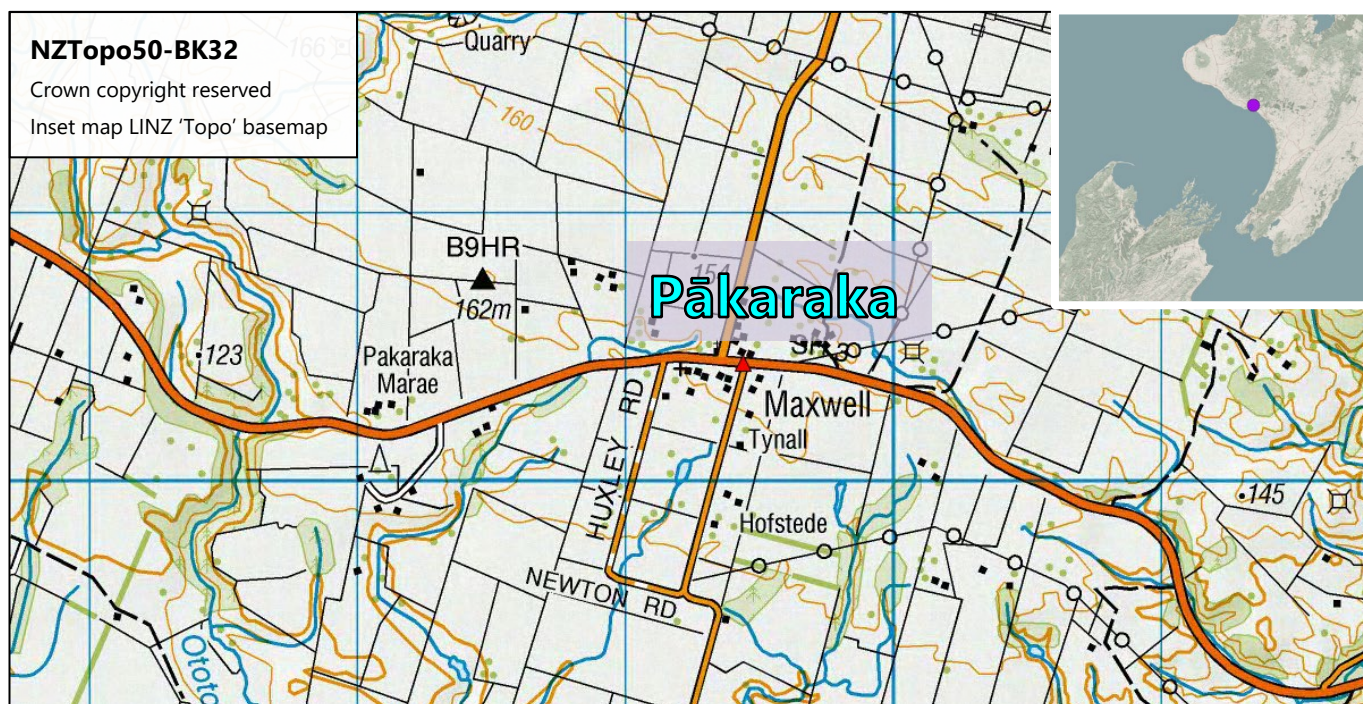


Proposal considered by the Board on 20 April 2021 for: Pākaraka [altered from Maxwell (locality)]



Summary

The proposal is to alter an existing official locality name approximately 19km west-northwest of Whanganui from Maxwell to **Pākaraka**.

The proposers are Ngāti Maika, a hapū of Ngā Rauru Kītahi, who are mana whenua. Ngāti Maika inform that the name commemorating Sergeant George Maxwell is offensive, based on his military role in the 'Handley Woolshed Affair' in 1868 during Tītokowaru's War. Their grievance is recognised by the Crown in Ngā Rauru Kītahi's Deed of Settlement 2003 and the Historical Summary¹ mentions '*In June of 1868, fighting resumed in south Taranaki and further lives were lost, including those of Ngāa Rauru Kīitahi children*'.

The proposal would apply an original Māori name relevant to the area but not specific to the location of Maxwell (translocating an original Māori name from a nearby location). The proposers have provided the meaning and values they ascribe to Pākaraka, and on their connections to the land.

'Encouragement of discussions' on Maxwell between Whanganui District Council and Ngā Rauru Kītahi was included in Ngā Rauru Kītahi's Deed of Settlement. In 2019 Te Kāhui O Rauru (TKOR) approached Whanganui District Council (WDC) and in 2020 WDC resolved to support an initial consultation process. Following consideration of submissions received, WDC resolved to support the proposal on 9 February 2021.

The Board considers proposals for alterations to populated place names carefully mainly because of the impact to the community. Maxwell has been in long term use, altered from Maxwelltown in 1927. Submissions from WDC's consultation were mostly supporting from the wider community, but mostly objecting from immediately around Maxwell. The Board should consider the effects of altering a populated place name in

¹ <https://www.govt.nz/assets/Documents/OTS/Nгаа-Rauru-Kiitahi/Nгаа-Rauru-Kiitahi-Deed-of-Settlement-summary-27-Nov-2003.pdf>

long term use and the views of its residents against the offensiveness of the name to Ngāti Maika and Ngā Rauru Kītahi, noting WDC support for the proposal.

The Board has sometimes used a dual name or alternative names to bridge issues with names in long term use when both are considered of equal significance. However, based on the proposer's reasons a dual name or alternative names are not considered appropriate.

An associated name, Maxwell Railway Station, is in the Board's Gazetteer but is not shown on the current topomap, NZTopo50-BK32, because the station no longer exists.

Media have already reported on the proposed name change and further attention is likely because the proposal is contentious.

Secretariat recommendation

At its 20 April 2021 hui the Board resolved this recommendation:

Accept the proposal to **alter** the existing official locality name from Maxwell to **Pākaraka**, based on:

- 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 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,

and

Noting:

- long-term use of Maxwell (94/151 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

Notify as a proposal to alter for three months,

and

Consider a media release on the day of *NZ Gazette* notification to help with public awareness of and reason for the proposal.

Secretariat assessment and advice

The proposal The proposal is to **alter** the existing official locality name from Maxwell to **Pākaraka**. The proposers, Ngāti Maika, who are mana whenua, state that the existing name of Maxwell is offensive and an ever-present reminder of an historic grievance and trauma to the hapū.

Maxwell, which was established in 1870, was named for Sergeant George Maxwell who died in battle at the nearby Tauranga Ika pā in December 1868. A month earlier in the 'Handley's Woolshed Affair', the Kai Iwi cavalry (a settler militia) came across a group of young Māori boys while scouting Tauranga Ika pā at Nukumaru. The militia charged them down, two were killed (reportedly by Maxwell) and others wounded.

The proposer's supporting evidence includes copies and references to multiple accounts of the events, including:

- a later cross-examination of witnesses in 1886, due to a libel case around the events.
- the agreed historic account in Ngā Rauru Kītahi's Deed of Settlement with the Crown in 2003,² which is reproduced here in full:

Clause 7.25: 'On 27 November 1868, a government militia encountered a group of unarmed children of Ngāa Rauru Kītahi and other iwi of Taranaki at Handley's Woolshed near Waitotara. The children were from Tauranga Ika Pa, the eldest about 10 years old. In an unprovoked attack, the militia fired on the group, then pursued them on horseback and attacked them with sabres. Two of the children were killed and others wounded.'

Clause 9.23.4: 'encouraged discussions between the Wanganui District Council and the Ngā Rauru Iwi Authority or the Governance Entity in relation to the name of the town of Maxwell.'

In 2015 and 2019 TKOR requested that the council action Clause 9.23.4.

On 3 August 2020 Wanganui District Council resolved to provide material support to TKOR by carrying out community consultation³. 255 submissions were received between 23 November 2020 and 21 December 2020 (four weeks). Submissions were open to all using online forms, and WDC also sent letters to addresses between Nukumarū to the west and Kai Iwi to the east⁴.

Overall, the submissions mostly support the proposal. However, submissions from the letter-drop area mostly objected. WDC's summary of submissions is in the WDC's agenda for 9 February 2021⁵. Copies of all of the submissions are included with the proposal.

At its 9 February 2021 hui WDC resolved to formally support the proposal to alter Maxwell to Pākakara⁶.

In making their proposal to the Board to alter Maxwell to Pakaraka, Ngāti Maika is actioning a post settlement Treaty grievance claim, seeking redress in a similar process followed by other claimant groups for [Pūkorokoro / Miranda](#) (2015) and [Maniāiti / Benneydale](#) (2019). Generally, the Board has considered proposals affecting populated places should go through public consultation.

Names shown on plans and maps

Early plans and maps name Pakaraka for the pā/settlement and land block west of Maxwell. 'Maxwelltown' was established in 1870 and is shortened to Maxwell on maps published after the name was altered in 1927.

| Plans/maps | Date | Name |
|---|--------|--|
| Coast line from Rangitikei to Waitara | c.1860 | Pakaraka |
| Waitotara Crown Purchase Deed. Colour tracing . | 1863 | Pakaraka/Pa [southwest of current Pakaraka Marae across SH3] |
| ML 3126 | 1867 | PA KARAKA RESERVE [Land block] |
| DEED 23 – Working Plan of Maxwelltown | 1870 | Maxwelltown |
| W(D)111 – Map of Province of Wellington... | 1871 | Pakaraka N.R. [Native Reserve] |
| Wanganui, map of the West Coast between the Rivers Waingongoro and Wanganui | 1874 | PA KARAKA N.R. Pa Karaka |

² [Deed of Settlement of the Historical Claims of Ngāa Rauru Kītahi](#) – last accessed 30 March 2021

³ Wanganui District Council, [Unconfirmed minutes 3 August 2020](#) - last accessed 30 March 2021

⁴ The exact area is the seven StatsNZ meshblocks around Maxwell, within the Mowhanau Statistical Area 2.

⁵ Wanganui District Council, [Meeting Agenda 9 February 2021](#) - last accessed 30 March 2021

⁶ Wanganui District Council, [Confirmed minutes 9 February 2021](#) - last accessed 30 March 2021

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| North Island (Te Ika-A-Maui) Electoral map | 1902 | Maxwelltown [named at position of railway station] |
| NZMS 13 WN34 1 st , 2 nd ed. | 1914, 1956 | PAKARAKA BLOCK [appellation] MAXWELLTOWN Okehu Statn |
| NZMS 13 WN34 3 rd ed. | 1958 | Maxwell Rly Stn. |
| NZMS 1 N137 1 st -3 rd ed. | 1942-1976 | Maxwell, Maxwell Stn |
| NZMS 260 R22 1 st , 2 nd ed. | 1987, 2004 | Maxwell, Pakaraka Marae |
| NZTopo50-BK32 v.1.01 | 2015 | Maxwell, Pakaraka Marae |

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| Location and extent of the feature | <p>Maxwell is on State Highway 3, approximately 19km west-northwest of the Whanganui CBD. The proposers have not advised an extent for the locality.</p> <p>The original Pākaraka settlement/pā was approximately 1.8km west of Maxwell. However the Board has considered translocating/reapplying original Māori place names to restore and preserve them in a modern context. For example, the Board has noted the name Hataitai (suburb) is translocated from the isthmus at Kilbirnie, Wellington.</p> |
| Geographic feature type, generic term | <p>The place is a small populated rural locality, with a population based on the 2018 census, of c.400 in the surrounding statistical areas. The name does not currently have a generic term and none is proposed, which is typical for populated places⁷.</p> |

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| New Zealand Gazetteer, associative names, duplication | <p>Maxwell</p> <p>Maxwell is an official locality name. Maxwell Railway Station, 3.6km south on Maxwell Station Road, is an associated official name (made official in 1948). Context around how the names became official is below under 'Board archives'.</p> <p>The railway station no longer exists. The Rail Heritage Trust of New Zealand records that it closed in 1978⁸. After the process for this proposal to alter Maxwell to Pākaraka concludes, the Secretariat will make a recommendation to the Board to discontinue Maxwell Railway Station through the fast track process, ie s.24 of the NZGB Act 2008.</p> <p>There are five other 'Maxwell' names in the <i>Gazetteer</i>, but all are for different feature types and the nearest is 200km away in Te Waipounamu. The Board has no information on who these features are named for but they are unlikely to be for George Maxwell.</p> <p>Pākaraka</p> <p>Pākaraka is associated with the recorded (unofficial) 'site' name Pakaraka Marae 1.4km west of the locality⁹.</p> <p>Pakaraka is duplicated with Pakaraka (hill) at Kaipara Harbour, southwest of Maungaturoto, and Pakaraka (locality) and Pakaraka Kauri Scenic Reserve, approximately 5.7km northwest of Moerewa, in Northland. Confusion with these features is unlikely based on their geographic distance.</p> |
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| Board archives | <p>In 1926 residents of Maxwelltown and Okehu petitioned the Railway Board to alter the name of Okehu Railway Station to Maxwell Railway Station, due to confusion with Okōia southeast of Wanganui. The Railway Board requested that the Honorary Geographic</p> |
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⁷ *New Zealand Standard 1.4*

⁸ <http://railheritage.org.nz/Default.aspx?page=4446> – last accessed 30 March 2021

⁹ This name should not be recorded in the Gazetteer as the Board does not have jurisdiction over private structures.

Board make the decision. At its 30 August 1926 hui the Honorary Board agreed. The alteration was gazetted as official in 1948 under the NZGB Act 1946¹⁰.

Following this decision, a proposal to alter Maxwelltown to Maxwell was notified in the *New Zealand Gazette* under the Designation of Districts Act¹¹. On 27 January 1927 the final decision was proclaimed¹².

[Section 20\(2\)](#) of the NZGB Act 1946 continued decisions Gazetted under the Designation of Districts Act 1908. [Sections 3 and 4](#) of the NZGB Act 2008 continued all prior official names from the NZGB Act 1946. Therefore, Maxwell is an official name.

Research, history, and references to the name/feature

An 1871 article confirms the township was named for Sergeant George Maxwell after his death in 1868¹³.

After the establishment of Maxwell in 1870, there is evidence of Pākaraka and Maxwell named concurrently as separate populated places, through to at least the early 20th century. For example, in 1880 Te Whiti-o-Rongomai invited Uru te Angina of 'Pakaraka Settlement' to visit Parihaka¹⁴, and in 1903 roads were being re-metalled '*between Maxwell and Pakaraka*'¹⁵. While there has been media reporting on altering Maxwell 'back' to Pākaraka¹⁶, the relationship appears to be more complex with the identity of Pākaraka possibly subsumed by the growth of Maxwell over time.

Early references and examination of how both names are used together over time are in the Supporting information.

Consultation with iwi

Ngāti Maika, a hapū of Ngā Rauru Kīahi are mana whenua. They worked with WDC to make the proposal.

Based on Te Puni Kōkiri's (TPK) Te Kāhui Māngai, a request for views on the proposal was sent to Whanganui Land Settlement Negotiation Trust. TPK may advise at this Board hui if comment from other groups should be sought.

Consultation with others

WDC sent letters to addresses around Maxwell to ensure awareness of the proposal. A small proportion of the 255 submissions were from these residents¹⁷. 73% of the submissions support the proposal. Submissions from the letter-drop area do not reflect overall statistics, being circa 2/3rd opposing, 1/3rd supporting.

Should the Board accept the proposal, public notification will provide further opportunity for the public to make submissions.

The Board may wish to consider contacting descendants of the Maxwell's family for their views on this proposal.

Black Lives Matter (BLM)

While this proposal does not refer to the BLM movement and has been underway for many years, it does reflect the sentiments and may be associated with it by default, whether by media, public, iwi or internationally. This proposal might be cited as the first by New Zealand relating to the BLM movement, to right past wrongs.

¹⁰ Section 17(2) New Zealand Geographic Board Act 1946 required all prior decisions of the Honorary Board to be notified in the *New Zealand Gazette* as official

¹¹ *New Zealand Gazette* 1926 (77) p.3255

¹² *New Zealand Gazette* 1927 (4) p.213

¹³ [GREAT LAND SALE](#) Wanganui Herald, Volume IV, Issue 1055, 7 January 1871, Page 2

¹⁴ [THE NATIVE QUESTION](#) Wanganui Herald, Volume XII, Issue 3696, 24 April 1880, Page 2

¹⁵ [Waitotara County Council](#), Wanganui Chronicle, Volume XXXVII, Issue 12055, 6 October 1903, Page 2

¹⁶ [Council considers changing Maxwell township's name back to Pākaraka](#) RNZ, 3 December 2020 – last accessed 1 April 2021

¹⁷ Based on the 2018 census, StatsNZ record a population of c.400 in the letter-drop area.

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| Cost implications | The Board considers costs updating physical products such as signage, promotional material, maps, charts, should be completed over time and in the course of usual maintenance programmes. In this case they are not of material concern. Costs for updating electronic documents such as databases are negligible. |
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| Media | The Handley Woolshed Incident and Maxwell have been noted several times recently in reports on places and streets named for colonial soldiers ^{18,19} . This proposal has also been reported on ²⁰ . Should the Board accept the proposal media attention is very likely. A media release from the Board is suggested. |

Orthography/Legislation/Standard

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| Advice on orthography ²¹ | A Te Taura Whiri i te Reo Māori licensed translator confirmed Pākaraka is correct, based on the meaning 'a settlement surrounded by an abundance of karaka trees'. |
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| Relevant sections from the NZGB Act 2008 | <p>Section 3(e) of the NZGB Act 2008 provides for appropriate recognition to be accorded to cultural and heritage values associated with geographic features.</p> <p><i>Altering the locality name from Maxwell to Pākaraka would correct a grievance of mana whenua who have a significant connection to the area.</i></p> |
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[Standard for New Zealand place names](#) criteria

1.1 Acceptable names

- (a) The NZGB encourages the restoration of original Māori place names
- (e) Names of native flora and fauna associated with a place.

The proposal would restore an original Māori name used in the area. Maxwell was established in 1870 and appears to have existed concurrently with Pākakara (pā/settlement) for some time as names for separate populated places.

The proposed name Pākakara references the prevalence of karaka (trees) prior to European settlement.

- b) The surname or traditional ancestral Māori name of a person who has been deceased for at least two years, was a notable leader, of good character, and/or contributed to, or had a strong association with the feature, place or area

George Maxwell was strongly associated with the area and the Maxwell family continued to live in the area. The proposal refutes Maxwell's good character.

1.2 Unacceptable names

- (a) Names that are offensive

1.6 Altered names

A name may be altered when it corrects a significant wrong or grievance.

The proposers consider the existing name Maxwell to be offensive as it honours Sergeant George Maxwell who killed and injured children near Nukumarū while

¹⁸ Dr Vincent O'Malley, (2020) [Historical Report on Hamilton Street and City Names](#) commissioned for Hamilton City Council.

¹⁹ Wena Own, [Q+A investigates: Should New Zealand drop old colonial names from street signs?](#) TVNZ, 2 June 2019 – last accessed 1 April 2021

²⁰ [Council considers changing Maxwell township's name back to Pākaraka](#) RNZ, 3 December 2020 – last accessed 1 April 2021

²¹ The conventions and rules of how to write a language

scouting Tauranga Ika pā. Altering the name would correct a significant wrong and grievance for Ngāti Maika and Ngā Rauru Kītahi

Any alteration should balance the cultural and historical significance of the name against long-term use and the practical need for location identification.

Pākarara is of cultural significance to the proposers and continues to be used as the name of a marae near the locality. Long term use and identification issues are below.

1.3 Undesirable names and other considerations

(a) The names of populated places should be unique and unambiguous. Populated place names should support identification for emergency services and property addressing.

Pākaraka is not unique as a populated place name but would likely be unambiguous due to the distance from the other Pakaraka in Northland.

The FENZ²² NZ Localities dataset used by emergency services names Maxwell as a wider area centred on the locality, and is used by Toitū Te Whenua LINZ property addressing.

However, the Localities dataset already has a Pakaraka locality centred on Pakaraka in Northland. The Localities dataset requires every locality name to be uniquely named for identification purposes. FENZ would need to consider various options to comply with official place names and avoid confusion for emergency services. Noting that call centres use aliases to assist with locating events, to minimise ambiguity.

(d) Long-term existing names may take precedence over new names if they conform to this standard.

Maxwell has been in long term use (94 years) for the locality, having been officially altered from Maxwelltown in 1927. WDC's initial community consultation resulted in objections from residents of Maxwell, some describing in detail the associations they have with the current name.

1.7 Dual names

(a) Dual names, where both names are used together as one name, recognise the equal and specific significance of both names

1.8 Alternative names

There should be one name for one place. Alternative names are only assigned in exceptional circumstances. If alternative names are assigned either name can be used.

Dual and alternative naming a feature can overcome some of the problems that total replacement can cause such as loss of identity and confusion and may make it easier to identify the features in an emergency.

A dual or alternative name may be acceptable to some who support retaining Maxwell but they are highly unlikely to be acceptable to the proposers as the name they consider offensive would remain.

Dual naming for populated places is not acceptable in terms of the ANZ Standard 4819:2011 Rural and urban addressing standard. However, the NZGB Act 2008 and the Board's policies take precedence.

Supporting information

1. Proposal for Pākaraka – 2021-03-08
2. Secretariat research

²² FENZ – Fire and Emergency New Zealand