cook place names and their original Maori names. There may be cases to restore those original Maori names.
37. Economic benefits: the Tairawhiti Regional Economic Action Plan 2017 recognised that there are strategic marketing and branding benefits when we leverage our regional value propositions - particularly for the tourism sector. It committed us to creating a strong regional brand that is authentic and meaningful. This included that we should be doing more to ensure Maori history and culture are a part of our Tairawhiti identity. It also indicated our commitment to growing Maori tourism in the region. By way of example Activate Tairāwhiti's regional marketing campaign *Tairāwhiti Gisborne, First light* markets the region as rich in history, culture, cuisine and adventure.
38. Tairāwhiti Navigations is a \$10m regional tourism investment programme that will showcase culture, heritage and the arrival of great navigators. It will weave together significant heritage sites, including the inner harbour, the Cook Landing site, Titirangi maunga and the Turanganui River. The process contributes to greater dialogue, understanding and promotion of the regions bicultural heritage, and helps strengthen relationships. Name change discussion for a contiguous geographic feature allows Council to leverage this opportunity.

RISKS

39. Public perception: The name change process raises complex and political undercurrents in the community. Poorly managed debate can leave some feeling disaffected. Mitigation is to facilitate the discussion in way that allows people to have their say and requires a significant education focus to ensure an informed and empowering debate.

NEXT STEPS

Date	Action/Milestone	Comments
2 March	Submit application to NZGB	
12 April	First 2018 meeting of NZGB	
May onwards	If accepted, NZGB public notification statutory process	Not less than 1 month
Future	Potential for further response required by Council in subsequent Crown-led processes	

APPENDICES

Appendix 1: Survey summary results

Appendix 2: Facebook feedback

Appendix 3: Application to New Zealand Geographic Board

Attachments One – Five to Appendix 3 can be viewed by clicking on the following link:

<http://www.gdc.govt.nz/meetings-calendar/details/924>