



Te Puni Kōkiri

**ACCESSING ECONOMIC OPPORTUNITIES
IN THE WHIRINAKI**

R E P O R T

FOR TE PUNI KOKIRI

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EXECUTIVE SUMMARY

Minginui village was planned, built and supported by the New Zealand Forest Service until the end of logging in the Whirinaki and the restructuring of the Forest Service. After various government agency considerations, the village was handed over to a trust of local iwi Ngati Whare in 1988, in a run-down state with major infrastructure problems, high unemployment, low assets and little opportunity for development.

Martin, Jenkins and Associates were contracted by Te Puni Kokiri to consider economic development initiatives for Minginui village which might flow from planned investment by the Department of Conservation (DoC) in the Whirinaki forest. What is immediately clear is that no economic development will occur without first dealing with long-standing failures and bringing the village infrastructure up to an acceptable standard.

The infrastructure problems are an artefact of the governance status of Minginui village. There has been a perception by local people that the local District Council does not have jurisdiction over the village. This is despite recent legal advice received from the Department of Internal Affairs which makes it clear that the Council does have responsibilities. However, it is not clear in turn how much, if at all, the Council have taken responsibility for the main infrastructure problems discussed in this report. The local people are proud of their perceived self-governing status but retained the village at the price of very little being spent to upgrade sub-standard infrastructure.

We recommend that the best way to deal with this issue is for the Crown to take responsibility for dealing with the urgent problems of sewerage, drinking water and contaminated sites in the village. This should not set a precedent as very few places have the history and the governance arrangements of Minginui. It is also in the interests of public health.

Once the basic infrastructure is brought up to an acceptable standard, there are no 'quick wins' in the economic development of Minginui. The expenditure by DoC in upgrading the Whirinaki Circuit Track should provide a handful of jobs, which Minginui residents might be able to take up. Any such employment should be supported.

Beyond this, there is the possibility, though not a guarantee, of increasing tourism. It is up to the community at Minginui to decide whether they want to encourage any tourism, although if they do not, it may well occur anyway without the village seeing its benefits. The relative

advantages of cultural knowledge and environmental awareness offer a possible niche for developments in Minginui.

Establishing a business is not the easiest route to finding employment. A lack of experience in business is a drawback and many businesses in any case fail. Regular employment, whether nearby or further afield, and including the work for DoC, will remain the best opportunity for many.

We do not recommend large-scale projects, but rather incremental change and gains will be needed. However, there is the possibility of growing business which fits with the values of the community, offers something special to visitors, and provides some employment and income to a community with a high proportion of youth who might otherwise not have much opportunity in the village.

The Ngati Whare iwi are also in Treaty of Waitangi claim settlement negotiations with the Crown. This is not the direct subject of this report, but any such settlement would ideally assist the economic situation of the iwi, as well as provide impetus to review and upskill governance arrangements for the iwi and village.

The main sources of government support available to the village will be Te Puni Kokiri, Work and Income and the Inland Revenue Department, particularly for supporting people into training and employment. We have recommended that Te Puni Kokiri's commitment be an ongoing one, which recognises the time it takes to fully engage with a community. A facilitator could be a useful support for the community's planning and development processes, to act as a conduit where necessary to government agencies.

New Zealand Trade and Enterprise (NZTE) is also a potential source of support for business development. Any public funding going into the development of economic opportunities would require governance, accountability and support to those taking part.

INTRODUCTION AND METHODOLOGY

Martin, Jenkins and Associates were contracted by Te Puni Kokiri the Ministry of Maori Development to prepare a report including:

- Assessment of the current skill set within the community, drawing on available data;
- Identification and evaluation of infrastructural and other issues affecting the ability of the Minginui community to access economic opportunities, particularly in relation to the Department of Conservation initiative referred to below;
- Identification of initiatives for enterprise and employment the community may wish to pursue resulting from the Department of Conservation investment into Whirinaki Forest Park; and
- Identification and evaluation of the potential need for further funding and training to enable self determined community development, particularly in relation to the Department of Conservation initiative referred to above.

In order to undertake this project, we undertook a range of information gathering and consultation. We purchased customised data from the Census 2001 on Minginui, identified in conjunction with Statistics New Zealand, and analysed its characteristics compared to the New Zealand population. Our interpretation of this Census data was augmented with local knowledge and updates, with the assistance of Andy Blick from the Village Council who was contracted by Te Puni Kokiri to work with us and helpfully provided local information and perspectives.

We consulted with a number of government departments. The Department of Conservation Bay of Plenty Conservancy and Te Puni Kokiri were the main contributors. We also met with representatives of the Ministry of Social Development (MSD) and New Zealand Trade and Enterprise in Tauranga to discuss the initiative based at Murupara, and their knowledge of Minginui. We also refer to publicly available information from Work and Income (MSD) and the Tertiary Education Commission.

Other consultation included discussions with the Ministry of Health in Wellington and the Hawkes Bay, and with Department of Labour staff regarding a former initiative in the Whirinaki. Housing New Zealand Corporation were also consulted on their work in the village. The Department of Conservation facilitated a meeting for us with a forestry contractor who was a potential contractor for the DoC work in the Whirinaki. We visited Minginui along with Michael Dreaver from Te Puni Kokiri and during a small hui with residents we discussed the report and heard the community's views on their priorities and their wishes for the future. We have also received comments on a draft from John Hutton, a historian and anthropologist who has worked with Ngati Whare.

BACKGROUND TO THE VILLAGE

Minginui was built by State Forestry in 1948 as a 'model village', to support native milling and exotic replanting programmes. The majority of inhabitants were from the local iwi, Ngati Whare, who had moved from their nearby settlement at Te Whaiti. However, in the 1950s and 1960s people moved to Minginui from all over New Zealand for work, including a number of Tuhoe from neighbouring Ruatahuna, and over time many inter-married with members of Ngati Whare. Today the majority of inhabitants of Minginui are of Maori descent and have affiliation to Ngati Whare, as well as other iwi.

Like Kaingaroa village, Minginui was fully administered by the New Zealand Forest Service, providing everything from housing and utilities to free firewood and entertainment. The status of the village was exceptional, with the Whakatane District Council taking no responsibility apart from access roads, and receiving very little rates (which were in any case paid by the Forest Service). Following conservationist action and debate, felling of trees in indigenous forests ceased in 1984, salvaging of windfalls ended in 1987, and Minginui sawmill closed in 1988. The New Zealand Forest Service was being restructured and there was no business case for it to retain ownership of the village. In addition a large number of redundancies occurred in a short space of time.

A number of government agencies considered the situation of Minginui at the time, as described in a detailed history¹. A stock take made by the Ministry of Works in 1987 identified a range of problems with the infrastructure of Minginui village. At that time, it was well below the standard required by the region's district council (Whakatane) for urban planning and public health. Sewerage (septic tanks), roading and water had been allowed to deteriorate, and contaminated sites remain. Half of the houses in the village were classified as sub-standard housing. The cost of fully rectifying the infrastructure problems was estimated by the Ministry of Works as between \$787,085 (minimum) and \$1,187,343 (complete upgrade) in 1987 money.

The State Services Commission and then the Treasury produced statements on the future of the village, following the Works report but significantly reducing the estimated investment in fixing the infrastructure. The financial commitment of the Crown was scaled back so that the final amount spent by the Crown was \$167,000, although later an additional \$100,000 was needed to meet legal and surveying costs. Some twenty years later, apart from the road being

¹ Hutton, J.; Neumann, K. 2001: *Ngati Whare and the Crown, 1880-1999*. Crown Forestry Rental Trust, Wellington (unpublished report)

sealed while the village was temporarily administered by DoC, little or no remedial work on infrastructure has been carried out and the situation is now dire.

After some consideration by government agencies, it was decided to transfer ownership of the village in one title to Ngati Whare in 1988. Minginui is now held by the Ngati Whare Trust and administered by an elected Village Council. There are very limited assets and the residents of the village have very low incomes. We understand that both Ngati Whare iwi and the village residents believe that the village was returned to Ngati Whare in a substandard condition, unfit for the purpose of village life, and that this should be rectified by the Crown.

Minginui sits on what is effectively 'iwi' land. The land title is vested in Wharepakau, the apical ancestor of Ngati Whare under a trust, the Ngati Whare Trust. The beneficiaries are all descendants of Wharepakau, which is as broad a definition of Ngati Whare iwi as is possible. Minginui is therefore an 'iwi-owned village', despite the multiple-iwi affiliation of its residents and the fact that a small proportion of residents are Pakeha (or Cook-Island Maori, Canadian, etc). This distinguishes (or complicates) the situation of Minginui from any other poor community in its relationship with the Crown and local body authorities. There is therefore a third party in the mix that has an ongoing legal and commercial interest in the village – the iwi of Ngati Whare.

The associated title situation within Minginui is also complex. The Ngati Whare Trust leases the land at a peppercorn rental to Minginui Village Council Ltd, which is in turn responsible for the day-to-day running of the village. The Ngati Whare Trust holds the voting shares in the Village Council, which effectively gives the Trust a power of veto over the appointment of directors to the Village Council and any management decisions within the village.

Importantly, the current trustees of the Ngati Whare Trust are also the trustees of Te Runanga o Ngati Whare Iwi Trust (although there is some lag between Runanga elections and the Maori Land Court's updating of the Ngati Whare Trust trustees so one or two trustees may differ at certain times). Te Runanga o Ngati Whare Iwi Trust (the Runanga) is the recognised representative iwi organisation for Ngati Whare and is mandated to represent the iwi in its Treaty claims before the Waitangi Tribunal, in related settlement negotiations with the Office of Treaty Settlements, in fisheries allocation and in other matters involving the interface of the iwi of Ngati Whare with the Crown, local authorities, neighbouring iwi and other organisations. Therefore, while there is a structural and legal separation between the 'iwi' (through the Runanga) and the 'village owner' (the Ngati Whare Trust), this separation is not the reality in practice – for all practical purposes, the Runanga trustees are in control of the Ngati Whare Trust and own the village (this was not the case previously).

Overall, the legal structures of Minginui have a strong iwi governance component. This means that the interests, rights, economic potential and other matters that concern the iwi of Ngati Whare are also matters that concern Minginui. It has been asserted that the future economic potential of Minginui is therefore intrinsically interlinked with the future economic potential of Ngati Whare and vice versa.

There are three other principal areas of Maori land in the Whirinaki Valley. One is the Te Whaiti nui a Toi forest, administered by a trust on behalf of Ngati Whare owners. A second area of Maori land includes family and multiply-owned blocks of land which are not under jurisdiction of the Runanga (although the owners are Ngati Whare). The third area of land is the papakainga land centred on the two Ngati Whare marae of Murumurunga and Waikotikoti.

Ngati Whare iwi are in negotiation with the Crown regarding Treaty of Waitangi claims. This report does not address Ngati Whare's Treaty claims and it is not appropriate that any settlement be expected to rectify the public health and other needs discussed in this report. We can only speculate as to the results of the settlement negotiations. Likely outcomes might include the transfer of some Crown Forest Licence land, as well as possibly some kind of agreement with DoC.

The status of the village vis-à-vis the local territorial authorities has been the subject of some confusion. According to the Crown Forestry Rental Trust history, the Whakatane District Council was not at the time keen to take responsibility for the village without Crown commitments to remedy the infrastructure shortfalls. Rates would be likely to rise for the village, while the cost to the Council would likely remain larger than the rates from the village, leaving a net negative effect for the Council unless the Crown stepped in. Some residents of Minginui have understood their status to be 'self-governing' and not under the jurisdiction of the Council.

We are advised by the Department of Internal Affairs via Te Puni Kokiri that the village clearly is under the responsibility of the relevant territorial authorities, Whakatane District Council and Environment Bay of Plenty, at least as regulators. Minginui is considered to be part of the Murupara Community and to be represented by the councillor for Galatea / Murupara ward. It appears that the council has taken no role in sewerage, water or rubbish collection for the village to date (neither as regulator nor service provider). Services which have been available are local road maintenance, dog and stock control, library and swimming pool (at Murupara), Civil Defence, Safer Community Council, Environmental Health, Iwi Liaison, and a range of regulatory services such as dog registrations.

A number of government departments have concerns about Minginui but the status of the village has limited their impact. For example Housing New Zealand Corporation and the Ministry of Health have found that Minginui is not able to fully access their rural housing, and sewage schemes, partly due to their own current policy settings and partly due to the perception of the lack of a territorial authority which takes active responsibility for the historical problems of the village infrastructure.

We note that a number of different governance organisations exist around the village and the iwi. Should the government agree to subsidise new infrastructure, there will still need to be arrangements for ongoing maintenance. Beyond infrastructure, other governance issues are likely to be addressed in the context of any Treaty settlement.

PROFILE OF THE COMMUNITY

Minginui is a very low-income community, with high proportion of children and young people, a high proportion of single parent families, and low rates of employment and participation in the labour market. The number of households without a telephone or a car is very high, a particular concern for an isolated community with no public transport and no services in the village.

DEMOGRAPHICS

The 2001 Census puts the population of the Minginui community² at 217 people living in 75 households. Approximately 80 per cent of the Minginui population is Maori. The population is relatively young, with just under 40 per cent³ of the community aged 14 years and under, compared to 23 per cent of the total New Zealand population. Clearly future prospects for employment and economic development will be more, not less, important as time goes on and these children reach working age.

The relative lack of older people is anecdotally attributed to early mortality rather than any pattern of older people retiring away from Minginui.

EMPLOYMENT

Thirty-eight per cent of people aged 15 to 64 years were employed at the time of the Census. This is particularly low compared to the New Zealand employment rate of 69 per cent of those aged 15-64 years at the time.

	Minginui %	New Zealand %
Employed Full-time	19	53
Employed Part-time	19	15
Unemployed	12	6
Not in the Labour Force	48	22
Work and Labour Force Status Unidentifiable	7	3

A huge 48 per cent of those aged 15-64 in Minginui are classified as not participating in the labour force, compared to 22 per cent of the New Zealand population aged 15-64 years at the time. A further 12 per cent of those aged 15-64 were classified as unemployed, twice the national total (note that this classification is not the same as receipt of the Unemployment Benefit – people in receipt of UB may be classified as ‘not in the labour force’ as these are

² Minginui consists of the following Meshblocks; 1332100, 1332300, 1332400, 1332500 and 1332600. Source: Stats New Zealand. This is likely to capture nearby Te Whaiti, which is in the Ngati Whare rohe

defined separately for different purposes). This high proportion of non-participants is defined according to the official statistics as neither employed nor 'available and looking for work' and includes those looking after children at home, consistent with the high rate of receipt of the Domestic Purposes Benefit in the village. Seventy-two per cent of all the families with children in the community were described as single-parent families. This compares to 30 per cent of all families with children in New Zealand. The classification 'not in the labour force' also may reflect a high proportion of so-called 'discouraged' job-seekers, which can include those who have given up looking because they do not consider that jobs are available for them.

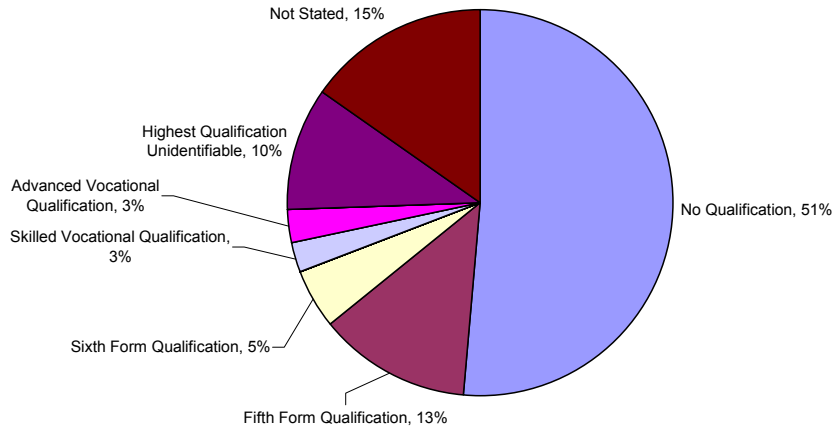
Anecdotal reports of the current situation in Minginui suggests that the employment situation is slightly better at the time of writing, as might be expected given the strength of the economy generally since the census in 2001. However there is no evidence that the differential between Minginui and the national average has reduced at all. It is also the case that people who are low-skilled are more vulnerable to becoming unemployed in a downturn in the economic cycle. According to local knowledge of the village, just three of the households in the village contain two employed people.

We have been informed that there is a high level of mobility between the village and other communities in the central North Island area, including Murupara, Rotorua and Ruatahuna. Young adults from Minginui tend to live around the wider region, following work and other social networks (often gang or whanau-related) through their late teens and twenties. It has been suggested that future economic success in the village would likely encourage a level of return-migration. However, for this to occur, the basic infrastructural needs of the village must be addressed, including housing. In a similar manner, there is a high level of internal mobility between the small settlement at Te Whaiti, Minginui and, to a lesser extent, Ngaputahi and, as such, economic development in Minginui would flow over into those communities as well.

³ All numbers and percentages quoted from the Census are approximate as Statistics New Zealand randomly rounds all figures to base 3, which affects the relatively small numbers we are working with.

QUALIFICATIONS

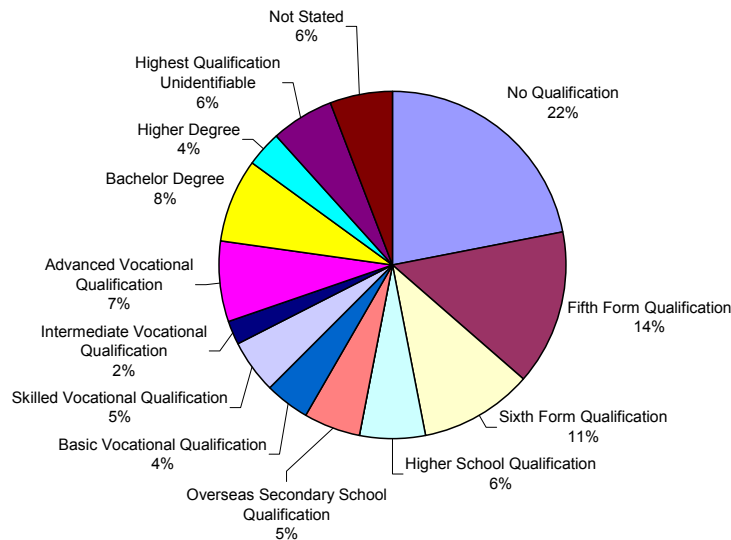
**Highest qualification received
Minginui population aged 15-64
Census 2001**



**Proportions are approximate as all Census numbers rounded randomly to Base 3.*

According to the Census, 51 per cent of people aged 15-64 in the Minginui settlement had no qualifications and a further 25 per cent did not state their highest qualification or it was unidentifiable. The Minginui community is therefore a very low-qualified one, compared to New Zealand as a whole, where 22 per cent of the same age group had no qualifications and a further 12 per cent did not state their highest qualification or it was unidentifiable.

**Highest qualification received,
Total New Zealand population aged 15-64
Census 2001**



SKILL AREAS

Based on local knowledge as at July 2005, the main skill areas of those in employment are teaching (kohanga, primary, secondary) and logging and forestry contracting. These latter skills would not necessarily be reflected in formal qualifications. The top producing gang in Kaingaroa is comprised of men from Minginui. The Department of Conservation currently employ seven people, all on performance-based or short fixed-term contracts.

Of the adults who are not in employment, people have qualifications or experience in: accountancy, teaching, restaurant cooking, wood-carving, carpentry, sewing, art, weaving, mechanics, driving heavy machinery, farm work/shearing and horticulture.

INCOME AND SERVICES

In 2001, 85 per cent of households reported a government benefit or superannuation as their source of income (including student allowance, not including ACC payments). In New Zealand as a whole, 34 per cent of households reported government benefits or superannuation as a source of income. Only about two per cent of Minginui residents aged 15-64 stated a personal income above \$30,000, compared to 31 per cent of all New Zealanders aged 15-64.

Across New Zealand only four per cent of households do not have access to a telephone. In Minginui, 57 percent of all households did not have access to a telephone. Forty-two percent of households did not have a car, compared to ten per cent of all New Zealand households.

WATER, SANITATION AND TOXIC HAZARDS

Situation

The most urgent public health and infrastructure problem in the village is sewerage. Deteriorating septic tanks and seepage problems were identified in 1984 and have deteriorated further since. The Forest Service had designed a sewerage system which was never put in place (the pipes were actually at the village but were never installed once the Forest Service was restructured).

According to local inhabitants, Public Health and HCNZ, the source of drinking water (artesian bore) is of good quality but there are problems with deterioration of the pipes and tanks which has led to some rust, bacteria and metals contamination. This system needs to be replaced and maintained. Problems with the safety of drinking water have public health implications but in the context of this report, they also affect both employment and tourism potential. No visitor will want to stay in a contaminated place. Workers may get sick more often, or their children may, requiring their parents to stay at home and look after them. (A high proportion of single-parent households make this more of an issue.)

Toxic hazards present in the village from its industrial past include asbestos and CCA (copper/chrome/arsenic) contaminated sites. CCA sawdust sites are a significant health risk, with anecdotal examples of children playing in them, and fish being smoked with the sawdust. These need to be cleaned up or removed.

The asbestos sites in former Forestry Service buildings are currently closed off to access by OSH. They were unused at the time but there had been planning and an initiative by the community and UNITEC to establish a Nursery and Whirinaki Enterprise Centre in the old forestry compound. This has been suspended indefinitely. This site will remain as a closed site forever unless the asbestos is removed. The community have neither the income nor accepts the obligation to take on the job of removing the asbestos, which requires skilled and certified workers to remove it. There is also reportedly asbestos in some homes in the village, again in a stable form at the moment.

Rubbish disposal is also an unresolved issue. The current situation is an open, unmanaged and unsupervised dumpsite next to the river and on Crown land.

Apart from the direct needs of the community, clean water and sanitation and the removal of toxic hazards are necessary if tourism accommodation is planned. If tourism numbers did grow significantly over time, any solutions would have to be maintained and if necessary, be sufficiently flexible to expand with increased demand.

Options

One possibility for assistance with the sewerage problem is the Ministry of Health administered Sanitary Works Subsidy Scheme (Sewerage). This scheme has been recently been amended (in July 2005) to increase the possible subsidy to 90 per cent for small rural communities with high levels of deprivation. Discussions with the Ministry of Health have suggested that, while Minginui would fit the criteria, any sewerage service provided under the SWS scheme would take some years to actually be built. In addition, the current criteria stipulate that a territorial authority must accept responsibility for maintenance of the system. The subsidy is also only able to be used for a reticulated sewerage system. Although some residents of the village have expressed a desire to retain septic tanks, we understand that these are not appropriate for the volcanic soil, and the residents' priority is an environmentally safe system.

In summary, the existence of the Sanitary Works Subsidy Scheme may not present a likely resolution to the problems in Minginui. The fact that it would apparently take some years before any solution was built is also unsatisfactory, as any solutions are already well-overdue.

A similar scheme has been announced to remedy drinking water problems. Local authorities and water suppliers are able to apply for this, which initially involves enrolment in a Technical Assistance Programme (TAP). The procedures for determining eligibility for capital assistance will be developed through a consultation process over the second half of 2005, with funds budgeted from the 2006/07 financial year.

On the issue of the decontamination of the former industrial contamination sites, the Government has agreed for funding to be made available from the Contaminated Sites Remediation Fund (CSRFF) to assist regional councils to encourage investigation and remediation of contaminated sites that pose a known or potential risk to human health and the environment within their regions. It should be noted that this Fund does not apply to areas where the Crown has accepted responsibility itself for the contamination. Legal advice on the status of Minginui may be required.

TRANSPORT

Situation

The village is reasonably isolated. It is 30 minutes drive to Murupara (currently the nearest fuel and shops) and one hour and ten minutes to Rotorua. The road is sealed. There is also a road through to Lake Waikaremoana which is unsealed.

Individuals' access to transportation would also be a barrier to employment for some.

According to the Census 2001, 41% of households in Minginui did not have access to a car, and no public transport is available. Given the lack of any shop or services in the village, the community obviously support each other's basic transport needs at the moment.

Demand for public transport for people of the village does not seem likely to be enough to provide a viable service in the current situation. In the past a van was purchased as a private business opportunity. We were not able to investigate this further but reportedly the venture was unsustainable as there were difficulties such as clashes between community and commercial use of the van, and vandalism. Any future venture would have to consider how to avoid these problems.

Options

- Removing transport as an issue by finding work close by. Employment based in the locality is the predominant type of employment currently, and would be the preference of many in the village.
- Providing transport in the form of cars or a bus for transport to work might be viable if a group of people are going to the same places at the same time. This would be most likely offered by an employer, owned by a business, or provided through Work and Income subsidy (if it was required to take up jobs which had been found).
- If tourism to the track grows, at some stage in the future there may be a sustainable transport business opportunity. It is possible that this might also offer an additional transport option to people in Minginui. Again, there have been attempts in the past to provide transport to and from the track. Currently there is a local (Te Whaiti) provider of such services (including car lockup) with a relatively small uptake of this.

COMMUNICATIONS

Access to communication matters not just for social needs but also for employment and economic opportunities. A telephone represents the ability to organise for work and be responsive to changes such as changes in plans due to weather. Telephone and internet connections for bookings for any ventures in accommodation or tourist services would have to be consistently available.

Situation

Only about half of households in Minginui had access to a telephone at the time of the Census 2001. Cellphone coverage is not available in the area. Currently Murupara has

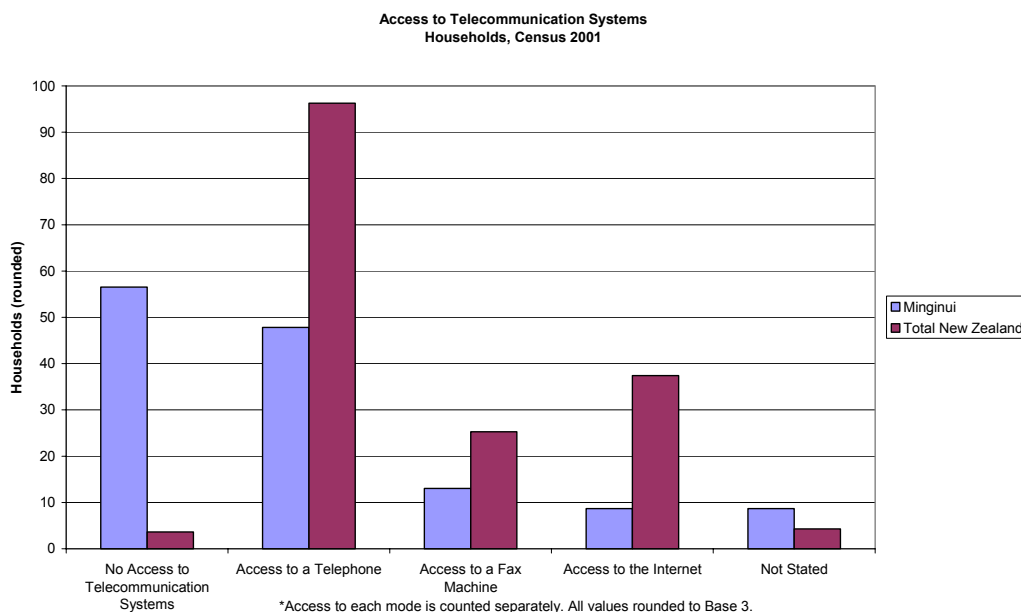
coverage but that is the extreme edge of current coverage and neither main telecom company has plans to extend that coverage, according to their public information⁴.

The local school has taken an initiative to gain access to the Internet⁵, having volunteered to be a pilot wideband rollout school. They worked with Waikato University who designed a special service for their location and this became operational in mid-2005. There is a possibility to extend coverage within the village. We have been informed that the standard telephone service is sometimes interrupted due to the poor quality of the lines from Murupara.

Options

The affordability of connecting to a telephone may be beyond the reach even of those going into work. Although we do not have a quote, the cost of connection is typically high in rural areas. This may be something which the Village Council or Trust may consider as a community issue in the future.

If a work gang was formed including those without telephones, there could be a contact person or people who are responsible for getting messages to and from others in the group to the employer as necessary.



⁴ Source: Telecom New Zealand and Vodafone New Zealand websites – current and planned coverage.

⁵ <http://www.kaitiakitanga.net/projects/6-8-1%20wideband%20-%20community%20online.htm>

SOCIAL ISSUES AND PERCEPTIONS

Situation

The people who have remained in Minginui since the Forest Service withdrawal are mostly tangata whenua and have a strong commitment to their community and pride in its 'self-governing' status. The local school has been seen as a success, turning its performance around in recent years with the support of the community. There are however significant challenges which exist both for the social well-being of the kainga and to its reputation as a possible tourist destination. The poor employment, income and education levels have been discussed earlier. In addition, substance abuse of both alcohol and drugs has been identified as a problem. There is a gang presence in the town which however reportedly does not represent a significant crime problem in the village itself.

The village has the benefit of an attractive, though isolated, position near the beginning of the track. However, the physical appearance of the houses currently is rundown.

Negative perceptions of the village are a potential barrier to its ability to benefit from economic opportunities. This is particularly the case for the tourism industry, as perceptions of safety, health and amenity are essential.

Options

The social well-being of the village to some extent will be determined by whether economic opportunities do develop. As discussed in the section on opportunities, tourism ventures do not need to be based in the village for local people to take advantage of them.

Progressing Te Puni Kokiri's Special Housing Action Zone (SHAZ) support for residents to paint houses should improve the appearance of the town for locals. This would also have the effect of improving the appeal of the village for visitors. This is up to the residents to undertake the work and to maintain it. On current planning this will progress slowly.

The physical state of the houses is variable. Housing New Zealand Corporation is currently supporting emergency repairs only. There is also a fund for housing insulation administered by the Energy Efficiency and Conservation Authority which might be a source of funds. It requires a co-funder (at a ration of \$2 to every EECA \$1), and projects must target low-income households, particularly where there are health problems such as asthma.

SUMMARY

Ngati Whare and the village residents welcomed the transfer as returning part of their tribal land to self-government. The Crown Forestry Rental Trust (CFRT) report notes that this was at a time of housing and employment shortages in the region, and residents were concerned to retain their homes and village, rather than to challenge the final decision of government not to undertake the significant infrastructure repairs recommended in the Ministry of Works report. In fact, as noted in the CFRT report, at least some residents played down the need for

the Crown to spend funds upfront on the rectification of problems, so as to ensure the village was not closed down.

Setting aside the legal obligations, from a practical point of view there are two choices for dealing with the problem of Minginui's status and the need for infrastructure funds. One option is that the responsible territorial authority undertakes necessary works, so that, as in the rest of the country, the costs of infrastructure are spread amongst a large ratings base. The other option is for Minginui to find other sources of funds to effect repairs and to maintain the infrastructure.

Urgent solutions are required to the sewerage, drinking water, and contaminated sites if Minginui is to continue to be inhabited. These are certainly the minimum requirements of any development scheme.

The costs of infrastructure take two forms. One is the initial outlay to bring the infrastructure up to acceptable standards, rectifying years of deterioration. The second is the costs associated with ongoing maintenance. The money for an initial rectification is not available within the community, and the problems in any case reflect a lack of investment from the Crown in previous times. Existing policy settings are unable to address these issues, and we consider that any one-off contributions from the Crown to rectifying Minginui's infrastructure would reflect its unique history and status, and would not set an inappropriate precedent. Governance issues around the ability to manage the utilities into the future could then be settled separately.

IDENTIFICATION OF POSSIBLE INITIATIVES

In this section we discuss potential employment and enterprise opportunities for the Mingingui community. The investment of the Department of Conservation into Whirinaki represents a relatively small but sustained source of employment, which Mingingui residents may be able to take up. The main question is whether and how a significant increase in tourist numbers to the Whirinaki might occur. We consider the available research and information on tourism demand and scope the potential economic opportunities for Mingingui which could stem from this.

OPPORTUNITIES FOR EMPLOYMENT DIRECTLY STEMMING FROM DOC INVESTMENT

DoC have received funding approval for a plan to upgrade the tracks in Whirinaki. They are committed to spending approximately \$7 million within Whirinaki averaged over a 10 year period (including the entire Department's spending for Biodiversity work as well as the increasing funding for the provision and upkeep of Visitor Assets). Expenditure will ramp up from 2007/08. Nearby conservancies are also going to be investing in Visitor Assets, which means there may be scope for a work gang to do the same kind of work in the wider region.

In the Whirinaki, DoC currently estimates that three new full-time equivalent positions (FTEs) will be required once new money comes on-stream in 2006/07. This will be for track building and pest control in addition to existing DoC employment (two to three FTEs). Over time the direct employment generated by additional DoC spending on the Whirinaki forest is likely to grow to a total of six new FTEs. DoC are not looking to increase the numbers of their own staff, but rather to contract out the work. There is no obligation for workers to be sourced from Mingingui, but they could be well placed to do it and local people do have experience of working on the tracks in the past.

Seasonality and short-term work

Employment is sustainable when it is ongoing and does not require people to move back and forth from paid work to receiving benefits. The current tight labour market has meant that a lot of industries are having difficulty finding staff. In the past, people in the Mingingui community have taken up pest control contracts from DoC totalling four or eight months work, which could not translate into ongoing employment. DoC acknowledged in their draft plan for the Whirinaki that this is a problem for them retaining skilled workers.

The most sustainable way to meet DoC's need for workers and to employ people is one which enables work to be spread through the year, or at least for the working season to be as long as possible. This has the advantage for the employer of ensuring that those workers will be available the next season, instead of going to different full-time work. Work of an ongoing nature is also preferable for the worker involved, and from the point of view of Work and Income will represent a better more sustainable employment outcome for someone leaving benefit.

In the case of seasonal industries, many employers and their industry associations have taken steps to try and link together different pieces of work so that individual workers are able to have year-round employment (for example, in the horticulture sector, to move through the year from pruning to picking and packing).

Following discussions with DoC and a potential contractor, we strongly recommend that the same approach be taken to DoC's work in the Whirinaki and surrounding areas. While some of the work is seasonal, other work is needed year around. Both the employers (DoC and / or a contractor) and workers would benefit if the required work is scheduled so that people can remain employed for as much of the year as possible.

We also recommend that DoC be encouraged to consider scheduling work going on in nearby conservancies, so that a smaller number of sustainable ongoing jobs can be maintained, instead of individuals being found for each short-term contract. Rather than act in isolation, if this work could be scheduled where possible to maintain ongoing employment, this would be a positive outcome. This scheduling could either be done by DoC, or by a contractor.

OPPORTUNITIES FOR EMPLOYMENT / ENTERPRISE INDIRECTLY GENERATED BY DOC INVESTMENT

Tourism has been touted as the potential economic saviour of Minginui ever since the logging stopped. Although many references can be found to its potential in documents about Minginui over the years⁶, it has not yet delivered on that promise.

DoC's investment in upgrading the Whirinaki track is intended, in the longer term, to increase tourism in the Whirinaki area, perhaps easing some of the pressure from overcrowding on the Lake Waikaremoana track.

It is up to the community at Minginui to decide whether they want to encourage any tourism - although if they do not it may well occur anyway without the village seeing any benefits.

⁶ See "Ecology, management, and history of Whirinaki Conservation Park, New Zealand: An annotated bibliography", DoC Science Internal Series 193.

Residents we met indicated there may be an interest in visitors with a genuine interest in both Maoritanga and in environmental issues. While this will only ever be a proportion of those tourists coming to Rotorua for example, research on Maori tourism⁷ does suggest that there is demand for this kind of experience. This type of visitor is also consistent with the 'Interactive Traveller' targeted by Tourism New Zealand in their marketing, described as "travellers who seek out new experiences that involve engagement and interaction, and ...demonstrate respect for natural, social and cultural environments"⁸.

Opportunities to develop tourist-related business

Setting aside the challenges discussed earlier, Minginui is geographically well-placed at the start of the loop track to take advantage of commercial opportunities which would arise should the tourist numbers increase significantly. The land is privately-owned and therefore could be used to build accommodation for those entering and exiting the track. There is also likely to be opportunity in land transport between the Whirinaki track and other locations (such as Rotorua and Lake Waikaremoana).

There are two marae in the area, Murumurunga and Waikotikoti. The latter is reportedly in a poor state of repair. Both would need to be in a fit state for use so that both iwi and tourist demand can be met (i.e. the need to be able to offer cultural visits without risk of cancellation and the need to have a marae always free for tangi). Hosting visitors on marae and providing some interpretation tour services for visitors are offerings which currently happen on a very small and ad hoc basis, but could potentially become a commercial venture if appropriate. Other possibilities which more visitors might generate include secondary services like the reopening of a general store in the village.

In the wider area, including Te Whaiti and Ngaputahi, there are two small-scale tourist accommodation/transport businesses which are not Ngati Whare but have made some arrangements for visitors to be welcomed onto the marae.

TOURISM POTENTIAL

It is not easy to forecast tourism demand in the Whirinaki, particularly as current usage figures are not clear. We have gathered the available information on Whirinaki and on some other tracks, in order to consider the likely scope of any growth and what opportunities that might generate.

Numbers visiting Whirinaki Forest Park

There is a lack of information and agreement on the numbers currently using the track. The lower estimate is approximately 5,000 people per annum (based on track start log book

⁷ *Demand for Maori Cultural Tourism Te Abu Mai - He whao ta poi Maori*, prepared by Colmar Brunton for Tourism New Zealand and the Ministry of Tourism December 2004.

⁸ Source: Tourism New Zealand website, industry resources section. www.tourisminfo.govt.nz

analysis with estimates of 70 per cent compliance with book). A higher estimate of 18,000 people per annum comes from the Department of Conservation, apparently based on an estimate made 3 years ago from track counters (but this higher figure has been queried by locals). These estimates would include day walkers.

Current rough estimates of the number of track users already being brought in by tour operators is 1,680 per annum (based on estimates by operators and locals). The tours accommodate a maximum of ten people and are seasonal operations. Based on the track start book, over 70 per cent of visitors are New Zealanders, including school groups, tramping clubs and those on weekend breaks from Auckland. The only other source we have is the DoC visitor centre at Murupara, which has recorded 13,000 people per annum, and is described as the 'gateway' to both the Whirinaki and the Urewera National Park.

Usage of other parks

Accurate usage numbers are difficult to acquire for all parks and tracks in New Zealand. The figures identified for Whirinaki above are not high compared to Lake Waikaremoana, which has been estimated by DoC to possibly attract 100,000 visitors per year (and is considered over-crowded). Waikaremoana is one of the Great Walks, specifically promoted by DoC as a strategy to manage demand for visitor access to the conservation estate. Abel Tasman National Park similarly is a Great Walk and is estimated to attract 150,000 visitors annually. Of these 24,000 are overnight trampers, and 75,000 are day visitors using the tracks (the rest include kayakers and boat users). DoC estimates that 35,000 visitors per year do some part of the Queen Charlotte Walkway.

What determines visitor numbers to the Whirinaki?

A full business case for tourism investment is beyond the brief of this project. However, it is worth considering what affects tourism demand in the Whirinaki, since an increase in tourism numbers cannot be taken for granted.

DoC are investing primarily in upgrading part of the existing loop track, in order to make a full loop which meets their standard for 'Back-Country Comfort Seekers'. This upgrade in itself may attract more visitors. However, DoC have also explained that the existing tracks which are available are of a sufficient standard to accommodate significantly more visitors than currently.

The specific appeal of Whirinaki is not based on a lake or coastal track (unlike the two Great Walks mentioned above). It does have ancient podocarp forest (for part of the park only) as well as rare flora and fauna which are relatively accessible. There are also sporting opportunities such as hunting and fishing, mountain biking and 4WD off-roading, which are not unique to the forest.

The proximity of Whirinaki to Rotorua can be considered a positive factor. Minginui is just over one hour's drive on a sealed road from Rotorua, a major tourist destination with a wide variety of activities (and a high level of competition) in tourism in general, and Maori tourism in particular. In 2003 there were over 1.5 million overnight visitors to the Rotorua District⁹, of which around one-third were international visitors and the rest were domestic visitors. There were an additional 1.6 million day visitors, of whom the large majority were domestic. Visitor numbers are expected to grow in future years, mostly driven by international travellers. While the proximity of Rotorua represents a potential market, there is a lot of competition for the limited time and money of visitors (including Maori cultural tourism operators).

Awareness and promotion

A lack of promotion is a possible explanation for the current relatively low usage of the Whirinaki tracks. Currently DoC promotion is limited to information brochures and map provision, which perhaps can be described as 'enabling' visiting rather than 'promoting' it. The extent to which this occurs will be depend on a range of factors, including whether DoC decides to undertake any promotional activities as well as visitor asset improvement. DoC will review the possibility of undertaking promotions in 2006/07.

Tourism operators currently operating ventures in the forest appear to be small in size and we do not know of any major promotions. This suggests that there is potential for growth in numbers if marketing was undertaken. The most common way that can happen is for a large tourism operator to become involved, so that their 'marketing clout' can be leveraged. Alternatively, free coverage in the media of travel destinations and opportunities can be valuable. On this front we have heard of both positive and negative coverage – the Sunday Star Times identified Whirinaki as one of the best walks in the country, but one incident of harassment of tourists also reached national papers.

TOURIST EXPENDITURE AND SCALE OF POTENTIAL ENTERPRISES

The following information on the potential value of tourism development paints a picture of potential, but not necessarily easy nor significant, financial returns. Visitors do spend money, overnight visitors more than day visitors, and international more than domestic.

The average spend per visitor is \$267 for overnight visitors and \$93 for day visitors. Overseas visitors who stay overnight typically spend the most per day. However, overseas day visitors spend the least, probably reflecting that they are brought in by an external tour operator separately paid for.

⁹ Source: New Zealand Regional Tourism Forecasts 2004-2010, Rotorua RTO, Tourism Research Council New Zealand August 2004.

The study “Demand for Maori Tourism” identified that visiting a marae and visiting sites important to Maori history were the two Maori cultural products which saw international visitors spending the most. Based on a small sample, 32 per cent of international visitors to a marae spent more than \$100. Expenditure of track users on the Queen Charlotte walkway varied from \$30 per day for local users, \$106 for other New Zealand users, and \$122 for overseas visitors. On the Abel Tasman, expenditure ranged again from \$30 for local beach-only users to \$185 for overseas visitors.

Converting visitor numbers and expenditure to support a sustainable business is not simple, and a survey of rural tourism enterprises in 1999¹⁰ found that many enterprises are small and combine with other business. Of approximately 350 enterprises who reported it, gross turnover ranged from \$40 only to \$13 million. The median gross turnover was only \$25,000. Forty-three per cent of the enterprises had turnover of under \$20,000. Most of these enterprises were accommodation-based, and most combined the enterprise with either farming or permanent employment.

Activity-based rural tourism enterprises ranged from jet-boating to hunting or nature tours. Enterprises in the activity sector had higher levels of investment, higher short-term debt and higher gross annual turnover. The median gross annual turnover was \$60,000, more than double the overall median of \$25,000.

BARRIERS TO TAKING UP OPPORTUNITIES

Beyond the infrastructure needs of the community, there may be other barriers to taking up these opportunities. The study “He Matai Tapoi Maori: A study of Barriers, Impediments and Opportunities for Maori in Tourism¹¹” highlights some issues which may apply to ventures based in Minginui.

Maori views of the tourism industry included negative perceptions about risks associated with seasonality, business failure, impacts on culture and taonga, uncertainty of employment and low returns on investment. Maori surveyed also considered that it is difficult to raise finance for tourism projects from banks. Investors and financiers considered that Maori tourism was a high-risk industry, joint decision-making could be a barrier to Maori groups securing funds, and that a lack of corporate structure, skills and experience were barriers to start-up Maori tourism businesses.

¹⁰ Warren and Taylor, 1999 cited in “Business Ownership in Natural Resource Dependent Industries” McClintock and Brown, Working Paper No. 31 June 2001, Taylor Baines.

¹¹ He Matai Tapoi Maori: A study of Barriers, Impediments and Opportunities for Maori in Tourism, the Stafford Group for Te Puni Kokiri July 2001.

We have identified two former initiatives in this area which received government funding. One involved CAPS funding from the Ministry of Tourism in 1987, part of the argument for which was the generation of employment opportunities for Māori people. The other was funded by the now defunct Community Employment Group. We recommend that both initiatives be reviewed as part of any further investment, to learn any lessons, particularly around visitor demand and other commercial aspects. (There are also apparently governance issues in at least one of these examples).

THE WISHES OF THE COMMUNITY

The development of tourism opportunities also depends on the desire of the community to welcome or develop some sort of tourism. The Tourism Industry Association of New Zealand have issued “Community Tourist Planning: a guide to the sustainable coordination, development and management of tourism in small communities”. The Community Tourism Toolbox from the Ministry of Tourism could also be useful to assist the community to decide whether they want to encourage tourism and what type. Both the Toolbox and the guide offer useful checks and tests to consider the implications of what is needed to increase tourism, and what the wider impacts of tourism might be. These include a guide to making a realistic assessment of the resources and limiting factors of the area and community. There is also information on how to monitor local tourism and its impacts on an ongoing basis. These resources might be used by the community, possibly with a facilitator, to help them consider these issues.

The community’s willingness and ability to meet visitor expectations of a consistent and professional service is also a consideration. The study ‘Demand for Māori Cultural Tourism’ surveyed international visitors to New Zealand and found that participation levels in marae visits were low, but those who did take part found it a satisfying experience¹². Integrity and authenticity of the experience were highly valued. However changes most likely to increase visitor satisfaction on marae included reduced overcrowding, increased service quality, provision of an authentic, moving experience and having these experiences available at a convenient time.

A report on the three year Community Economic Development Action Research project of the Department of Labour identified factors that help or hinder community economic development¹³. These included recognising the value of strategic planning, co-ordination across government agencies and access to skills and training. The commitment already made by Te Puni Kōkiri to facilitate community planning is a positive step in this process. We note another lesson from the CEDAR programme was that government must be prepared to

¹² *Demand for Māori Cultural Tourism Te Abu Mai - He whāio ta pōi Māori, prepared by Colmar Brunton for Tourism New Zealand and the Ministry of Tourism December 2004.*

¹³ *“Factors that help/hinder community economic development: Emerging learnings from CEDAR, M. Sankar and K. Wong, LMPG, Department of Labour, June 2003.*

invest time and resources into the long-term process of engaging with a community¹⁴. We recommend that Te Puni Kokiri's commitment to the village be an ongoing one.

¹⁴ CEDAR Thematic paper series 01/04, *Community Economic Development Action Research Project*, Department of Labour, 2002 -2003.

TRAINING NEEDS AND SUPPORT OPTIONS

Residents of the village have experience in a number of fields, some of which are relevant to the opportunities discussed in this paper. Overall, however, it is a population with a large number of people with no qualifications, and many have not been in the labour force for a long time. There are a range of skills required of those taking up jobs with DoC, and of those who might look to develop business opportunities. This section discusses these needs and where appropriate training and funding can be found.

FOUNDATION SKILLS

Although we have no specific indicators, it appears likely, given the low qualifications reported, that there are many people in the community who might benefit from developing foundation skills – literacy, numeracy and other generic skills.

Work and Income have ‘readiness for employment’ training programmes which might be able to be delivered in the village, although it would be limited to those who are in receipt of a benefit. Training Opportunities courses also aim at people needing foundation skills to move into employment. Again the eligibility criteria focus on Work and Income clients. While the Tertiary Education Commission administers this funding, a training provider would have to be prepared to offer a scheme – preferably in the village to maximise access.

The development of foundation skills has positive outcomes for people including their children. The contribution to outcomes for children in the kainga is likely to be a strong motivator for people to take part.

It has been suggested that any Treaty settlement will generate iwi development in the form of increased access to and uptake of training in governance, management and business skills.

SKILLS FOR DOC WORK

The positions created directly by DoC’s increased expenditure in the Whirinaki would require a range of skills. According to our discussions with DoC, these include pest management (possum), building and construction skills, and blasting and chemical certificates. In addition to this, they require people to have general health and safety, bush survival and first aid knowledge. Some people in the village have these skills but others would have to develop them. A description of nearby providers and qualifications is attached in Appendix Two. Workers may be drug-tested depending on the employment arrangements that are made.

Discussion with a potential contractor revealed that he prefers to train people on the job, to guarantee the relevance of any training. However, another approach would be to undertake a targeted training course. In either case, if work is obtained, a contractor might obtain training funds support from Work and Income and the Industry Training Organisation.

SKILLS FOR TOURISM-RELATED EMPLOYMENT

The possibility of gaining employment (as opposed to being a business owner, discussed below) in tourism-related ventures would require a range of skills fitting broadly under the hospitality and tourism fields. If individuals wished to undertake training, there are a range of certificates and other qualifications available in these fields (see Appendix Two). Transport and funding would have to be accessed for individuals to undertake these.

Another alternative, should employers be willing, is to obtain a job and access workplace learning. The Aviation, Travel and Tourism Industry Training Organisation (ATTTO) coordinates a range of services including Industry Training and Modern Apprenticeships.

FUNDING FOR TRAINING OF PEOPLE WHO RECEIVE A BENEFIT

Training and employment assistance programmes from Work and Income

Employment programmes and services are used to help address Work and Income clients' barriers and move them towards sustainable employment. They range from work experience such as Activity in the Community through to wage subsidies like Job Plus. Work and Income makes decisions on how to allocate limited employment resources by using the case management process. This process identifies employment-related solutions for clients (and communities). Employment programmes and services are separated into two cost-associated groups: cheaper programmes with wider eligibility criteria and more expensive programmes (such as wage subsidies or skills training) which have stricter eligibility criteria. The provision of assistance cannot be guaranteed, although at least some of the population in Minginui are likely to qualify for assistance as long-term unemployed or at risk of long-term unemployment. Similarly there are a number of DPB recipients in the village. Some may be interested in incorporating DoC work into their planning for the future. On current policy, DPB recipients are required to agree a personal development and employment plan with their case managers.

We recommend that if any training and employment assistance from Work and Income is to be pursued, the relevant Work and Income staff are involved, and possibly some advocacy from a coordinator representing the village.

FUNDING OF TRANSITIONS INTO EMPLOYMENT

Moving into employment from not being in paid work can involve a range of one-off and ongoing costs, from clothing and transport to childcare. In addition, for those who have been in receipt of a benefit, there can be financial disincentives if the movement is into relatively lower-paid work. This is particularly true for those with families and we have heard anecdotally that this has also been a barrier for a number of Minginui families.

Government policy has changed in recent years to try and smooth this transition from benefit into work. Working for Families has raised Family Support rates from 1 April 2005 (families on benefit keep Family Support if they move into employment, to various income levels). On 1 April 2006 an In-Work payment will replace Child Tax Credit for eligible families. Family Tax Credit will increase and higher income limits will be set for Family Support, In-Work Payment and Parental Tax Credit.

Again, we recommend the support of Work and Income staff, and possibly an advocate to support applicants for assistance, when people are considering moving into work. In order for these changes to have an impact on people's decision to look for work, people need to be made aware of the entitlements they might have, and that, unlike in the past, there may not be a negative financial impact to moving from the benefit. This calculation has to be done on an individual or family basis as entitlements vary by income and family size.

BUSINESS TRAINING, MENTORING

Establishing a business is not the easiest route to gaining employment. A lack of experience in business is a drawback and many businesses in any case fail. There are only ever going to be a few people who can make the transition to successful entrepreneurship – although small gains can make a big difference in a small community. Regular employment, whether nearby or further afield, and including the work for DoC, will remain the best opportunity for many.

Any opportunities for business from tourism growth are going to be small at first. Incremental change and gains will be needed rather than a 'big push'. Once the basic standards of infrastructure are met, there is no quick fix to economic development in Minginui. However, there is the possibility of growing business which fits with the values of the community, offers something special to visitors, and provides some employment and income to a community with a high proportion of youth who might otherwise not have much opportunity in the village.

There are a number of sources of funding, advice and training for those in business and looking to start up a business. Much of this information is available from NZTE. The Ministry of Tourism has also gathered a range of information on assistance for Maori Tourism Business Operators¹⁵. These include NZTE and BIZ, Te Puni Kokiri Business Facilitation Service, and the Federation of Maori Authorities (FoMA).

There are a number of issues to consider in starting up a business. There is guidance for individuals deciding whether this is right for them, provided by WINZ (with funding assistance possible for those on benefits) jointly with BizInfo¹⁶.

Any community initiative may qualify for the new Enterprising Communities grants, which are aimed at projects that will help people who are finding it hard to get jobs (these grants replaced funding available through the Community Employment Group). Minginui could in theory qualify for this support, as it is intended to support people living in areas where there aren't many opportunities for employment; Maori and Pacific people who need help to get work; and women who are finding it hard to get work, for example women returning to work after having children, amongst others. Any application to this fund would have to be progressed through the local labour market manager in Work and Income. However, it should be noted that there is already an initiative being planned in Murupara to undertake development in the wider area. Work and Income may be unwilling to support other ventures in the area, although it is clear from our interactions that Minginui people are looking for initiatives centred on their village and rohe, not only because of mobility issues.

NZTE's Enterprise Development Grants Programme (EDG) aims to assist New Zealand businesses and entrepreneurs to gain additional skills and abilities to pursue their business development goals by building capability and supporting development initiatives.

The Enterprise Development Grants Programme consists of two components, a Capability Building component which allows them to employ a business mentor (maximum NZTE contribution \$3,000 GST inclusive) and undertake advanced management or technology-based training (maximum NZTE contribution \$3,000 GST inclusive). They are also able to apply for specialised external advice and expertise on well-defined projects or concepts that lead towards enhanced capability, profitability and international competitiveness, and to undertake some market development activities.

The community has already been approved for a grant from NZTE for the development of a Nursery and Enterprise centre, which has been stalled indefinitely by the asbestos hazard.

¹⁵ Refer to the website <http://www.tourism.govt.nz/funding/fnd-maori.html>

¹⁶ Business Information Zone, the whole-of-government business portal www.biz.org.nz

Any public funding going into the development of economic opportunities would require governance, accountability and support to those taking part. As there has been concern about previous ventures associated with Whirinaki this would be a crucial part of any development.

RECOMMENDATIONS

This report has identified a range of information, issues and opportunities in the Minginui community. We hope it will be a useful resource both for the community and to agencies working with them. The community itself and individuals in it will need to take action to create change in Minginui. We have, however, made the following recommendations:

1. On infrastructure, we recommend that the Crown make a one-off contribution to undertake the following urgent works:
 - a. Upgrade the sewerage in the village (septic tanks);
 - b. Replace the drinking water network;
 - c. Clean up CCA contaminated sites;
 - d. Remove asbestos from community buildings and houses.

This would rectify the public health and other problems and would recognise the exceptional history and governance situation of Minginui, without setting a precedent for communities in different circumstances.

2. On opportunities for employment, we recommend that DoC and/or their contractor be encouraged to consider scheduling their work as much as possible in sequence, both within Whirinaki and between nearby conservancies. This should enable the maintenance of a number of sustainable ongoing jobs, instead of individuals being sought for each short-term contract. This would be consistent with government's general recommendations around managing labour shortages and sustainable employment.
3. On skills and training, we recommend that needs for foundation skills training should be met, as well as other skills training as appropriate to meet work opportunities. We recommend that the community be actively made aware of the changed tax entitlements for those who move into work, which should have removed some barriers to paid work.
4. On opportunities for community-driven tourism development, we recommend that the community work through the Community Tourism Tool box and the Community Tourist planning guide to work through the potential costs and benefits of tourism development for the community and how they might wish to proceed. An external facilitator may be useful in this process.
5. We recommend that Te Puni Kokiri's commitment to the village through its community planning process and other work be an ongoing relationship. We have identified a number of areas in the report where a facilitator may be helpful.

APPENDIX ONE: OTHER MAORI LAND IN THE WHIRINAKI REGION

The land title situation in Minginui can be contrasted to the other three principal areas of Maori land in the Whirinaki valley¹⁷.

The first area of land is the Te Whaiti nui a Toi forest (TWNT). This covers approximately 7000 acres, of which 5000 acres are leased on a long-term lease to the Crown for a commercial pine forest. The TWNT block is administered by the Te Whaiti nui a Toi Trust on behalf of approximately 1200 Ngati Whare owners (in reality there are probably more than 3000 owners, but the interests of many owners who have died have yet to be succeeded to). Generally, one or two trustees of the Te Whaiti nui a Toi Trust have been Runanga trustees.

The present forestry lease over the TWNT block requires the Crown managers to give preferential consideration to the engagement of persons of Ngati Whare descent for any work done on the land. Recently, competitive tenders for logging work resulted in the tender going to a contractor of Ngati Whare descent (who also employs Ngati Whare on his crew). Accordingly, the TWNT block also offers some economic opportunities in the wider Whirinaki area, which could be increased if:

- (a) the Crown lease on the TWNT block is renegotiated in a manner that provides for an early surrender of the lease to the TWNT Trust possibly after the first rotation (discussions between the TWNT and the Crown are ongoing on this matter); and/or
- (b) the TWNT block was to be operated in conjunction with Crown forest licensed (CFL) land that may be acquired by Ngati Whare as part of a Treaty settlement.

The second area of Maori land comprises several blocks near and to the immediate south of Minginui. One is an area owned and farmed by members of a single Ngati Whare family. However, there are some other smaller blocks with multiple owners, which have generally been leased in various ways to local farmers (although one block is land-locked within the Whirinaki Conservation Park).

There is therefore some untapped tourism potential in these lands, in addition to the land of Minginui, notably as an alternative (and more “bush”-focused) site for the construction of tourist accommodation. The iwi (through the Runanga) has no responsibility for or control

over these Maori-owned lands. However, the landowners are members of Ngati Whare and participate in iwi business.

The third area of Maori land in the vicinity is the papakainga land centred on the two Ngati Whare marae of Murumurunga and Waikotikoti. Again, these marae and their associated facilities provide some potential in connection with tourism ventures that may be operated in the nearby Whirinaki Forest.

¹⁷ *Information on land provided by John Hutton.*

APPENDIX TWO: SUPPORT FOR TRAINING

SUPPORT FOR TRAINING – MINISTRY OF SOCIAL DEVELOPMENT (WORK AND INCOME)

Gateway

“Gateway assists schools to make learning relevant and to broaden students' options by offering them both traditional and workplace learning. Students pursue individual learning programmes, which allow them to gain new skills and knowledge in a workplace in their local community. The learning is hands-on and practical. Students will be assessed in the workplace for unit and achievement standards which contribute to the National Certificate of Educational Achievement (NCEA), as well as industry specific qualifications” Source: TEC

Industry Training

“Industry Training concentrates on workplace learning that raises skills and boosts competitive advantage for business. Workplace learning can be on-job, off-job by a registered training provider, or a combination of both. On-job training can take a number of forms. The learning can be self-paced, or the training can be delivered by an experienced staff member or an external trainer. Some businesses run formal training sessions; others train staff on-job. Often, the relevant ITO will provide training guides and resources. ITOs are supported partly by industry and partly by the Government through the Industry Training Fund which subsidises the cost of training where a registered training agreement is linked to an employment contract.” Source: TEC

Modern Apprenticeships: ages 16-21

“Modern Apprentices learn on the job and take part in regular off-the-job training with industry specialists. Working to a personalised training plan, they get regular visits and personal mentoring support from an Agriculture ITO Training Adviser.

Today, more than 400 young people are undertaking agriculture-based Modern Apprenticeships throughout the country. They are available in a number of qualifications tailor-made for the industry.” Source: Agriculture ITO

Rangatahi Maia (under review): young Maori

Government has decided that Rangatahi Maia will be refocused so that it targets areas of significant labour market disadvantage. This follows a review of Rangatahi Maia, as part of the Government’s wider review of ethnically targeted policies and programmes. No information is available at the time of writing.

Training Opportunities: Over 18 years old with low qualifications

Training Opportunities is designed to provide foundation skills that will enable learners to progress to further education and sustainable employment. The Tertiary Education Commission (TEC) administers Training Opportunities on behalf of Work and Income (W&I). It provides training for W&I clients 18 years of age and over who have significant histories of unemployment and no or low qualifications, or clients who are at risk of long-term unemployment or who lack foundation skills. The programme has a labour market focus and is responsive to the changing needs of local industry and employers. Training is delivered by TEOs that are registered and accredited by the New Zealand Qualifications Authority (NZQA) so learners can gain credits towards qualifications at levels 1 to 3 on the National Qualifications Framework. Training is fully funded – there is no cost to learners. (Source: TEC) Learners will continue to receive any benefits they are on, and they may also be eligible for a travel allowance.

Youth Training: under 18 years old with low qualifications

Youth Training offers young people under 18 with low qualifications the chance to gain valuable skills that will help them to get a job.

Youth Training is both job-specific, offering the skills required for jobs in agriculture, hospitality or tourism for example, and general, focusing on skills that are essential in any workplace, such as reading, writing, working with figures, communication and working in teams. Skills that will help young people to get a job.

A key feature of Youth Training is the individual support offered to trainees that helps to set them on a path to further learning or future employment.

Cost: Free to eligible learners. Learners will continue to receive any benefits they are on, and they may also be eligible for a travel allowance.

Conservation Corps

Conservation Corps and Youth Service Corps programmes start twice a year and usually run for 20 weeks. There are projects all over New Zealand. The programmes are run by organisations like YMCAs, Polytechnics, the Department of Conservation and youth and community groups. They get funding to run the programmes from the Ministry of Youth Development. You can join a Conservation Corps project if you're aged between 16 - 25. To join a Youth Service Corps project you have to be 16-20 years old and registered with Work and Income New Zealand.

There are no fees, unless the course is residential, then you may have to pay a small amount for your keep. You'll get paid a training allowance each week, if you are eligible. But if you're 16 or 17 you're not eligible for a training allowance. You don't have to have any kind of qualification to join. You'll gain a nationally recognised certificate of achievement. Most projects also offer NZQA units and you'll get heaps of practical skills and work experience for the future.

Source: Ministry of Youth Development

The Ministry of Youth Development contracts the operation of Conservation Corps programmes to community organisations, polytechnics, Marae Trusts and some Department of Conservation offices. Conservation Corps involves projects like planting native trees, upgrading walking tracks and other activities helping the environment. Participants also get involved in new learning opportunities through education, life skills and outdoor pursuits like rafting and abseiling.

The programme includes conservation work projects, practical education, challenging recreation e.g. rafting, abseiling, work experience and Te Ao Maori activities

Each course caters for 10 to 12 young people and most will run for 20 weeks. SOURCE: MAP, Work and Income New Zealand.

TRAINING OPPORTUNITIES ELIGIBILITY AS AT JULY 2005:

A person is eligible for Training Opportunities if they can say 'yes' to one of the following:

Aged 18-19 years with low qualifications, left school in the last 26 weeks and registered with Work and Income.

OR

Registered with Work and Income as an unemployed job seeker for at least 26 weeks, with low qualifications.

OR

Registered with Work and Income for fewer than 26 weeks, with low qualifications and assessed by Work and Income as being at risk of long-term unemployment.

OR

Registered with Work and Income for fewer than 26 weeks, with 40 or more credits from the National Qualifications Framework but fewer than 8 credits in literacy achievement standards and/or 8 credits in numeracy achievement standards and assessed by Work and Income as being at risk of long-term unemployment.

OR

A youth client aged 16-21 registered as a job seeker for more than 13 weeks, with higher qualifications and assessed as lacking foundation skills.

OR

Aged under 18 with low qualifications, have left or been exempted from school, registered as a job seeker and have approval from the TEC.

OR

Registered with Work and Income as an unemployed job seeker for at least 26 weeks, with more than two School Certificate passes or more than 40 credits, and assessed by Work and Income as lacking foundation skills.

OR

Has Refugee status, with higher qualifications and registered with Work and Income.

OR

Participated in Youth Training in the last three months and granted approval by the TEC to enter Training Opportunities to complete training.

Low qualifications are defined as no more than two School Certificate passes and no qualification higher than Sixth Form Certificate:

1992 examination onwards - no more than 2 C grades or higher

1986 - 1991 examinations - no more than 2 B2 grades or higher

1967 - 1985 examinations - no more than 2 C grades or higher

1945 - 1966 examinations - no more than 2 marks of 50% or higher

No more than 40 credits at Level 1 on the NCEA

School Certificate or NCEA Results

Evidence of low qualifications includes School Certificate results, or a statutory declaration

YOUTH TRAINING ELIGIBILITY AS AT JULY 2005

A young person is eligible if they can answer 'yes' to one of the following:

Aged under 18 years with low qualifications and left or been exempted from school.

Aged 18 or over and left school within the last 26 weeks with low qualifications.

OR

Aged under 18 years, enrolled with Workbridge and referred after an in-depth interview.

OR

Aged under 18 years and a refugee who has left the Mangere Refugee Centre, or entered the country within the last year

OR

Aged under 18 and referred by Work and Income as a Youth client, or registered unemployed for 13 weeks or more, with no tertiary qualifications.

OR

Aged under 18, left or been exempted from school in 2002 or 2003, with higher qualifications (40 or more credits at level one on the National Qualifications Framework), but with NCEA results that show fewer than 8 credits in English achievement standards and/or fewer than 8 credits in mathematics achievement standards.

OR

A learner re-entering the programme within 6 months with fewer than 240 credits.

BAY OF PLENTY GATEWAY SCHOOLS AS AT JULY 2005:

Edgecumbe College, Katikati College, Kawerau College, Mt Maunganui College, Opotiki College, Reporoa College, Rotorua Boys' High School, Rotorua Girls' High School, Rotorua Lakes High School, Tauhara College, Taupo-Nui-A-Tia College, Tauranga Boys' College, Te Puke High School, Te Whanau-A-Apanui Area School, Trident High School, Turangi ki Tongariro Area School, Western Heights High School, Whakatane High School.

APPENDIX THREE: COURSES AND TRAINING PROVIDERS

AVAILABLE QUALIFICATIONS RELEVANT TO DOC OPPORTUNITIES

National Certificate in Pest Management (Agriculture ITO)

With strands in Avian Pest Control, Mustelid Pest Control, Possum Pest Control, Rabbit Pest Control, and Rodent Pest Control. Possum pests are the immediate opportunities for work with DoC, however, in the future there may be wider roles.

This qualification is for people involved in pest management where it impacts on agriculture, in a range of rural, semi-rural, forestry, and/or bush environments. Skills which are identified for the qualification range from health and safety, navigating outdoors, camping and survival skills, weather conditions, communication and safe operation of vehicles. Specialised skills for different pest management operations include use of a Global Positioning System GPS, control of vertebrate pests by shooting, ability to use traps and toxins, chainsaw operation, camping in the outdoors. In addition, knowledge will be gained in the biology and environmental impact of at least one species. Skills gained in this area are to some extent transferable.

National Certificate in Rural Contracting (Introductory skills)

This qualification specifies key driving, health, horticulture, pest control, and rural contracting knowledge and skills relevant to a career in the rural contracting industry.

National Certificate in Elementary Construction Skills (BCITO)

The National Certificate in Elementary Construction Skills is a programme developed by the Building and Construction ITO and offered in schools across the country. It is an entry level qualification designed to give people a taste of the trade skills which the industry requires.

AVAILABLE QUALIFICATIONS RELEVANT TO TOURISM EMPLOYMENT

A large number of qualifications are available in hospitality and tourism. A selection of those available in relatively nearby providers follows.

Qualifications in Tour Guiding and Operations

National Certificate in Tourism (Guiding) - Level 3 Bay of Plenty Polytechnic

Certificate in Tourist Guiding Waiariki Institute of Technology - Rotorua

Qualifications in hospitality

Certificate in Food and Beverage Service - Level 3 Bay of Plenty Polytechnic

Certificate in Hospitality (Professional Cookery including City and Guilds) - Level 3 Bay of Plenty Polytechnic

National Certificate in Hospitality (Cookery) - Level 2 Bay of Plenty Polytechnic

National Certificate in Hospitality (Cookery) - Level 3 Bay of Plenty Polytechnic

National Certificate in Hospitality (Front Office) - Level 3 Bay of Plenty Polytechnic

National Certificate in Visitor Information - Level 3 Bay of Plenty Polytechnic

Certificate in Hospitality Operations EIT Hawke's Bay

Certificate in Hospitality Reception EIT Hawke's Bay

Diploma in Professional Culinary Arts EIT Hawke's Bay

Introduction to Hospitality Certificate EIT Hawke's Bay

Café Service Tairāwhiti Polytechnic

City and Guilds International Diploma in Food Preparation and Cooking (Culinary Arts) Tairāwhiti Polytechnic

National Certificate in Hospitality (Food and Beverage Service) - Levels 2 and 3 Tairāwhiti Polytechnic

Professional Catering and Cookery Skills Tairāwhiti Polytechnic

Certificate in Food and Beverage Service Waiariki Institute of Technology - Rotorua

Certificate in Professional Catering Craft Waiariki Institute of Technology - Rotorua

Certificate in Tourism and Hospitality Waiariki Institute of Technology - Rotorua

PROVIDERS

Agriculture New Zealand (a Wrightson Business) is accredited in a range of courses, including core generic field, agriculture, horticulture, land skills and pest management. Unit standards of relevance include chainsaw operating, civil defence operation, first aid, (forestry), interpersonal communications, measurement, numbers, occupational health and safety, self-management.

Waiariki Institute of Technology, Mokoia Drive, Rotorua

Telephone 0800 Waiariki (0800 924 274) or +64 7 346 8999

Web <http://www.waiariki.ac.nz>

The Open Polytechnic of New Zealand is a national provider of open and distance learning at tertiary level, teaching over 30,000 students each year.

Open Polytechnic of New Zealand

Telephone +64 4 913 5300 or 0508 650 200

Web <http://www.openpolytechnic.ac.nz>

Tairāwhiti Polytechnic is based in Gisborne on the East Coast of the North Island. It is split into a City Campus and a Rural Studies Campus. Programmes are designed with specific professions in mind, whether it be a business manager, wine maker, logging contractor or social worker.

Tairāwhiti Polytechnic

Gisborne

Telephone 0508 POLYTECH (0508 765 983) or +64 6 868 8068

Web <http://www.tairāwhiti.ac.nz/>

Workforce Consultants is the lead provider of the Enterprise Training Programme (ETP) in Hawke's Bay. The ETP is fully funded by New Zealand Trade & Enterprise for owners and managers of small to medium sized businesses. Industry Training: hospitality, health, early childhood education, travel & tourism, outdoor recreation, youth worker, office skills & computing, youth training, business training.

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