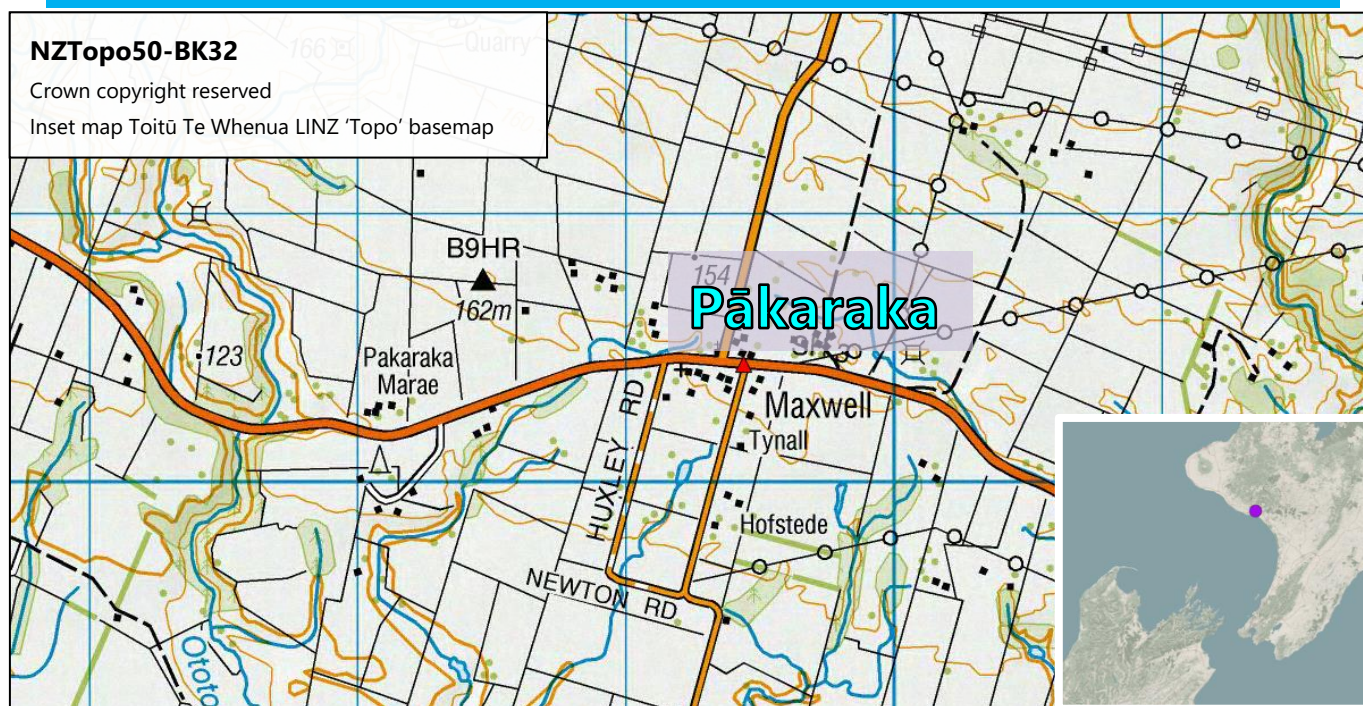


Submissions for: Pākaraka

[altered from Maxwell (locality)]

[Considered by the Board on 20 October 2021]



Summary

At its 20 April 2021 hui the Board accepted a proposal to alter the official name of Maxwell to Pākaraka for a locality approximately 19km west-northwest of Whanganui. During the notification period from 27 May 2021 to 30 August 2021 the Board received 342 supporting (63.8%) and 194 objecting (36.2%) submissions. One late supporting submission was received, making 537 submissions in total.

The supporting submissions predominantly reaffirmed that the existing name was offensive and inappropriate due to the events of 1868. They supported Ngāti Maika in addressing the grievance.

The reasons in the objecting submissions are categorised below under 'Submissions'. The most common reasons in the objections were that:

- the proposal is separatism, agitation by vocal minority, cultural bullying, etc,
- Maxwell is an historic name in long term use, change would be disruptive,
- the proposal is judging historical events out of context, rewriting history. There is a need to learn from history and changing the name won't change history,
- it is an attack on the personal identity, history, associations of Maxwell's residents who were born, lived, died there. It vilifies the descendants of Maxwell.

The reasons in the objecting submissions are responded to in this report. They are not considered to outweigh the original reasons why the Board accepted the proposal.

As with Whanganui District Council's (WDC) initial consultation, submissions from residents in the vicinity of Maxwell were approximately 2/3rd objecting, differing from the overall response to the Board's consultation. However, there are relatively few (21).

Several submissions, both supporting and objecting, were received from descendants/relatives of the Maxwell family.

Secretariat recommendations

At its hui on 20 October 2021 the Board resolved these recommendations

- Recommendation 1
- Consider** all **537 submissions**¹ on the proposal to alter the existing official locality name from Maxwell to **Pākaraka**,
- and**
- Reject** the **194 objecting submissions**, including those which suggested alternative names, based on the reasons not outweighing the Board's reasons for originally accepting the proposal, being:
- the Board's function to encourage the use of original Māori names, noting its depiction on early documents, a contemporary translocation, and the significance of the name Pākaraka to Ngāti Maika and its modern-day use in the area,
 - resolving a long-standing Treaty grievance for mana whenua, who consider the existing official locality name Maxwell to be offensive, and this grievance having been recognised by the Crown in Ngā Rauru Kītahi's Deed of Settlement 2003,
 - Whanganui District Council supporting the proposed change,
- having noted:**
- long-term use of Maxwell (94/151² years),
 - the historical context leading to the formation of the Kai Iwi Yeomanry Cavalry and Maxwell's actions during settler/colonial conflict with Māori,
 - no response from Whanganui Land Settlement Negotiation Trust,
 - cost implications for changing signs and other published material,
 - the possible but unlikely confusion for emergency services,
- and**
- Confirm** the Board's earlier decision to **accept** the proposal to alter the existing official locality name from Maxwell to **Pākaraka**,
- and**
- Report** the Board's decision to the Minister for Land Information **and request** the Minister to make the final determination on the proposal.
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- and**
- Recommendation 2
- Agree to discontinue Maxwell Railway Station** following the Minister's final determination, as the feature no longer exists,
- and**
- Notify** as discontinued under section 24(2)(b) of the NZGB Act 2008.
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¹ Including the late submission

² Having been altered from Maxwelltown in 1927

Background

Board minutes 20 April 2021 [abridged] The Board noted Whanganui District Council consultation and submissions received that were supportive of the proposed name. The Board noted that Pakaraka in Northland was the name of a pā. The Board considered the proposal and report sufficiently covered the issues.

Notification

Advice to mana whenua Ngāti Maika (the proposers) and Whanganui Land Settlement Trust were advised consultation would open for three months from 27 May 2021.

Advice to MPs The Members of Parliament for Whanganui, Te Tai Hauāuru, and all adjacent electorates were advised that the proposal was open for submissions until 30 August 2021.

Public notification including social media The Board advertised the proposal:

- in the [New Zealand Gazette](#),
- in the *Sunday Star Times*, *Whanganui Chronicle*, *Whanganui Midweek*, *Patea & Waverly Press*, and *River City Press*,
- on the Toitū Te Whenua LINZ's [Consultation](#) and [Facebook](#)™ pages, and the Facebook post was later boosted to reach a wider audience,
- the New Zealand Government's [Consultation](#) page.

A notice was submitted to Te Puni Kōkiri's (TPK) events' calendar [Rauika](#), but TPK has since confirmed this is no longer being published. Future notifications may continue through TPK's social media.

Media

A media release for Pākaraka was distributed in English on 28 May 2021 and [posted on the Toitū Te Whenua LINZ website](#), [Scoop.co.nz](#) and [Voxy.co.nz](#) syndicated the media release. The te reo Māori translation was delayed and published on the Toitū Te Whenua LINZ website on 3 June 2021.

There was minimal media coverage. Articles by *RNZ News* and *Waatea News* are in the supporting information.

Other information

On 26 August 2021 the Maxwell & Nukumarū Neighbourhood Support Group held a public meeting attended by Whanganui District Council and Ngāti Maika, who made a presentation.

Correspondence with the Chair is in the supporting information, concerning how any change might affect other Maxwell names in the area, and the timeframes around the implementation of any such change.

Submissions

Overview

During the notification period from 27 May 2021 to 30 August 2021 the Board received 536 submissions: 342 supporting (63.8%) and 194 objecting (36.2%). A late supporting submission was received on 1 September 2021 (two days late).

All submissions are categorised and grouped by common themes. Full copies of all submissions are in the supporting information and the objections are responded to below.

Local engagement

This table provides the location of submitters based on volunteered information:

#	Maxwell and vicinity (Kai Iwi to Waitōtara)	Whanganui District and South Taranaki District ³	New Zealand	International	Unknown
Supporting	7	132	187	8	8
Objecting	14	25	151	0	4
Total	21	157	338	8	12
%	3.9%	29.3%	63.1%	1.5%	2.2%

Information on the location of the submitters is collected to inform on the level of local community engagement. It does not indicate that they have a greater influence on the outcome of the proposal. Affiliations were not captured in this round of consultation as the notification began before the Board requested the online submission form be updated.

The ratio of 67% objecting from people in the Maxwell area⁴ (compared to 36.2% objecting overall) is similar to Whanganui District Council's earlier consultation.⁵ However, this is based on only 21 submitters.

Issues

Multiple submissions made by the same person are counted as one submission.

Some people using the online form clearly ticked the wrong option for supporting or objecting. These are identified in the summary spreadsheet.

Supporting submissions referring to 'Pakaraka' (66), 'Paakaraka' (12), and other variants were not considered to be objections to the use of a macron, or the spelling, unless they specifically stated so (one submission seeks Paakaraka).

Submissions whether supporting or objecting that do not provide any reasons do not meet the requirement of s.17 NZGB Act 2008.

Notes

Some submitters, both supporting and objecting, have identified themselves as descendants/relatives of the Maxwell family and John Bryce.⁶ In the proposal report that the Board considered on 20 April 2021, contacting descendants was discussed noting the contentious nature of the proposal.

Summary of the 342 supporting submissions

The supporting submissions reaffirmed reasons the Board accepted for proceeding with the proposal. The most common reasons were that the existing name is offensive, the proposed name is original and appropriate, and to support Ngāti Maika. In order of frequency, the supporting submitters provided reasons in these summarised categories:

Reasons categorised and summarised	No.
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³ Chosen as Maxwell is close to the regional boundary and frequently described as being in South Taranaki, although it isn't.

⁴ Which used the seven StatsNZ meshblocks around Maxwell, within the Mowhanau Statistical Area to define a letter drop area.

⁵ 255 submissions with only a small proportion from the vicinity of Maxwell, as above. 73% of the submissions supported the proposal, but submissions from the letter-drop area were circa 2/3rd opposing, 1/3rd supporting.

⁶ 'John Bryce', URL: <https://nzhistory.govt.nz/people/john-bryce>, (Ministry for Culture and Heritage), updated 12-Nov-2020

Existing name inappropriate, offensive, etc, noting the events of 1868.	150
Pākaraka is an original name, the original name. It has always been Pākaraka.	119
Supports Ngāti Maika, mana whenua in general, in addressing the grievance.	85
Because they live there, whakapapa connections to Ngāti Maika, the area, to the events of 1868.	66
Because of the meaning of Pākaraka, the name is relevant to the area, has a better connection. Connection to Pākaraka Marae. Maxwell meaningless to Māori.	40
Pākaraka is better/correct, general statements.	35
Colonisation, colonisers, decolonisation.	30
For equality. Alteration would be symbolic, inclusive. Would improve race relations.	22
Always support a Māori name over a non-Māori name. Support Māori names generally.	21
Honour Te Tiriti, cites Ngā Rauru Kīhahi Deed of Settlement.	20
Removing Maxwell will help people forget, help erase history, will help people move forward.	15
Removing Maxwell will help people remember the history, recognise Māori history and heritage.	13
Support use of te reo Māori.	13
No reasons or no content. <i>[These are not valid submissions]</i>	12
The existing name is affecting children, need to act for the children.	10
Māori self determination, rangatiratanga, the land will always be Māori land, this is a Māori country, etc.	8
Because Whanganui District Council support the proposal.	3
Thinks people have already stopped calling it Maxwell anyway. Township of Maxwell barely exists with closure of facilities, name no longer relevant.	3
To honour those killed.	3
Existing name is racist.	2
Existing name divisive.	2
They regularly travel through the locality.	2
For economic reasons, profile raising.	2
No concerns with contemporary translocation of the name.	2
To remove the names of men.	2

Late supporting submission

The late supporting submission is based on supporting the proposers in resolving their historic grievance due to the history of the existing name.

Summary of the 194 objecting submissions and Secretariat's response

Reasons categorised and summarised	No.	Secretariat comments
Separatism, proposal divisive, it's Māorification. Agitation by vocal minority, egotists. Cultural bullying, would be appeasing racists.	51	Noted.
Historic name in long term use. Changing the name disruptive to continuity of documents.	49	The Board carefully considers long term use of names and the potential disruption a change might cause, especially for populated places.
Judgement of historical events out of context, revisionism, rewriting	40	Altering the name would not change what happened, and it is important to consider historical events in their context.

<p>history, post-colonial theory, etc. Need to learn from history. Changing the name won't change what happened.</p>		<p>However, the Board makes decisions based on its current standards for what is and isn't considered acceptable, to ensure that official names are fit for purpose now, in the present. Determining the most appropriate name for a place is not rewriting history, and names affected by Board decisions remain discoverable in the <i>New Zealand Gazetteer</i>.</p>
<p>An attack on the personal identity, history, associations of Maxwell's residents who were born, lived, died there. An attack on the Maxwell name - people have a connection to the name, but the people don't have that connection because of who it was named for. Vilifying the descendants of Maxwell.</p>	34	<p>'Place' has great significance in personal identity. It is also a valid point that strong personal associations are formed with place names, often having nothing to do with the origin of the place name. However, Ngāti Maika who made the proposal have a specific grievance due to the actions of George Maxwell in 1868. There are objecting submissions from descendants of the Maxwell family. Several supporting submissions from descendants of the Maxwell family and other members of the Kai Iwi Yeomanry Cavalry do not share these concerns.</p>
<p>Slippery slope. An agenda to remove all English names. Already the majority of place names are Māori, need to protect the few non-Māori names. Non-Māori names are worthy of recognition. Keep a balance.</p>	31	<p>The Board considers proposals on a case-by-case basis. Under the NZGB Act 2008, all proposals would be open for public consultation. A proposal may very well set a precedent for further proposals. While the objecting submissions concerned about the ratio of Māori to non-Māori names provided (variable) statistics, they did not substantiate them. In the <i>New Zealand Gazetteer</i> 52% of place names in territorial New Zealand are identified as non-Māori and 61.3% of populated place names are identified as Māori. A purpose of the Board is to provide a way for appropriate recognition to be given to the cultural and heritage values associated with geographic features, whether the names are Māori or non-Māori.</p>
<p>Cost of change. Money could be used for a better cause.</p>	29	<p>Most documents that use official place names are maintained electronically so the cost to update is minimal. The Board expects updates to place names on physical products such as road signs are made in a timely manner and during regular maintenance updates and replacement cycles, thus minimising/absorbing costs. There is no compliance requirement for businesses to change their names should the place name be altered. The Board is funded by the Government to consider place names.</p>
<p>Pākaraka is elsewhere, not an original name for Maxwell/area. Pākaraka appropriate for wider area, but not the township. Create a new Pākaraka District instead. Maxwell did not exist prior to being established by settlers, there is no 'original name' other than Maxwell. Pākaraka does not have a relevant meaning, Maxwell was not a pā, a fortified settlement.</p>	23	<p>These are relevant considerations, which the Board noted at its 20 April 2021 hui when it accepted the proposal. The original pā/settlement was not at the precise location of Maxwell. However, given the concerns about the existing name, the Board had no concerns moving/using the original Māori name Pākaraka in a modern context for a populated place. The Board cannot create new Districts. Not every place name's meaning must precisely describe the feature it is applied to, although this may be useful for identification purposes.</p>

Should be a democratic/majority process. Claims of Treaty partnership are false, about control and undermining democracy.	22	The Board received significantly higher numbers of supporting submissions for Pākaraka. However, the Board considers the reasons provided, not the numbers. The Board's responsibility to take appropriate account of the Treaty of Waitangi (Te Tiriti o Waitangi) is in the NZGB Act 2008.
Pākaraka unpronounceable, will confuse tourists. Maxwell easy to say. Objections to use of te reo Māori. Macrons are a lie, spelling is fake and corrupting the language. Māori had no written language.	20	The Board promotes te reo Māori through its Treaty obligations and legislation, which encourages the use of original Māori place names. Te reo Māori is an official language of New Zealand. Pākaraka is not difficult to pronounce. The point about te reo Māori not originally being a written language is not relevant. Macrons are the standardised method for written representation of a long vowel sound and give meaning, as set by Te Taura Whiri i te Reo Māori (the Māori Language Commission).
Community should decide their own name, should be able to choose an alternative if it came to that. Majority of residents against proposal. Impossible for local numbers to stack up against everyone else in the country. Proposal is destroying the community. Ngāti Maika and Whanganui District Council distributing false statistics about the level of support from their consultation.	19	While it would be preferable if everyone in the community agreed to the best name for a place, this may not be possible. The Board is established to consider place names in terms of good naming practice, and to make the decisions. The Board encourages engagement with local communities and the Secretariat routinely reports on local engagement, local notification of proposals is specified in the NZGB Act 2008. On 20 April 2021 the Board noted that approximately two-thirds of residents of the wider Maxwell area objected to the proposal, based on a careful review of Whanganui District Council's initial consultation. The reason that outweighs community preference is the offensive and inappropriateness of the existing name.
Proposal, process is biased, only acknowledges one side. Account of Woolshed incident is disputed/false. Account is embellished to make it appear worse. No negative connotations of Maxwell.	18	The Board noted the historical account of the Woolshed incident as agreed by the Crown and Ngā Rauru Kīhahi in its Deed of Settlement.
Supports existing name (no other reasons).	12	An objecting submitter must provide reasons for their objection, including when they support the existing name. <i>[These are not valid submissions]</i>
Need to address Māori place names that relate to well documented atrocities where settlers were murdered. Maxwell honours a man who fought rebels, murderous raping terrorists, and was himself murdered by them.	11	Names that are derogatory, discriminatory, frivolous, offensive, or in poor taste are considered unacceptable in terms of the <i>Standard for New Zealand Place Names</i> . Anyone can make a proposal to the Board to address inappropriate names, whether Māori or non-Māori.
Duplication with Pākaraka, Northland and many Pakaraka Road names. Maxwell is unique. Generally confusing.	11	The Board noted at its 20 April 2021 hui that Maxwell was a unique name and Pakaraka is duplicated by the locality in Northland. The Board considered that other reasons for the proposed name outweighed concerns about duplication and also that the Northland Pakaraka was sufficiently geographically distant to not cause confusion.

Whanganui District Council avoiding answering questions about how other Maxwell names (road, hall, cenotaph, etc) would be affected.	9	<p>The Board will discontinue the name Maxwell Railway Station as it no longer exists, this action is required no matter what the Minister's decision is for Maxwell.</p> <p>The Board does not have jurisdiction over the names of facilities and roads. Any change to the names would be subject to whatever processes and policies Whanganui District Council has for naming roads, halls, etc.</p> <p>Correspondence with the Chair of the Maxwell & Nukumarū Neighbourhood Support Group notes that the name of the cenotaph is the Waitotara County War memorial, 'Maxwell Cenotaph' being a colloquialism.</p>
Whanganui District Council ignores locals, holds meetings nobody knows about, online meetings, refuses to genuinely engage.	8	Submissions to the Board are ultimately what the Board must consider when deciding on place names, not the outcomes of the Council's consultation.
Blood quantum, conspiracies, social engineering, racist statements, Moriori genocide, etc	7	Submissions on these topics are not compelling.
Meaning of Pākaraka unknown, not reported on.	7	The meaning of Pākaraka was covered in the report to the Board on 20 April 2021, available on the Toitū Te Wheua LINZ website from 26 May 2021.
Dual name or alternative names for equal recognition, Treaty partnership, race relations, better understanding of history, etc.	7	The Board considered that due to the issues with the name Maxwell a dual name or alternative names would not be appropriate.
Change all Māori names to English ones. Processes should apply both ways. Assign alternative English names to places with Māori names.	6	Anyone can make a proposal to the Board, including for English names, which may be accepted if they meet minimum requirements and good naming practices.
Will cause addressing and GPS issues, generally confusing. Proposal caused theft of Maxwell sign, Maxwell Station Road sign.	6	<p>The Board noted that the Fire and Emergency New Zealand (FENZ) NZ Localities Dataset has a 'Maxwell' locality, and that there was an existing Pakaraka locality in Northland.</p> <p>The reasons for the proposal were considered to outweigh addressing concern, noting FENZ would need to resolve.</p>
Board does not have the authority, mandate, etc. Should offload proposal to the Minister if people want to play politics.	5	<p>The Board is New Zealand's statutory authority for official place names.</p> <p>In terms of the statutory process, the Minister for Land Information will likely make the final decision on this proposal, which is a political decision.</p>
When Maxwell was established, there were no/few Māori in the area. Pākaraka has no living history.	4	<p>There is complex historical context relating to the ongoing effects of Māori migration in the early 19th century, colonisation, the fraught process of the Crown's purchase of native land including the Waitotara Block, and the first Taranaki conflicts. This all contributed to later hostilities, including the events of the Handley's Woolshed incident.</p> <p>Many supporting submitters advised growing up in the area, learning about the name Pākaraka, and affiliating to Pākaraka marae.</p>
Proposes another name.	4	Three objecting submitters proposed Okehu as an alternative based on duplication of Pākaraka and considered Okehu to have

		<p>a greater connection to Maxwell (locality). However, all preferred Maxwell remain the name.</p> <p>Okehu would be a unique populated place name. Some preference for Okehu was noted in Whanganui District Council's initial consultation and advised to the Board, but this is outweighed by support for Pākaraka or Maxwell.</p> <p>Pharazyn was suggested after Robert Pharazyn, whose estate was subdivided as Maxwelltown. This would also be a unique place name, but more information would be required to determine if the name was suitable.</p> <p>Paakaraka or Pāākaraka were suggested based on the local dialect and to help distinguish from Pakaraka in Northland. Ngāti Maika made the proposal and proposed Pākaraka, with the macron. An expert licensed translator has advised that Pākaraka is correct.</p>
Black Lives Matter movement is irrelevant to this proposal, term being exploited.	3	The proposal report noted the proposal ' <i>may be associated with [Black Lives Matter] by default, whether by media, public, iwi or internationally</i> '.
Incoherent submission/no reasons.	2	An objecting submitter must provide reasons for their objection. <i>[These are not valid submissions]</i>
Changes need to solve a practical problem.	1	It is the Board's role to make decisions on place names. Proposals are made to resolve issues, which in this instance is an historic grievance.

Supporting information

1. Board proposal report – Pākaraka – 2021-04-20
2. Submission summary spreadsheet
3. Unedited copy of Qualtrics platform submissions
4. Copies of objecting submissions not received through online platform
5. Copies of supporting submissions not received through online platform
6. Copy of late submission
7. Media articles on Pākaraka
8. Correspondence with Chair of Maxwell & Nukumarū Neighbourhood Support Group – 2021-08-30