

Title: Name Change for Poverty Bay
Section: Strategic Planning
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Meeting Date: 23 February 2017

Legal Financial Significance = low

Report to COUNCIL for decision

SUMMARY

The purpose of this report is to decide what role Council will play in a potential name change for Poverty Bay.

Recently the Mayor has raised Poverty Bay's name and suggested he may invite iwi to submit names for Poverty Bay with the potential to include original Maori names. The names that have been discussed are Turanganui a Kiwa for Poverty Bay and/or Gisborne city. There has also been an additional discussion about Tairāwhiti for the Gisborne/East Coast district, given the recent tourism re-branding initiative of Activate Tairāwhiti with Air NZ.

The New Zealand Geographic Board Nga Pou Taunaha o Aotearoa (the NZGB) is responsible for official place names on behalf of the Crown. Anyone can apply to NZGB to change a place name, for example Poverty Bay. Only the local authority can apply to change the district's name i.e. the Gisborne district. The name change process involves detailed historical research and public consultation by the applicant, followed by validation by the NZGB.

Council's vision indicates its role as the district's advocate and as a place-maker for the region therefore it is within the scope of Council to consider a decision.

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

RECOMMENDATIONS

That the Council:

- 1. Notes the contents of this report.**
- 2. Approves Option 1: Council to research, consult and apply to the New Zealand Geographic Board to change the name of Poverty Bay to a dual name of Turanganui a Kiwa/Poverty Bay.**

Authorised by:

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Keywords: Place name change, Poverty Bay, dual name, Turanganui a Kiwa, Gisborne district/Tairāwhiti.

BACKGROUND

Council's previous decisions

1. Council has previously discussed the issue of a name change for Poverty Bay. At the 25 July 2013 Council meeting Kaiti School staff and children presented a petition to Mayor Foon seeking Council support for changing the name for Poverty Bay to Turanganui a Kiwa. Kaiti School children raised the issue as they felt they had limited aspirations for the term poverty or its connotations. Council received a report on 5 September 2013 *Report 13/334 Place Name change process*.
2. At the March 2014 Future Tairāwhiti meeting, Council was asked if the Mayor (through the 2015/16 Annual Plan consultation) would seek community interest/appetite in a dual name Turanganui a Kiwa/Poverty Bay (see *Report 14/078 Place Name Change – Canvassing Community views*). In response to the 2015/16 Annual Plan consultation, two formal submissions to a possible name change to Poverty Bay were received and the response was noted. (See Appendix 1: Annual Plan 2015/16 feedback on Potential name change.)

Current names

3. Place names help us find where we are and where we want to be. They are also important landmarks of the history, culture and identity of a place and its community.
4. Poverty Bay (for the coastal bay feature) is a recorded name, rather than an official name (ie. it has not been officiated through gazettal). Named by Captain Cook, following his visit in 1769 "because it afforded us [Cook and his crew] no one thing we wanted". There are some standards around its use as a feature for navigational safety, such as the use of English language for Bay on navigational maps.
5. In comparison, the official names of the district are "Gisborne district" and "Gisborne region." These names were gazetted in 1989 with the Local Government (Gisborne region) Reorganisation Order 1989. This Order also established the Gisborne District Council. Only the relevant local authority can make a proposal to the NZGB to change the name of its district or region.
6. The most common unofficial name for our district is Tairāwhiti, which means the coast of the shining sun or east. Tairāwhiti has been used for different areas during different times in history. For example it was once a Maori electoral district in the 1990s which included East Coast and parts of the Bay of Plenty. It has now come to be well used as it encompasses the entire region, both city and the East Coast and for many, it is synonymous with the tribal regions of Ngati Porou and the Turanga tribes. Many local organisations have changed their names to this to reflect the geographic region and the cultural make up of our district without any perceived drawbacks. Activate Tairāwhiti in its marketing/promotion partnership with Air NZ rebranded the region under the banner "Tairāwhiti: Gisborne – The first light."

Historical and cultural context

7. Maori place names are derived from an oral tradition, passed down through the generations. They identify, locate and signpost important historical and cultural events, values and influences.
8. Turanganui a Kiwa traditionally is the area surrounding the Turanganui River which is now Gisborne city. Turanganui a Kiwa means the great standing place/long waiting place of Kiwa. Derived from a significant early voyaging ancestor, Kiwa was the high priest on board the waka Horouta. Most of the tribes in the district descend from the Horouta crew (other waka included Takitimu and Te Ikaroa a Rauru).

9. Kiwa's name is also associated with many landmarks throughout the world including Pacific Islanders across the world, refer to the Pacific Ocean as Te Moana nui a Kiva (the great ocean of Kiwa). The events which brought Horouta to Aotearoa are still recalled today by tangata whenua when they sing 'Haramai a Paoa'.
10. In 1869 the Turanganui No 2 Block was sold to the Crown by Riparata Kahutia, Kateraina Kahutia and Paratene Turangi, becoming Gisborne City. By 1870 the name was changed from Turanga (the short form of Turanganui a Kiwa) to Gisborne. Some say because it sounded too much like Tauranga.¹
11. Recently Treaty settlements locally have resulted in name changes such as Wharekahika/Hicks Bay (a dual name). With Te Aitanga a Mahaki still in Treaty of Waitangi settlement negotiations there is potential for further name changes yet to happen in the district. A name change through a Treaty of Waitangi settlement is a different process from that of the NZGB, which is a public process. Place names are part of cultural redress, they are usually limited to areas of special significance to the claimants. However, the names of populated places (towns, cities) must generally go through the NZGB's full statutory process which includes public consultation.

NZ Geographic Board - the name change process

12. The New Zealand Geographic Board Nga Pou Taunaha o Aotearoa (the NZGB) is responsible for official place names on behalf of the Crown. To change a name, the process involves detailed historical research and public consultation by the applicant, followed by validation by the Board.
13. The NZGB consider the name Poverty Bay as a recorded name, rather than an official name (it has not been officiated through gazettal). Regardless of the status of the name, the processes to apply a new name or to change the name, are the same. The Board has a 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.
14. The NZGB encourages proposers to undertake consultation with interested groups or people, as appropriate consultation is a necessary part of the place naming process.
15. The Board requires the support of the relevant territorial authority before processing proposals for the names of populated places.
16. The onus for providing documentary evidence that supports a place name proposal lies with the proposer. The Board's responsibility is to examine the information and other facts and make its decision accordingly.
17. The whole process is a very public one, and provides an opportunity for the general public to object to or support any proposed place name that the Board decides to proceed with. The general process of a successful proposal to change the name of a geographic feature or place is:
 - a. The applicant making the proposal undertakes research and consultation and completes the proposal form.
 - b. The proposal is received by the NZGB Secretariat.
 - c. Research, investigation and validation (potentially including public consultation) is carried out by the Secretariat.

¹ The Turanganui River, a brief history, October 2006, Michael Spedding.

- d. The NZGB considers the proposal and weighs it against the 'naming rules'.
 - e. If supported, the NZGB publicly notifies the proposed name and calls for submissions. Members of the public may make submissions to object to or support the proposal.
 - f. Submissions are collated.
 - g. The NZGB makes a decision to uphold or reject any objections.
 - h. If the objections are not upheld, then the Minister for Land Information makes final determination.
 - i. If the objections are upheld, or if there are no objections, then the NZGB makes the final determination.
 - j. The official name is published in the NZ Gazette and is publicly notified.
18. This is potentially a long process. The change of Whanganui district (from Wanganui) took at least a year from receipt of the application to the decision. The NZGB meets two or three times a year to consider name proposals and proposals should be received eight weeks prior.

DISCUSSION and OPTIONS

What has Council done before?

19. In 2014/15 when Council previously discussed this issue it opted to consult and commence research on the dual name of Turanganui a Kiwa/Poverty Bay. Council has not yet decided to make an application for a name change to the NZGB.

What can Council do now?

20. Given this and the recent discussions the Mayor has been having with the community on a potential name change, Council has another opportunity to decide its position on the future of the role and status of the name Poverty Bay.
21. It is presumed the dual name of Turanganui a Kiwa/Poverty Bay is likely to be a strong option as it is inclusive, bicultural and reflects the area's history. In addition it has minimal trade-offs in terms of administrative hassles for individuals such no need for postal address changes and branding. The retention of Poverty Bay would satisfy navigational safety and emergency response requirements.
22. Based on recent Council involvement, historical context and the statutory name change process the following options for Council's decision are:

	OPTIONS	BENEFITS	DRAWBACKS
1.	<u>Council researches, consults and applies to NZGB to change Poverty Bay to a dual name - Turanganui a Kiwa/Poverty Bay.</u>	<ul style="list-style-type: none"> - Council proactive as district advocate and place maker - Council has the capacity to research and consult via 2017 annual meetings "Community cuppas" and other forums - Dual name recognizes bicultural heritage - NZGB will also run a statutory process 	<ul style="list-style-type: none"> - Potentially lengthy process

	OPTIONS	BENEFITS	DRAWBACKS
2.	<u>Council supports someone else applying to NZGB:</u> Council supports the process through endorsement of an application.	- Low cost to Council	- Subject to capacity of applicants consultation and research ability
3.	<u>Council supports iwi:</u> Support iwi yet to settle with endorsement for potential name changes.	- Support for district's Treaty of Waitangi settlement processes	- Subject to negotiated and less public process
4.	<u>Council does nothing</u>	- No cost to Council	- Status quo is not reflective of dual heritage

23. This report recommends Option 1: Council researches, consults and applies to NZGB to change name of Poverty Bay to Turanganui a Kiwa/Poverty Bay. Council is proactive in its role as district advocate and place-maker by applying for a name change.
24. Recognising and re-instating original and already-used Maori place names could result in cultural and social outcomes and contribute to meaningful partnerships with Maori as tangata whenua. Moreover the district has the opportunity to be bold and initiate a return to original Maori names which promote our distinctive regional history and identity.

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

25. The decisions or matters in this report are considered to be of **low** significance in accordance with Council's Significance and Engagement Policy.
26. 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.

COMMUNITY ENGAGEMENT

27. The Mayor has been engaging the public on the topic of a name change. Staff haven't engaged the community yet. If Council decides Option 1, a well-considered communication and engagement approach will be developed to facilitate informed debate. This approach will be reliant on the support of iwi leadership as well as informed historical frameworks. Council has some experience of this with the Navigations Project – Historical Interpretation.
28. A referendum is likely not the best approach given that the Act requires submissions to be accompanied by reasons for and against.

CONSIDERATIONS

- **Financial/Budget**

29. Any consultation costs could be included within current budgets.

- **Legal**

30. NZ Geographic Board Act 2008 provides the statutory basis for most name changes on behalf of the Crown.

POLICY and PLANNING IMPLICATIONS

31. A potential name change for Poverty Bay to a dual name would contribute to the Community Outcomes of the Long Term Plan. For example, Tairāwhiti Taonga (our environment, culture and economy) says "Our unique cultural heritage is a source of enduring pride – we celebrate our dual heritage and collaborate for a healthy future." It would also fall into the Strategic Priorities which articulate the focus areas for Council to be effective. For example, inclusive decision-making "Council involves and engages the community in decision-making processes...Council is considered a leader in innovative thinking in local government." It would also assist with Tairāwhiti Piritahi: Fostering Maori participation in Council decision-making by contributing to the objective that Council will enable the Treaty of Waitangi by supporting the spirit and implementation our districts iwi Treaty settlements.
32. 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. 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.

RISKS

33. Public perception: Lack of historical awareness locally, requires a significant education focus to ensure an informed and empowering debate.

OTHER CONSIDERATIONS

Recent high profile place-name change

34. In December 2014 the Whanganui District Council voted to ask the NZGB to undertake the process to change the name of the district from Wanganui to Whanganui following a request from Tupoho, a Whanganui iwi runanga. The name change from Wanganui to Whanganui corrected a spelling mistake - the 'h' is written but pronounced silent.
35. After considering the submissions, the NZGB made a recommendation to the Minister of Land Information who made the final decision. On 17 November 2015 Land Information Minister Louise Upston announced that the district's name would be corrected to Whanganui. The decision recognises that 'Wanganui' has no meaning in te reo Maori, and that 'Whanganui' has a number of traditions in Maori oral history. It also ensured the district name is consistent with the official names of the river and city (which was changed in 2012.)

NEXT STEPS

Date	Action/Milestone	Comments
March 2017	Staff complete initial research	Seek iwi outcomes to combine with
April 2017	Engagement through Council's annual Community Cuppas and other relevant forums	Comprehensive education and awareness strategy
Before 2019	Council submits application	Upon application may take 1 year as per Whanganui name change

APPENDICES

Appendix 1: 2014/15 Annual Plan: Strategies and Policies Hearings Report (14/184, May 2014).

Appendix 2: Geographic Name Proposals Checklist

Appendix 1: 2014/15 Annual Plan: Strategies and Policies Hearings Report (14/185, May 2014)

Submissions received on Poverty Bay name change.

33

I do not think we should change the name Poverty Bay as it is our history for this area.

Thank you for your submission not to change the name of Poverty Bay. Your view has been noted.

36

Awesome idea the change of name from Poverty Bay to Turanganui a Kiwa. Poverty Bay is a disgusting name and should be removed forever. How dare Captain Cook name our area Poverty Bay especially since it wasn't his land to name!!! Tourism Eastland - Would be nice to have some help to promote our areas in Uawa and further up the coast. Whether there be boat rides from Gisborne to Tolaga to Tokomaru Bay? Cultural and historical experiences? Capitalise on the 250th year since Cook's landing. Set up a strategy committee to promote Gisborne and Uawa, where Cook visited. Could be a school play at Reynolds Hall for example.

Thank you for your submission that we should change the name of Poverty Bay. Your view has been noted. Council has set aside funds in its long term budget for the sescentennial celebrations of Cook's Landing in Tairāwhiti. A committee has been established that has started looking at how to celebrate this milestone in our history in a way that provides lasting benefits for our community. There are strong links with the Tairāwhiti Navigations Project as well.